

**Notice of a public meeting of  
Executive**

**To:** Councillors Steward (Chair), Aspden (Vice-Chair), Ayre, Brooks, Carr, Gillies, Runciman and Waller

**Date:** Thursday, 28 April 2016

**Time:** 5.30 pm

**Venue:** **The Snow Room - Ground Floor, West Offices (G035)**

**AGENDA**

**Notice to Members - Calling In:**

Members are reminded that, should they wish to call in any item\* on this agenda, notice must be given to Democracy Support Group by **4:00 pm on Tuesday 3 May 2016**.

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

**1. Declarations of Interest**

At this point, Members are asked to declare:

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

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

**2. Minutes**

(Pages 1 - 14)

To approve and sign the minutes of the last Executive meeting held on 17 March 2016.

### 3. **Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Wednesday 27 April 2016**. Members of the public can speak on agenda items or matters within the remit of the committee.

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

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

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

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

*The Council’s protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at [http://www.york.gov.uk/downloads/file/6453/protocol\\_for\\_webcasting\\_filming\\_and\\_recording\\_of\\_council\\_meetingspdf](http://www.york.gov.uk/downloads/file/6453/protocol_for_webcasting_filming_and_recording_of_council_meetingspdf)*

### 4. **Forward Plan** (Pages 15 - 20)

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

### 5. **Goose Management Scrutiny Review Final Report**

(Pages 21 - 114)

This cover report presents the final report from the Goose Management Scrutiny Review and asks the Executive to approve the recommendations arising from the review.

Councillor Kramm as Task Group Chair will attend the meeting to present the review recommendations.

- 6. York Museums Trust Scrutiny Review Final Report**  
(Pages 115 - 148)  
This cover report presents the final report from the York Museums Trust Scrutiny Review and asks the Executive to approve the recommendations arising from the review.

Cllr Looker as Task Group Chair will present the review recommendations.
- 7. Public Interest Report - City of York Trading (CYT)**  
(Pages 149 - 160)  
This report provides a summary of the actions the Council have either taken or are planning in order to address the 10 specific recommendations in the Public Interest Report. This follows agreement of the Public Interest Report at Full Council on 24 March 2016.  
<https://www.york.gov.uk/MazarsReport>
- 8. Review of Provision of Home to School Transport**  
(Pages 161 - 180)  
This report presents proposals to review provision of home to school transport, following decisions taken to reduce the home to school transport budget.
- 9. Community Wellbeing and Support (Housing Related Support)** (Pages 181 - 274)  
This report considers the commissioning of an alternative service model for Community Support and Wellbeing (Early Interventions and Prevention) which involves a radical approach of co-design and partnership working and proposes reducing the number of service contracts but with only 3 new commissioned service contracts/areas.
- 10. Letting of Red Tower, Foss Islands Road** (Pages 275 - 282)  
This report considers the letting of the Red Tower, a building which has been vacant and unused for many years, to a community organisation for the promotion of community led local projects.
- 11. Urgent Business**  
Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

Name: Jill Pickering

Contact details:

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

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

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

Contact details are set out above.

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

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 (01904) 551550



City of York Council

Committee Minutes

---

Meeting	Executive
Date	17 March 2016
Present	Councillors Steward (Chair), Aspden (Vice-Chair), Ayre, Brooks, Carr, Gillies, Runciman and Waller
Other Members participating in the meeting	Councillor Looker
In Attendance	Councillors Doughty, Hayes and Levene
Apologies	Councillor D'Agorne

---

## **Part A - Matters Dealt with Under Delegated Powers**

### **122. Declarations of Interest**

Members were asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda. No additional interests were declared.

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

Resolved: That the press and public be excluded from the meeting during consideration of Annex B to Agenda Item 8 (Community Stadium and Leisure Facilities Report) on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

## 124. Public Participation

It was reported that there had been three registrations to speak at the meeting under the Council's Public Participation Scheme, and that one Member of Council had requested to speak on the following items:

### Community Stadium and Leisure Facilities Report

Simon Pickering, spoke as a representative of the 'Save Our Stadium' campaign confirming the need for improved facilities for a professional football club. He asked Members to support the project as a legacy for the city and fans of the club.

Philip Crowe confirmed his agreement with the concept of a new stadium, however he expressed concern at the additional costs and issues which he felt had not been resolved.

Brian Watson expressed concern at the need for additional retail units in the scheme and, in particular, to the increase in costs.

Cllr Levene confirmed his support for the Officer recommendations. However, he expressed concern at the ongoing delays and communication with residents and others involved in the project.

### Rail North Ltd – Governance Arrangements

Cllr Levene expressed his broad support for the proposals which he felt would provide the most advantageous benefits for the city.

### One Planet York

Cllr Levene spoke to confirm his support for the principle of the framework which would provide measurable outcomes, his only concern related to any bus service reductions.

## 125. Minutes

Resolved: That the minutes of the last meeting of the Executive held on 11 February 2016 be approved and signed by the Chair as a correct record.

**126. Forward Plan**

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

**127. Additional Primary School Places for Micklegate**

Consideration was given to a report which examined options for providing additional school places in the Micklegate area of York. This followed a consistent rise in demand for both Knavesmire and Scarcroft schools and, in particular, as future projections had shown that an additional 41 primary places would be required in the area by September 2017.

Officers presented details of the feedback received following consultation undertaken on the following options, some of which had put forward by residents during the extended consultation period. An analysis of each was set out in the report:

- (a) provide no additional places in the Micklegate area
- (b) seek additional feasibility studies to accommodate additional pupils in the existing Scarcroft Primary school building and look at options for providing outdoor spaces
- (c) consider the option of a city-wide Creative Arts Academy which would be a free school as part of the Ebor Multi-Academy Trust
- (d) build accommodation for 210 (1 form entry each year) additional places, as an annex to Scarcroft Primary on the Millthorpe School site
- (e) build a 210 (1 form entry) place primary school on the former Terry's Car Park site at Nun Ings
- (f) build a 315 (1.5 form entry) place school on land behind The Grove and The Square off Tadcaster Road
- (g) build a 630 (3 form entry) place school at either Bishopthorpe Infant or Archbishop of York CE Junior school sites
- (h) exploration of other site options:
  - (i) build a school on Little Knavesmire
  - (j) build on the allotments adjacent to Millthorpe School
  - (k) build on the former Askham Bar Park & Ride site

- (l) build on Nunnery Lane car park

It was noted that options (b), (c) and (d) were either currently under consideration or further information was awaited and that options (e) to (h) had been rejected for the reasons set out in the report.

The Executive Member thanked Officers and, in particular, Ward Members for their work and assistance at meetings and expressed her support for an extension of time to enable a through analysis to be undertaken of the options.

- Resolved:
- (i) That Executive approve the recommendation to seek additional feasibility studies to expand Scarcroft Primary School as the preferred option for adding additional primary school places in the Micklegate area;
  - (ii) That, following more detailed analysis of the feasibility studies and discussions with the school's governing body a report will be presented to the April Executive meeting with information on the adaptations required to the school and outdoor space to accommodate additional pupil places.<sup>1</sup>

Reason: Whilst the LA supports proposed changes to Scarcroft Primary School's building and outdoor spaces, further time is required to receive and analyse that information before a preferred recommendation can be put forward.

#### Action Required

1. Note preferred option to seek additional feasibility studies to expand Scarcroft and add item to Forward Plan for April Executive. CM

### **128. Prevention and Early Intervention Services - a proposal for a new way of working**

Members considered a report which proposed a review of the Council's early assistance arrangements for children and families and a new way of working in the Prevention and Early Intervention Services. The review would be an opportunity to realign resources with wider partnership development to tackle inequalities and deliver more efficient support at an earlier stage to improve the long term prospects of families in need.

The report set out the key features of the new operating model, central to which would be the introduction of 'Local Area Teams' to deliver the shared, partnership priorities of the new Children and Young People's Plan 2016-20.

Officers confirmed that the review would provide an opportunity to align resources more efficiently and followed extensive consultation already undertaken.

Members thanked Officers for their work on the report and engagement with all concerned. They also expressed their support of the approach proposed and the need to replicate it across the Council.

Resolved: That Executive agree to:

- a. endorse the implementation of new place-based prevention and early intervention services within Local Area Teams;
- b. a public consultation and further paper on the delivery of the children's centres as part of the new operating mode;<sup>1</sup>.
- c. receive a further paper addressing finalised proposals on revising the city wide and city centre youth offer as part of the new operating model.<sup>2</sup>.

Reason: This will allow the council to take forward work to remodel early help arrangements and achieve the associated savings targets.

Action Required

1. Implement services and undertake public consultation. AC, NM
2. Add item to Council's Forward Plan on the delivery of children's centres. AC, NM

**129. York Children and Young People's Fund**

Members considered a report which proposed the establishment of a new fund for the benefit of Children and Young People within the City of York to be managed by the Two Ridings Community Foundation.

Members noted that the Council held a number of funds in trust, as a result of bequests and investments, many of which were now dormant. Following a review, funds had been identified that fell into this category and in order to make the most of these it was proposed to transfer them to a new small grants scheme to be known as the York Children and Young People's Fund.

Officers confirmed that, following approval, the Two Ridings Community Foundation would continue to identify possible sources of additional funding for community benefit.

The Executive Member highlighted the increased extent of the new Fund as set out at paragraph 16 of the report.

Consideration was then given to the following options in relation to the funds:

- (i) To continue as at present, with the various funds continuing to be dormant or ineffective with no community benefit
- (ii) To seek new arrangements with the Charity Commission to update the purpose of the funds and enable them to be distributed again
- (iii) To transfer the funds identified to TRCF who will act as trustee and manage a new "York Children and Young People's Fund" for distribution broadly in line with the funds' original objective.

Resolved: That the Executive agree:

- (i) To transfer the funds identified in paragraph 4 of the report, subject to the agreement of the Charity Commission and of any trustees external to the Council where applicable, to a new "York Children and Young People's Fund," to be managed by Two Ridings Community Foundation (TRCF);
- (ii) To authorise officers to enter into the necessary legal agreements with TRCF to establish the new fund. <sup>1</sup>.

Reason: To create an effective fund for the benefit of children and young people in York.

Action Required

1. Seek agreement of the Charity Commission and external Trustees and enter into legal agreements to establish the new Fund.

CC

**130. Rail North Ltd - Governance Arrangements**

Members considered a report which set out the proposed governance arrangements for Rail North Ltd and the Association of Rail North Partner Authorities. Rail North, had been set up as an interim organisation, established with the aim of promoting the devolution of rail franchising from Whitehall to the North of England and included all 30 Local Transport Authorities (LTA) in the North of England.

Officers referred to the benefits of membership of the bodies, in particular that the authority would have a greater influence over key industry stakeholders and the development and implementation of rail services across the North of England.

The Executive Member expressed his support for membership of the bodies and consideration was given to the following options:

Option 1 To join the collaborative transport structures of which Rail for the North is a key part. Rail for the North and the sister organisation Transport for the North are rapidly starting to progress the priorities for strategic transport investment in the North of England and City of York Council as a City with a key part of the Rail infrastructure within its boundaries has the potential to play a significant role.

Option 2:- Officers were unaware of any of the other 29 LTA that had not chosen to become a member of both bodies; however the Authority could choose not to join.

Following discussion it was

- Resolved:
- (i) That Executive notes the proposed governance arrangements for Rail North Ltd (RNL) and the Association of Rail North Partner Authorities (“The Association”);
  - (ii) That City of York Council (CYC) confirms its membership of both bodies. <sup>1</sup>.

Reason: To enable the authority to have influence over the key industry stakeholders and the development and implementation of rail services across the North of England.

Action Required

1. Confirm CYC membership of both bodies. NF

**131. One Planet York - Towards a more resource efficient and resilient Council and City**

Consideration was given to a report which set out ideas for a strengthened organisational and city-wide 'One Planet' sustainability framework designed to deliver the Council Plan 2015-19 ambition to 'put sustainability at the heart of everything we do'.

It was noted that a key stakeholder group, facilitated by the Council, had proposed the key features of the framework which comprised the two key strands of OnePlanetYork and OnePlanetCouncil the main elements of each, together with the delivery and benefits, were set out in the report.

Officers confirmed that there were difficult decisions to be made pointing out that no one organisation was in a position to tackle the issues however the Council would, in the early stages, act as an enabler.

Members thanked Officers for their work on the report, which while being ambitious required everyone to play their part in working towards One Planet living.

Following further discussion consideration was given to the following options:

Option 1 – Do nothing: This option will continue with existing programmes already delivered across the council. It will also continue to support existing partners where possible to deliver sustainability initiatives across the city

Option 2 - Adopt and implement the One Planet York programme



Resolved: That Executive agrees to support Option 2 to adopt and implement the proposed OnePlanetYork framework.<sup>1</sup>

- Reasons:
- (i) To create a new city-wide Sustainability Framework;
  - (ii) To enable city stakeholders to support a strengthened approach that activates the city at large around York's key challenges and around the concept of York as a resilient and sustainable 'One Planet' city;
  - (iii) To build on and further strengthen City of York Council's ambitions to put sustainability at the heart of everything it does (internal and external-facing services), focus on costs and efficiency and work towards One Planet living.

Action Required

1. Implement the agreed framework.

PM, JW

**132. Inquiry Into the Flooding In York Over the Christmas Period**

Members considered an update report on arrangements for the inquiry into the flooding in the city over the Christmas period, in particular the appointment of Chair and Panel members.

Officers confirmed that Group Leaders would be short listing applicants in the near future and appointments made mid April.

Resolved: That Executive notes the Flooding Inquiry update report.

Reason: To ensure that the Executive is aware of progress with appointing the inquiry team

**Part B - Matters Referred to Council**

**133. Community Stadium and Leisure Facilities Report**

Consideration was given to a report which set out the background to the approval for a new stadium and leisure complex at the Vangarde Retail Park and confirmation of

Greenwich Leisure Ltd as the preferred bidder for the procurement exercise.

Further information was presented to highlight the significant work undertaken to progress the scheme. This included works to incorporate a large community hub and space for a number of Community Partners together with details of the wider city leisure facilities and operation together with the maintenance of Energise Leisure Centre and Yearsley Swimming Pool. The timetable for delivery of the new complex in early 2018 and key milestones were also reported.

Officers expressed their thanks to the project team for their work on both the report and in progressing the scheme. They highlighted the enhanced facilities for the city, the reduction in capital cost by in excess of £4m and receipt of business rates in the region of £3m over the 13 year period. Members were also asked to note the funding of the project costs summarised in the report at paragraphs 44 to 77, and in particular the legal risks and implications of not proceeding.

Members expressed their thanks to Officers for their work on the project and to earlier speakers and residents who had submitted comments and attended recent drop-in sessions. In particular Members reiterated the need to work closely with the football and rugby clubs to ensure delivery of the scheme.

Following further lengthy discussion it was

Recommended: That Executive recommend Council approval of the following:

- (i) Agreement to proceed with the Community Stadium and Leisure Facilities Project.
- (ii) The Director of Customer and Business Support Services, in conjunction with the Leader and Executive Member for Leisure & Culture be authorised to complete all final negotiations and arrange execution of the following legal documents:
  - a) the Design, Build, Operate and Maintain contract (“DBOM Contract”) and ancillary documents to the DBOM Contract;

- b) Freehold transfer of the land adjacent to the proposed South Stand of the NSLC (“Southern Block”);
  - c) Agreement for lease of the East Stand Retail Units;
  - d) Agreement for lease of commercial space on first floor of the Southern Block;
  - e) Agreements for lease with the Community Partners.
- (iii) The approval of a total capital budget of £44.2m for the Project (as set out at table 2).
- (iv) Funding for the Project as set out below:
- a) £15.3m Stadium s106 contribution
  - b) £2.0m Football Club contribution
  - c) £1.2m Highways s106 contribution
  - d) £11.3m Commercial Capital Land Receipt
  - e) £13.4m Prudential borrowing
  - f) £1.0m Venture Fund
- (v) That additional borrowing of £5.4m, within the revised total Capital budget of £44.2m, is undertaken to fund the Project (as set out at paragraph 63 of the report).
- (vi) That the annual additional borrowing costs (£0.4m) relating to the prudential borrowing set out under recommendation (v) be included as a committed growth item in the 2017/18 Revenue Budget.
- (vii) That the Venture Fund be used to fund £1.0m of the capital expenditure which will be repaid from later years leisure revenue budget savings (as set out at paragraph 75 of the report).

- (viii) The use of the Venture Fund to manage early years deficits on the leisure revenue budget, up to a total of £0.3m. This to be repaid from later years savings on the leisure revenue budget (as set out at paragraph 75).
- (ix) That £1.2m of the transport mitigation monies from the Vangarde Section 106 Agreement be used to fund the Project (further detail of which are set out at paragraph 58).
- (x) That £0.4m be used from the existing stadium capital budget for continued early design works through to DBOM Contract signature (“Financial Close”). This £0.4m will be netted off from the overall DBOM Contract capital cost set out in the report and is therefore not an additional cost.
- (xi) That the Commercial Development proposal be approved bringing the “Capital Land Receipt” and capital contribution to Stadium works to the Project (further detail of which are set out at paragraphs 32 - 41).
- (xii) That the freehold land transfer from the Council to the Investment Fund of the Southern Block is approved.
- (xiii) That the terms of Agreement for Lease of the East Stand Retail Units under which the Council will grant a 250 year lease to the Investment Fund be approved.
- (xiv) That the Director of Customer and Business Support Services, in conjunction with the Leader and Executive Member for Leisure & Culture be authorised, following further negotiations, to finalise and arrange execution of a 15 year lease with the Investment Fund for a portion of commercial space in the Southern Block (further detail of which are set out at paragraphs 42 - 43).
- (xv) That the Director of Customer and Business Support Services, in conjunction with the

Leader and Executive Member for Leisure & Culture be authorised to complete all final negotiations and arrange execution of the Stadium Naming Rights Sponsorship agreement.

- (xvi) That the terms of the current Design Build Operate and Maintain (DBOM) Contract, as set out at paragraphs 22 - 29 be acknowledged and in relation to Yearsley Pool note the continuing Review which will be subject of a separate Executive report to be brought in Autumn 2016.
- (xvii) That the current anticipated Project timetable for delivery of the New Stadium and Leisure Complex (NSLC) in the report is acknowledged, as set out at table 7.
- (xviii) That the risks of the Project as set out in the report, that cover the period to reaching DBOM Contract signature and through the NSLC construction period and the ongoing operation of the full term of the DBOM Contract, are noted. <sup>1</sup>.

Reason: To progress with the Project and enter into all legal agreements to deliver NSLC and operation by Greenwich Leisure Ltd of the NSLC and the city's wider leisure facilities.

Action Required

1. Refer to Council.

JP

Cllr C Steward, Chair

[The meeting started at 5.30 pm and finished at 6.45 pm].

This page is intentionally left blank

**Forward Plan: Executive Meeting: 28 April 2016**

**Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 19 May 2016**

<b>Title and Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Delivery of Community Facilities at the Burnholme Health &amp; Wellbeing Campus</b></p> <p>Purpose of Report: To consider the new community facilities at the Burnholme Health and Wellbeing campus following on from examination of the future of this school site by Executive in October 2015.</p> <p>The Executive are asked to consider the investment in the new community facilities.</p>	Roy Wallington	Executive Member for Adult Social Care and Health
<p><b>Health and Wellbeing Communities Funding</b></p> <p>Purpose of Report: To present a joint report from the Executive Member for Adult Social Care &amp; Health and the Executive Member for Economic Development and Community Engagement (Deputy Leader) that informs the Executive on proposals to use the Community Fund Budget allocated to Adult Social Care and Communities and Neighbourhood Services.</p> <p>The Executive are asked to agree proposals for developing a range of initiatives focused on early intervention and prevention, community capacity, place making and delivery of area focused services</p>	Gary Brittain	Executive Member for Adult Social Care and Health Executive Member for Economic Development & Community Engagement

<b>Title and Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Additional School Places for the Micklegate Area</b></p> <p>Purpose of Report: A period of informal consultation was completed in March 2016 with the Micklegate Community to consider options for providing additional school places in the area. This report will report back on that consultation and make recommendations for where those additional school places could be added.</p> <p>Members are asked to approve a period of consultation on a final option for addressing the requirement for additional school places in the Micklegate area.</p>	Mark Ellis	Executive Member for Education, Children and Young People
<p><b>York Economic Strategy</b></p> <p>Purpose of Report: The report recommends adoption of the proposed York Economic Strategy. The Economic Strategy is a citywide document, rather than solely a Council strategy, but of which the Council is clearly a key partner. It has been developed together with businesses, skills providers and other stakeholders in the city, and with cross-party involvement through the policy development and scrutiny process.</p> <p>The Economic Development and Transport Policy and Scrutiny Committee's recommendations will be incorporated into this report with their full report included as an annex.</p> <p>Executive will be asked to consider the recommendations as outlined in the report and annex.</p>	Phil Witcherley	Executive Member for Economic Development and Community Engagement (Deputy Leader)



**Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 30 June 2016**

<b>Title and Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Council-Owned Companies</b></p> <p>Purpose of Report: As the Council develops proposals to deliver its budget over the coming years, it is considering opportunities presented by trading some of its activities through external trading companies. This report sets out proposals to create a governance structure to oversee the activity of its current and future external bodies in which the Council has a commercial interest.</p> <p>The Executive is asked to agree the recommendations as outlined in the report.</p>	<p>Steve Stewart</p>	<p>Executive Leader, Finance &amp; Performance</p>
<p><b>Reinstatement of Coppergate Traffic Restrictions - Approval to Advertise</b></p> <p>Purpose of Report: To present proposals for the reinstatement of the Coppergate traffic restrictions including potential alterations to the Traffic Regulation Order, details of the proposed signage and consultation arrangements.</p> <p>Executive will be asked to consider approval to consult on the Traffic Regulation Order and signage</p>	<p>Tony Clarke</p>	<p>Executive Member for Transport and Planning</p>

<b>Title and Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>The Private Sector Housing Strategy</b></p> <p>Purpose of Report: This strategy sets out how the council and its partners will work to help improve the condition and management of owner occupied and privately rented homes in York.</p> <p>Members are asked to approve the strategy and the supporting action plan.</p> <p>(Please note this item has been called in for pre-decision scrutiny and will be considered by CSMC on 9 May 2016, then should be added to the Forward Plan for Executive on 30 June)</p>	Ruth Abbott	Executive Member for Housing and Safer Neighbourhoods

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

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p><b>The Private Sector Housing Strategy</b>                      Purpose of Report: This strategy sets out how the council and its partners will work to help improve the condition and management of owner occupied and privately rented homes in York.</p> <p>Members are asked to approve the strategy and the supporting action plan.</p> <p>(This item has been called in for pre-decision scrutiny and will be considered by CSMC on 9 May 2016, then should be added to the Forward Plan for Executive on 30 June)</p>	Ruth Abbott	Executive Member for Housing and Safer Neighbourhoods	31 Mar 16	30 Jun 16	Due to delays in receiving the refreshed evidence base, this report will now be considered by the Executive on 30 June 2016. This will give time to assimilate the findings, refresh the strategy with help of the steering group, and undertake consultation.
<p><b>Delivery of Community Facilities at the Burnholme Health &amp; Wellbeing Campus</b>                      Purpose of Report: To consider the new community facilities at the Burnholme Health and Wellbeing campus following on from examination of the future of this school site by Executive in October 2015.</p> <p>Executive are asked to consider the investment in the new community facilities.</p>	Roy Wallington	Executive Member for Adult Social Care and Health	11 Feb 16	19 May 16	Officers will continue to progress Department of Education approval for change of use of the Burnholme Community College site but until this consent is in

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
					train/approved it is not thought prudent to progress with consent to move forward with the delivery of community facilities at Burnholme.
<p><b>Treasury Management Annual Report &amp; Review of Prudential Indicators 2015/16</b>  Purpose of Report: To provide the annual treasury management review of activities and the actual prudential and treasury indicators.</p> <p>Members are asked to note the issues and approve any adjustments as required to the prudential indicators or strategy.</p>	Debbie Mitchell	Executive Leader, Finance & Performance	11 Feb 16	14 Jul 16	Due to an administrative inputting error this item should be considered by Executive on 14 July 2016



---

**Executive**

**28 April 2016**

Report of the Communities & Environment Policy & Scrutiny Committee

## **Goose Management Scrutiny Review - Cover Report**

### **Introduction**

1. This cover report presents the final report from the Goose Management Scrutiny Review and asks the Executive to approve the recommendations arising from the review.

### **Review Recommendations**

2. In March 2016, the Communities & Environment Policy & Scrutiny Committee considered the Task Group's review findings as presented in the final report at Appendix 1 and endorsed their draft recommendations listed below:
  - i) Officers to carry out a number of trials to test the effectiveness of various measures i.e.:
    - A licensed chemical (if sourced)
    - A droppings collection machine
    - Ultrasound audio
    - Amend the fencing at War Memorial Gardens
    - Expand and refresh signage in public parks and open spaces
  - ii) To inform the current annual egg treatment works undertaken by the council and to inform a future integrated goose management strategy for the city, Executive to consider providing funding from the additional ward funding monies allocated for environmental projects, to enable a survey to be undertaken of the city's Canada & Greylag goose population, and to map nesting sites across the whole CYC administrative area.
  - iii) Officers to draft an integrated goose management strategy for the Executive's consideration (taking account of the findings from the various trials and the survey), which identifies:

- A range of measures suitable for specific public spaces/parks
  - The costs and resource requirements associated with those measures
  - Appropriate funding options to include ward funding, capital budget etc.
  - A monitoring regime to assess the strategy's effectiveness
- iv) Permission to be sought from private land owners identified in ii) for access to treat eggs laid on their land
- v) The strategy's effectiveness to be monitored over several years, before consideration is given to whether a cull is required in support of the strategy.

Reason: To assist in the development of a suitable long term strategy for the management of geese in York and to conclude this scrutiny review in line with scrutiny procedures and protocols.

### **Implications & Risk Management**

3. **Financial** – Some of the trials are free e.g. a trial of the droppings collection machine. The total cost for all the trial measures is approximately £6K and it will be possible to complete the trials and measures listed in recommendation (i) using existing public realm budgets; however, this would be at the expense of some core maintenance tasks.
4. There is no funding available to implement recommendation (ii). Three quotes were sourced for the proposed survey, and it has been confirmed that the survey work could be undertaken at a cost of £6k. The possibility of using 'Pride in York' ward funding has been explored but as this funding is for supporting environmental improvements for two years, it has not been deemed appropriate. An alternative funding source will therefore need to be identified if the survey is to be undertaken. Furthermore, the survey needs to be carried out during the nesting period (throughout April to mid May). As the Executive are not considering this final report until the end of April, it will not be possible to undertake the survey during the nesting period this year, and it is likely that delaying the survey work until next year will result in an increase in the cost of that work.
5. In regard to Recommendation (iii) there will be cost associated with developing a draft strategy for the Executive's consideration, and officer capacity may be an issue as the Operations Manager will be fully

committed to the neighbourhood environment work, including master planning for the parks and open spaces over the next two years. There will also be costs involved in implementing the Goose Management Strategy but these will only be identified as the suite of measures required are developed. It is suggested that those measures and costs be identified on a site by site basis so that all options for appropriate funding can be explored, including the option to apply for ward funding.

6. **HR** – It will be possible to complete the work associated with Recommendation (i) using existing resources. In regard to recommendation (iii), officer capacity will be examined as part of the consideration of the resources required to implement the measures contained within the draft Goose Management Strategy, which will be provided for the consideration of the Executive in due course.
7. There are no specific **legal** implications associated with the recommendations arising from this review which should be reported to the Executive.

### **Council Plan 2015-19**

8. The review of this scrutiny topic supports the Council's priority to encourage 'A Prosperous City for All' where everyone who lives in the city and visitors can enjoy its unique heritage and range of activities.

### **Options**

9. Having considered the final report at Appendix 1 and its associated annexes, the Executive may choose to amend and/or approve, or reject the recommendations arising from the review as set out in paragraph 2 above.

### **Recommendations**

10. Having considered the final report and its annexes, the Executive is recommended to approve the recommendations listed in paragraph 2 above.

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

**Contact Details**

**Author:**

Melanie Carr  
Scrutiny Officer  
Scrutiny Services  
Tel No.01904 552054

**Chief Officer Responsible for the report:**

Andrew Docherty  
AD Governance & ICT

**Report Approved**

**Date**

21 March 2016

**Wards Affected:**

**All**

For further information please contact the author of the report

**Background Papers:** None

**Annexes:**

**Appendix 1** – Goose Management Scrutiny Review Final Report



---

**Communities & Environment Policy & Scrutiny  
Committee**

15 March 2016

Report of the Goose Management Scrutiny Review Task Group

**Goose Management Scrutiny Review – Final Report**

**Background to Review**

1. At a meeting in September 2015, the Communities & Environment Policy & Scrutiny Committee agreed to proceed with a scrutiny review of Geese Management across the city following submission of an associated scrutiny topic by Cllr Kramm.
2. A Task Group made up of Cllrs Kramm, Gunnell and Richardson was set up and tasked with identifying a suitable review remit and carrying out the review. The Task Group met for the first time in early December 2015 and the following was agreed:

**Aim:**

To improve the experience of residents and visitors to public parks, gardens and open spaces by examining the geese (and other water fowl) related problems affecting Rowntree Park, the University and other sites.

*(NB: All references thereafter to Geese, relate to both Geese and other water fowl).*

**Objectives:**

- i. To understand previous examinations of the geese related problems in York, lessons learnt, cost to the city, associated health risks etc.
- ii. To examine best practice nationally and elsewhere.
- iii. To consider technical options for dropping removal, the associated costs and external funding possibilities.

- iv. Consult all interested parties on geese population management and control practices, to understand the requirements for different species and animal protection issues.
  - v. Identify appropriate solutions and options for funding.
3. Furthermore, the Task Group agreed to co-opt two members on to the Task Group, one a member of the 'Friends of Rowntree Park' group and one a representative from the University of York.
4. They also identified a number of meetings dates and drafted the following methodology for their review:

Meetings	Tasks
Meeting 1 - Formal Tuesday 26 <sup>th</sup> January 4pm (West Offices)	Objective 1 – To consider information relating to: <ul style="list-style-type: none"> <li>• The geese population in York</li> <li>• All previous related work undertaken by the Council</li> <li>• The associated cost to the city</li> <li>• Lessons learnt</li> <li>• Any associated health risks</li> </ul>
Meeting 2 – Formal Tuesday 2 <sup>nd</sup> February 5.30pm (West Offices)	Objective 2 - To examine best practice nationally and elsewhere.  Objective 3 - To consider technical options for dropping removal, the associated costs and external funding possibilities.
Meeting 3 – Informal Tuesday 9 <sup>th</sup> February 5.30pm (West Offices)	Objective 4 – Consultation Meeting
Meeting 4 – Informal Wednesday 17 <sup>th</sup> February 5.30pm (West Offices)	To consider findings and consultation feedback, and identify appropriate review conclusions
Meeting 5 – Formal Thursday 3 <sup>rd</sup> March 5.30pm (West Offices)	To consider draft final report.

5. The remit and methodology above was subsequently agreed by the Community & Environment Policy & Scrutiny Committee on 20 January 2016.

### **Information Gathered**

6. In support of objective (i), at their first formal meeting on 26 January 2016, the Task Group received introductory information on the law protecting wild geese in the UK, together with a detailed presentation on goose management from the Councils Public Realm Operations Manager (Strategy & Contracts). The presentation confirmed:
  - There has been an issue with geese in the city for 20 years with complaints being received annually
  - The history of goose management in York with a summary of the principle areas of the city affected
  - The species of Geese found across York (including at the University), and an estimation of their numbers
  - The effect of droppings – poor water quality damaging the ecosystem of the lakes in Rowntree Park and at the University
  - The current programme of actions (in place since 1999) e.g. the treatment of eggs, the use of signage, fines for littering with bread, the daily sweeping of paths in Rowntree Park, and the associated costs
  - The Council is currently only treating Canada Geese eggs as a licence is not required for this. Previously the Council were licensed to treat the eggs of Greylag Geese but this has lapsed and needs renewing.
  - Egg Treatment entails coating the eggs in paraffin. Treated eggs are left in the nest to allow the female to continue incubating them. If removed the females will relay.
  - Other actions considered, outlining the possible use of fences, how to discourage the public from feeding the geese and scaring techniques
7. The presentation also referenced a report on a 'Review of Management Options for Resolving Conflicts with Urban Geese' produced by FERA (Food & Environment Research Agency) in 2010 – see copy of presentation and FERA review at Annex A. Furthermore, the University of York confirmed they were experiencing the same problems with geese as evidenced in the presentation, and outlined the measures they had tried to address those problems.

8. Objective (ii) - To examine best practice nationally and elsewhere.  
At a meeting on 2 February 2016, the Task Group received an information pack containing the following best practice guides, examples of good practice, and information on arrangements within the EU – see copy attached at Annex B:
- English heritage Landscape Advice Note on Canada Geese
  - Natural England Technical Information Note TIN009: The management of problems caused by Canada geese: a guide to best practice
  - Rural Development Service Technical Advice Note 51: The management of problems caused by Canada geese: a guide to best practice
  - The Management of Problems caused by Canada Geese - A Guide to Best Practice: Produced by Dr John Allan, (Central Science Laboratory) - funded by the Dept of Environment Transport & the Regions (DETR)
  - Examples of Good Practice from South West London, the Lake District and Scotland
  - Information on the Arrangements for Goose Management from countries within the EU, Scandinavia, Iceland & Greenland
9. The Task Group also considered some examples of public education literature produced and in use by Friends of Rowntree Park, together with information on chemical repellents and electronic sonic devices.
10. Objective (iii) - To consider technical options for dropping removal, the associated costs and external funding possibilities.  
At the same meeting in early February 2016 the Task Group considered information on two technical options for the collection of manure and watched a DVD showing those machines in use.

### **Consultation Meeting**

11. Invitations were issued to representatives from the following organisations to attend a consultation meeting held on 9 February 2016:
- York University
  - **Friends of Rowntree Park**
  - Friends of Chapman's Pond
  - **Friends of New Walk**
  - **York Environment Forum**
  - York Ornithological
  - Askham Bryan College

- Parish Councils with ponds/lagoons – Askham Bryan, Askham Richard, Dunnington, Haxby, Holtby & Wigginton
- **York & District Amalgamation of Anglers**
- **York Lakeside Holidays**
- Yorkshire Wildlife Trust
- Farming & Wildlife Advisory Group
- RSPCA
- Public Health
- RSPB
- British Trust for Ornithology
- Yorkshire Water
- Yorkshire Farming & Wildlife Partnership
- Canada Goose Conservation Society
- Game & Wildlife Conservation Trust

12. Those shown in bold in the above list attended the meeting. They received a verbal update on the review work to date, and considered examples of signage used by authorities and organisations across the country to encourage the public not to feed the wildlife. The attendees provided information on the geese at various sites and went on to outline their concerns about their impact and the measures they had previously taken to try to mitigate that impact. They attendees were also provided with images of signage and asked to provide feedback.

### **Analysis**

13. In considering the presentation given by the Operations Manager, (Strategy & Contracts) the Task Group accepted that:
- Canada & Greylag Geese have adopted a residential strategy in York and do not undergo long distance migration.
  - They tend to stay on or around the same body of water throughout the year based on the availability of food, the number of nearby breeding sites, and safety from predators.
  - There has been no confirmation of any health issues in York associated with Geese. However, there is evidence to show that avian and human pathogens have been isolated from goose faeces including avian flu virus, Salmonella and E.coli<sup>1</sup>. Geese therefore have the potential to indirectly affect people and other water birds.
  - There have been a number of reports of geese attacking members of the public and their dogs.

---

<sup>1</sup> Information taken from FERA's 2010 report on 'A Review of Management Options for Resolving Conflicts with Urban Geese' – see Annex A.

14. The Task Group recognised that the increasing population of geese in York was being driven by successful breeding as there appear to be ample sites, a ready supply of food and no predators. They therefore agreed that the continuation of egg treatment was necessary, and were pleased to note feedback from the consultation meeting, that others were also treating eggs.
15. Having discovered that Canada Geese are long-lived birds (12-16 year life span) with the average number of eggs laid in a nest being 5 or 6 each time, the Task Group considered whether the treatment of eggs was having the desired affect. They recognised that if some eggs remained untreated a limited number of chicks would be sufficient to replenish the normal annual loss of adults.
16. With this in mind, the Task Group agreed that unless every egg laid was treated, it would be impossible to prevent the number of geese from increasing. They also agreed that whilst the Council were paying a contractor to treat eggs laid on council land, there was no guarantee that all the nests on Council land were being found. Furthermore there was no real understanding of the number of nests elsewhere on adjacent land owned by others.
17. In considering whether the rounding up of a large number of the geese for transportation to a rural area of North Yorkshire was a viable option, they learnt that Canada Geese are now formally recognised as pests and therefore if caught, must be destroyed. Also, it was confirmed that those geese would likely return to their original location where they were already confident there was a food source and suitable and safe breeding sites. The Task Group therefore questioned whether it would be possible to seek permission from other land owners to treat the eggs in nests on their land.
18. In considering whether a cull would be a way forward, the Task Group noted that in 2000 it was agreed that a cull be undertaken in York. At that time a licence to cull was required so one was subsequently obtained. However a complaint was made to the Ombudsman about the process followed, so a decision was taken not to proceed until the Ombudsman had examined the issue and reported back to the Council. By the time Ombudsman's decision was received the licence has expired. As a result, the cull was never carried out. Whilst sensitive to public opinion, the Task Group noted feedback from the consultation session that suggested those present would not be against a cull if carried out as part of a measured approach to the problem. They also noted there was no co-ordinated national drive towards culling although

in various localities, culls had previously been undertaken. The Task Group were also made aware that in rural areas outside of the city, some private land owners had lawfully culled some geese.

19. The Task Group also considered other methods of geese management:

- Chemicals –The Task Group noted there were a number of products in use in other countries that make grass unpalatable to geese, but none which were licensed for use in the UK. It was unclear what effect they would have on other wildfowl, dogs, children and nearby watercourses. It was suggested that this option should be further explored and if a suitable licensed product was found, a sample could be obtained and tested (possibly in War Memorial Gardens).
- Audio Methods – it was agreed that super sonic audio methods would not be suitable for use in public parks but the use of ultra sound methods should be explored further as a solution for specific sites, and perhaps trialled to evaluate its effectiveness.
- Visual Methods – The Task group agreed that the use of visual deterrents could be useful in smaller locations but were probably not suitable for larger public spaces where they could be tampered with by the public. It was confirmed that the Merchant Adventurers Hall had previously trialled the use of a fake fox as a deterrent. Feedback confirmed that initially the geese were wary but soon became comfortable with its presence. Their view is that it may have worked better for longer, if the fox had been repositioned regularly. However, the fox was lost in the floods. The Hall now has netting placed along the river bank which has stopped geese from walking out of the water into the grounds, which they seem to prefer rather than flying into the site. This has resulted in fewer geese using their gardens.
- Education – It was confirmed that both the University and the Council uses signs to discourage feeding of the birds. As a key driver of urban population control, it was agreed that the public needed educating in regard to inappropriate feeding. The Task Group recognised that minimising or banning the feeding of geese would be highly beneficial. They considered the posters produced by the Friends of Rowntree Park and images of signage in use nationally, and noted the risk of causing malnutrition in birds and wing deformation caused by the feeding of bread. However, they agreed that the more complex signs explaining the effects of feeding the geese may not be suitable for public parks. Officers advised that currently, due to previous budget cuts, the Council does not have any

dedicated park rangers or officers available to support an education programme. An Educational Officer from the Canal & River Trust offered to share their educational literature and the Task Group questioned whether information could be distributed to primary schools so they could undertake their own lessons, and some of those who attended the consultation session expressed an interest in being involved. It was also suggested that local media may also assist in promoting any educational messages.

- Collection of Droppings & Disposal – The Task Group watched a brief promotional video for a machine which could be used on grassed areas to collect manure. It was confirmed that the machine would be suitable for the collection of goose droppings and so it was suggested that officers arrange a demonstration. However, the Task Group acknowledged that the cost of a collection machine was not the only consideration; a machine to pull the collector would also need to be purchased as the Council did not currently own anything suitable. The cost for both machines would be approximately £10k. They recognised there would also be a staff cost associated with the work of approximately £15K a year, plus the cost of disposal. They agreed it may be possible to recycle the manure by offering it to the general public but it would need to be stored somewhere where the public could access it. The Task Group therefore questioned whether goose droppings were suitable for use as fertiliser, and it was later confirmed that if dried and added to the level 100 compost made at Harewood Whin, it would be suitable for that use. Finally, they agreed that a machine of the type suggested would not be suitable for use at every site affected by geese, due to the size and/or layout of some sites e.g. Memorial Gardens.
- Fencing – The Task Group learnt that adult geese can fly for all except the moult period and they typically choose to feed close to water. Therefore separating grassed areas from water bodies with a fence may be sufficient to prevent their access under certain circumstances. For example, if there are nearby trees that would prevent them from flying in – geese need an angle greater than 13°. The Task Group noted that fencing designed to prevent breeding had been shown to work but that it was reliant on the adults realising that nesting on the fenced site would prevent their chicks from being able to escape. The Task Group agreed that the high cost of fencing the lake at Rowntree Park (approximately £60k) precluded it from being a viable option for the site. However they questioned whether appropriate fencing around War Memorial Gardens might be a possibility. Officers suggested that fencing the full site would cost



approximately £45K. In an effort to reduce that cost the Task Group agreed it may be possible to only fence the rear of the site adjacent to the river and car park which geese use as their walking route into the gardens. It was suggested that a trial could be undertaken using temporary fencing to evaluate the effectiveness of fencing part of the site.

- Alternative Planting – It was suggested that longer grass could provide an effective barrier to goose grazing as geese like to have a suitable view of the surrounding area and want their young to have visible access to a nearby body of water. However, the Task Group acknowledged that in places like Rowntree Park, the grass would never have time to grow as the geese are constantly there feeding. Elsewhere, replanting with unpalatable alternatives may work - one consultee confirmed that he had been advised that removing grass and other food sources and planting Ivy was a good way of ridding a site of geese.
- Other Deterrents – The Task Group considered a number of other possible deterrents e.g. the use of light lasers, trained dogs, distress calls, and falconry. ‘Friends of Rowntree Park’ confirmed they had tried walking dogs in the past and the geese appeared to be frightened by them, so were considering doing it again. However the Task Group were informed that geese are intelligent birds and over time would become accustomed to most stimuli. Scaring techniques would also influence the behaviour of other species and loud or visual stimuli might also conflict with the public’s use of the parks. Also the Task Group noted the use of a metal grid system placed across a body of water had been implemented in some places to prevent geese from accessing the water. However it was agreed this would not be a suitable option for Rowntree Park, as it would be costly and unsightly. Finally, the use of sprinklers was considered, but it was recognised that none of the council’s public parks and open spaces had the necessary infrastructure installed to operate them. The Task Group agreed this might prove a costly measure but agreed the option could be further explored.

20. The Task Group considered further information on the long term results of the London Lakes Project undertaken by Wandsworth Borough Council (see Annex B for further information on that project). An officer visited those parks while on other duty in London and it was found that none were similar to the urban parks found in York. They also noted that a cull had been undertaken at one of the parks but that overall the results

were equally good at the other parks therefore suggesting the cull may not have been required.

21. Finally, the Task Group found no evidence to suggest that any single management technique would be fully effective in controlling the problems caused by geese, and where best practice showed evidence of success; this had invariably been as a result of a suite of measures.

## **Conclusions**

22. In considering all of the information the Task Group agreed both Canada Geese and Greylag Geese were a problem for York's parks and open spaces. Whilst at the University the issues were mainly with Greylag Geese. There was also no evidence to suggest that other forms of wild fowl were a problem.
23. Overall, the Task Group agreed that no one measure in isolation could lead to a long term improvement in the experience of residents and visitors to York's public parks, gardens and open spaces. They therefore agreed that a mix of population-based, site-based and impact controls together with a public education approach would be required to reduce York's goose population and manage the adverse effects of geese, which in turn would benefit other waterfowl species. They also agreed that:
  - Measures to encourage Geese to use land not in use by the public would be of benefit
  - Site based solutions would need to be tailored to each sites needs
  - It may be possible to use ward funding for some site-based measures
24. In regards to a cull, the Task Group agreed that whilst there was some support for it and it would have an immediate effect, it would only be of short term benefit. They therefore accepted it would only be effective if carried out in conjunction with other measures, and that a suite of measures were likely to have the same long term effect. They therefore concluded that the city needed an integrated management strategy, recognising that it may take several years before a notable reduction in goose numbers is achieved, and agreed that the strategy should be implemented and the accumulative effect monitored over several years before it would be necessary to consider whether a cull was required.
25. As a first step, in order to fully understand the scope of the problem across York, the Task Group agreed it would be prudent to undertake a survey of York's goose population, preferably during this year's nesting

season. It was agreed that the cost of carrying out a survey in York should be investigated further, so a number of quotes have been sourced for appropriate assessment.

### **Review Recommendations**

26. In March 2016 the Communities & Environment Policy & Scrutiny Committee endorsed the Task Group's draft recommendations below:
- i) Officers to carry out a number of trials to test the effectiveness of various measures i.e.:
    - A licensed chemical (if sourced)
    - A droppings collection machine
    - Ultrasound audio
    - Amend the fencing at War Memorial Gardens
    - Expand and refresh signage in public parks and open spaces
  - ii) To inform the current annual egg treatment works undertaken by the council and to inform a future integrated goose management strategy for the city, Executive to consider providing funding from the additional ward funding monies allocated for environmental projects, to enable a survey to be undertaken of the city's Canada & Greylag goose population, and to map nesting sites across the whole CYC administrative area.
  - iii) Officers to draft an integrated goose management strategy for the Executive's consideration (taking account of the findings from the various trials and the survey), which identifies:
    - A range of measures suitable for specific public spaces/parks
    - The costs and resource requirements associated with those measures
    - Appropriate funding options to include ward funding, capital budget etc.
    - A monitoring regime to assess the strategy's effectiveness
  - iv) Permission to be sought from private land owners identified in ii) for access to treat eggs laid on their land
  - v) The strategy's effectiveness to be monitored over several years, before consideration is given to whether a cull is required in support of the strategy.

Reason: To assist in the development of a suitable long term strategy for the management of geese in York and to conclude this scrutiny review in line with scrutiny procedures and protocols.

### **Council Plan 2015-19**

27. This scrutiny review addresses an ongoing issue for residents in a number of wards and will aim to identify a solution for those local communities. The review therefore supports the 'a council that listens to residents' priority of the Council Plan.

### **Implications**

28. **Financial** – Some of the trials are free e.g. a trial of the droppings collection machine. The total cost for all the trial measures is approximately £6K and it will be possible to complete the trials and measures listed in recommendation (i) using existing public realm budgets; however, this would be at the expense of some core maintenance tasks.
29. There is no funding available to implement recommendation (ii). Three quotes were sourced for the proposed survey, and it has been confirmed that the survey work could be undertaken at a cost of £6k. The possibility of using 'Pride in York' ward funding has been explored but as this funding is for supporting environmental improvements for two years, it has not been deemed appropriate. An alternative funding source will therefore need to be identified if the survey is to be undertaken. Furthermore, the survey needs to be carried out during the nesting period (throughout April to mid May). As the Executive are not considering this final report until the end of April, it will not be possible to undertake the survey during the nesting period this year, and it is likely that delaying the survey work until next year will result in an increase in the cost of that work.
30. In regard to Recommendation (iii) there will be cost associated with developing a draft strategy for the Executive's consideration, and officer capacity may be an issue as the Operations Manager will be fully committed to the neighbourhood environment work, including master planning for the parks and open spaces over the next two years. There will also be costs involved in implementing the Goose Management Strategy but these will only be identified as the suite of measures required are developed. It is suggested that those measures and costs be identified on a site by site basis so that all options for appropriate funding can be explored, including the option to apply for ward funding.

31. **HR** – It will be possible to complete the work associated with Recommendation (i) using existing resources. In regard to recommendation (iii), officer capacity will be examined as part of the consideration of the resources required to implement the measures contained within the draft Goose Management Strategy, which will be provided for the consideration of the Executive in due course.
32. There are no specific **legal** implications associated with the recommendations arising from this review which should be reported to the Executive.

### **Risk Management**

33. There are no known risks associated with the recommendations arising from this scrutiny review.

### **Contact Details**

**Author:**

Melanie Carr  
Scrutiny Officer

Tel No. 01904 552054

e: [melanie.carr@york.gov.uk](mailto:melanie.carr@york.gov.uk)

**Chief Officer Responsible for the report:**

Andrew Docherty  
AD Governance & ICT

**Report Approved**  **Date** 15 March 2016

**Wards Affected:** Guildhall, Micklegate & Hull Rd



**Background Papers:** None

**Annexes:**

**Annex A:** Copy of Presentation provided at meeting on 26 January 2016 & copy of FERA Review

**Annex B:** Information pack containing best practice guides, UK examples of good practice & Information on goose management across the EU.

This page is intentionally left blank

# Goose Management Scrutiny Review

## Task Group – 26<sup>th</sup> January 2016



# Meeting 1 agenda

- Geese population
- Current actions
- Actions considered but not pursued
- Costs
- Lessons learnt
- Health risks



# Overview

- Has been an issue for over 15 years
- Problem areas
  - War Memorial Gardens (damage to plants)
  - Esplanade and Kings Staith (droppings)
  - Eye of York (droppings)
  - Tower Gardens (droppings / moult site)
  - Rowntree Park (droppings / water quality)
  - Monkbridge Gardens (feeding / droppings)

# War Memorial Gardens - damage



# The geese population in York

- No definitive data
- Approx 250 counted on 29<sup>th</sup> September 2015 between Rowntree Park and War Memorial Gardens
- 500 plus birds in the city
- Rough 50 / 50 split between the two main species
- The geese are comfortable within the urban environment

# City Walls - Station Road



# Current actions

- Essentially the same actions for the last 15 years. Approach has been
  - Egg treatment
  - Clean up
  - Inform the public not to feed them – signage
- Photo of mark II sign

# Actions Considered 1

- Relocation - approval
- Cull – approval, licence, where, seasonal
- Cleaning grass areas – effectiveness, cost (staff time & disposal)
- Scaring – noise, visual (decoys, dogs, birds, lasers)
- Repellents – chemicals (approvals / safety)
- Planting – grass type, boundaries

## Actions considered 2 - Fencing effectiveness, visual impact & design, where, costs

- Photo to add



# Costs

- Egg treatment £800- £900 pa - 120 - 180 eggs
- Ad hoc signage
- Cleaning – Rowntree Park, Kings Staith, Esplanade
- Floral displays
- Staff time – complaints



# Lessons learnt

- City wide issue with local impact
- Continuing to do what we do now will not resolve the problem one way or another
- Operational
- Political

# Health risks

- Perception amongst some members of the public there are health risks. 2010 FERA study *“disease transfer to people may be over played”* p5.
- *“In terms of statistics I can confirm zero cases of suspected or confirmed illness associated with Canada geese in the North Yorkshire area that have been reported to the Health Protection Unit”*. Health Protection Agency contact 2013

# Rowntree Park – plan to aid any discussion



This page is intentionally left blank

## **Goose Management Scrutiny Review**

### **Review Objective 2 - To Examine Best Practice Nationally & Elsewhere**

It is recognised that geese can and do cause major damage to amenity grasslands, pastures and crops through grazing and trampling. Droppings can be a health and safety risk to humans, both through ingestion but also causing slippery conditions. Ecological impact includes damage to other wildlife (such as trampling other bird nests) and destruction of waterside habitat, for example reed beds. The birds also pose an airplane collision risk in many parts of the world. In recognising the issues associated with geese, a number of recognised organisations/bodies have produced best practice guides.

In support of review objective (ii) an information pack has been assembled containing those best practice guides, together with examples of good practice in the UK, and information on arrangements within the EU.

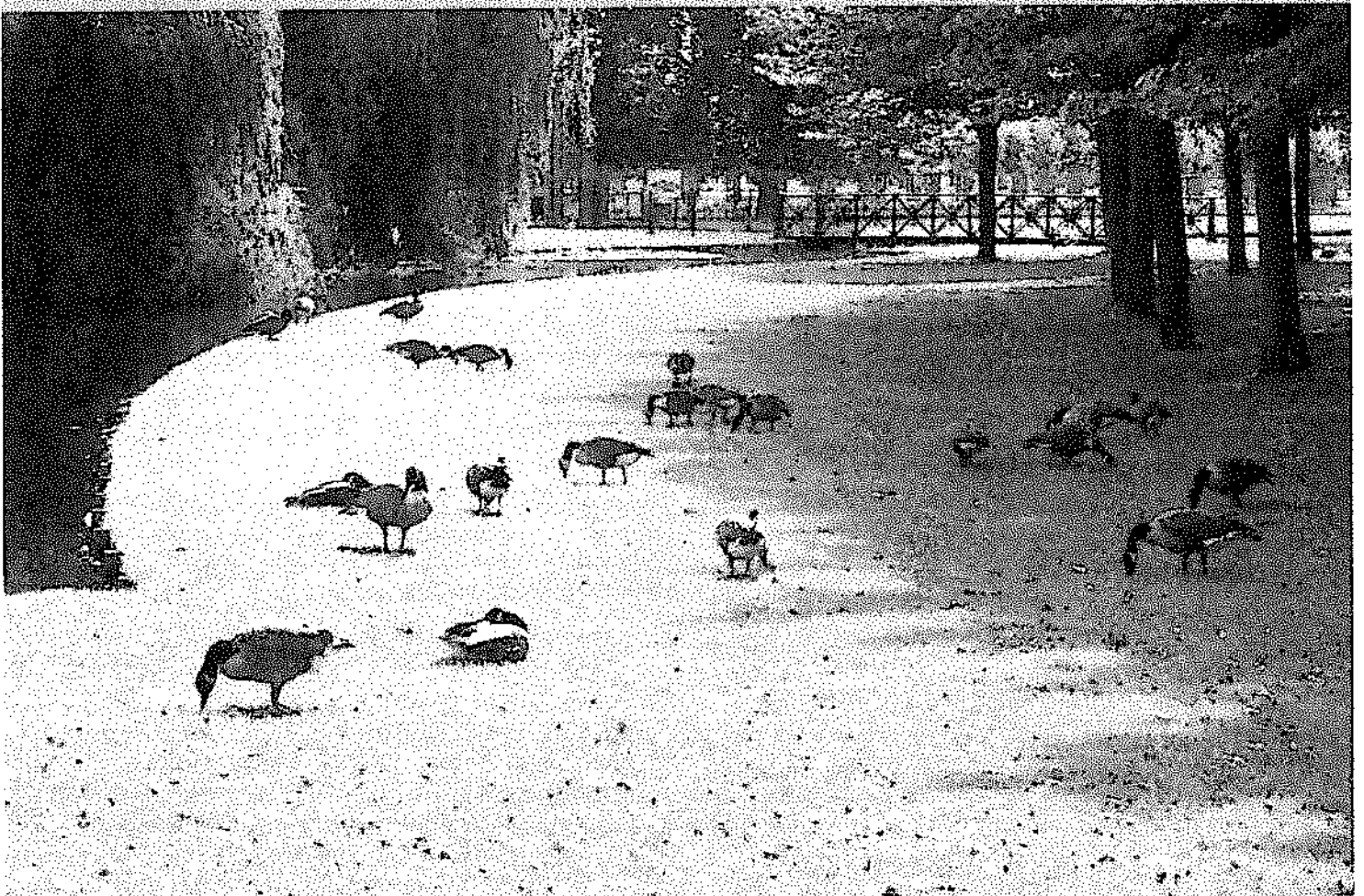
#### **Information Pack**

- Item 1 - English Heritage Landscape Advice Note on Canada Geese
- Item 2 - Natural England Technical Information Note TIN009: The management of problems caused by Canada geese: a guide to best practice
- Item 3 - Rural Development Service Technical Advice Note 51: The management of problems caused by Canada geese: a guide to best practice
- Item 4 - The Management of Problems caused by Canada Geese - A Guide to Best Practice: Produced by Dr John Allan, (Central Science Laboratory) - funded by the Dept of Environment Transport & the Regions (DETR)
- Item 5 - Examples of Good Practice from South West London, the Lake District and Scotland
- Item 6 - Information on the Arrangements for Goose Management from countries within the EU, Scandinavia, Iceland & Greenland





# Landscape Advice Note: Canada Geese



Canada geese (*Branta canadensis*) frequently use lakes, ponds and grassland in historic landscapes, and may have adverse effects for a variety of reasons. This Landscape Advice Note outlines the damage that can be caused by Canada geese and how this can be managed and mitigated at historic sites.

## INTRODUCTION

Waterfowl are an important feature of many lakes and ponds in historic landscapes. It is essential to determine the causes of problems before targetting management of individual species or groups of species. The ecology of individual species and their abundance will have different impacts.

## CANADA GEESE

The Canada goose is not a native species. It was introduced from North America, initially by Charles II in 1665 and there have been many further introductions since. Until the 1940s, most geese were resident in parklands and numbers remained fairly low. There has been a rapid increase in population over the past 70 years, partly due to an increase in suitable habitat such as reservoirs and flooded gravel pits. The British population is still increasing.

Canada geese are largely herbivorous and spend a lot of time grazing on grassland or in water. Parks can be ideal habitat for the species. This can lead to problems with feeding damage or trampling of vegetation, and accumulations of droppings.

Canada geese can live up to 30 years. They start breeding at two to three years old. Females lay usually four to nine eggs in March or April, and nest either singly or in small groups. The species has very different requirements at different times of year. In the breeding season, water bodies with islands or other undisturbed areas are selected by the geese as these make secure nesting sites. Following breeding, adults moult for around 35-40 days in June and July. They are flightless and spend most of their time on the water to avoid predators. During the autumn and winter they select sites with good grazing.

Many Canada geese are extremely tame, and will come to be fed consequently they are often very popular with visitors. On some sites, control of this species may well be a contentious issue.

## TYPES OF DAMAGE

Canada geese, particularly if present in large numbers, may cause a number of problems:

- Vegetation damage

Grazing geese may damage lawns and other vegetation, particularly on the banks of ponds or lakes. The birds forage on a range of vegetation. As well as grass they will also eat aquatic and emergent plants which can be important for maintaining dissolved oxygen levels in water bodies. Geese may also damage vegetation by trampling, particularly around the edges of water bodies. In large numbers, the geese can also damage grass areas.

- Droppings

On lawns and grassland Canada geese droppings are unsightly, and the droppings may make paths dangerously slippery. Droppings in lakes and ponds add nutrients, particularly nitrate and phosphate, to the water, which can eventually seriously affect the water quality ecosystem. There is some evidence that they pose a hazard to human health if accidentally ingested.

- Physical damage

Large numbers of geese may create extensive areas of bare ground at the water's edge and cause erosion of the banks.

- Aggression

During the breeding season, geese may become more aggressive towards people, dogs and other waterfowl. Dogs may provoke a particularly fierce response from geese during the breeding season.

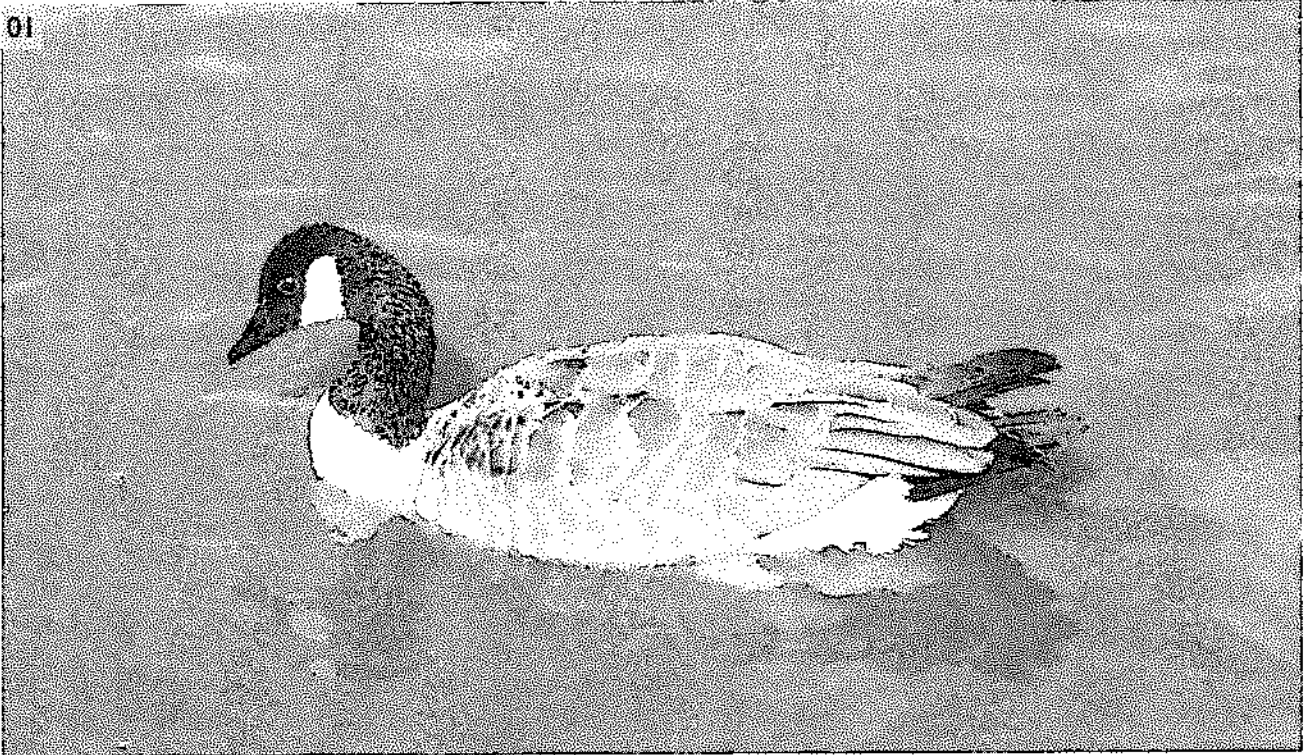
## EXTENT OF DAMAGE

Damage caused by Canada geese must be viewed in context - the impact of any damage depends not just on the numbers of geese present but also the nature and uses of the site. A relatively small number of geese may cause significant problems in a small formal site, while a much larger population may cause no significant problems if the site is large, less formal, or little used by people.

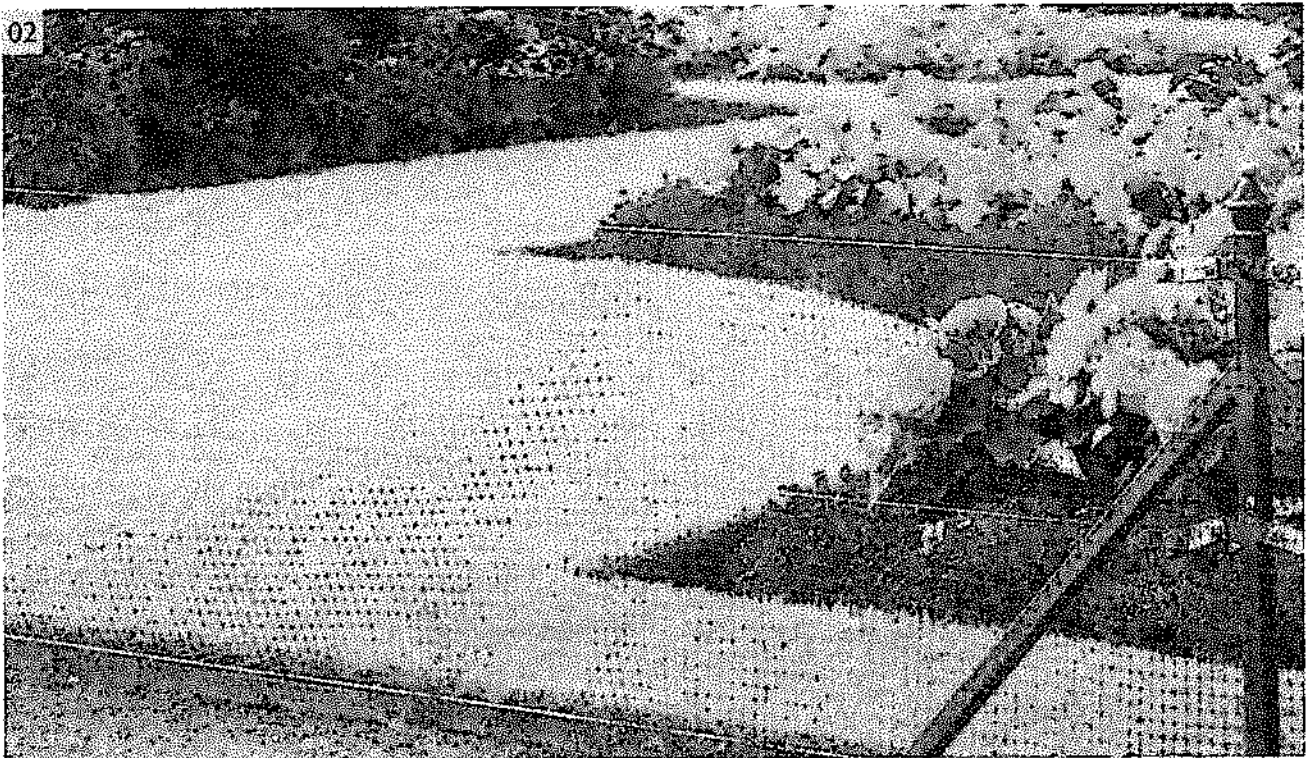
Before any control is considered, it is important to carry out monitoring of the population to determine when in the year Canada geese use the site, and what they use it for. If geese are not present all year round, monitoring should also be carried out in other areas they use as any control measures may need to be



01



02



03 04 05 06 07

In large numbers, Canada geese can damage vegetation in and out of the water and create a large amount of mess © Alan Cathersides

08 09 10 11 12

A Canada goose on water © Alan Cathersides

13 14 15 16 17

Important vegetation may require specific protection from being eaten or trampled by Canada geese © Alan Cathersides



## Annex B - Item 1

coordinated with other landowners to ensure they are effective.

Although geese may be the most visible cause of a problem, they may not be the most significant. For example, water supply and the flow in a water body will have an enormous impact on the water quality.

The presence of other waterfowl species should also be monitored, as these may be affected by control measures.

## MANAGEMENT OPTIONS

Research on the control of Canada geese has identified a range of techniques. The research, which included one site with over 300 geese present in summer, suggests that control techniques used in isolation are unlikely to be effective. Control measures will only work if an integrated programme of management techniques is carried out.

In many cases, management options will necessarily be restricted by the need to preserve historic features, planting layouts and so forth. Not all management options will be appropriate for all sites.

All potential control methods are aimed at reducing the numbers of geese, rather than completely excluding geese from a site, as this is usually impossible to achieve. Most control methods may be less effective if the population is relatively small. Control measures can be divided into site-based and population-based techniques.

### SITE-BASED MANAGEMENT

Site-based management measures do not require a licence and include:

- Exclusion from islands

Fencing islands in ponds and lakes used for breeding can discourage geese from nesting on the islands. A 1m chicken wire fence with a 10cm gap between the ground and the bottom of the fence will allow other waterfowl to use the island. This technique is most likely to be successful if islands are well vegetated as this discourages geese from flying over the fence.

- Access to grazing areas

Fencing around the margins of a water body can discourage geese from feeding in areas beyond. In this way they can be directed away from sensitive grazing areas. Replanting grassland areas with shrubs decreases the food supply. Fencing these areas will be needed to ensure plants establish without grazing or trampling pressure.

- Reduce visibility of water bodies

Geese prefer to graze close to a water body which provides them with a safe retreat. By obscuring the views between feeding and grazing areas, geese will be discouraged from using them, however, this may be difficult to achieve in historic landscapes.

- Controlling public access

Fencing of water bodies can also be used to influence visitors, by restricting opportunities for feeding geese.

- Interpretation

Many people visiting sites value the waterfowl populations and consequently control measures may be controversial and should not be attempted without interpretation explaining the reasons for, and benefits of, carrying out control. For example, explaining that there are nature conservation benefits in reducing the geese population. Interpretation can also be used to discourage feeding of the birds, and inform people about aquatic ecology.

- Other methods

A number of other techniques can be used but are less well researched. Bird scaring is widely used in some areas on farmland but is less commonly used in aquatic habitats. Many scaring methods are also disturbing to visitors and nearby residents. Chemical repellents are used in North America but with limited effectiveness, and they are not currently approved for use in Britain.

### POPULATION-BASED MANAGEMENT

Most population-based management measures require a licence and include:

- Translocation

This method has been used in the past, but is no longer encouraged, as it simply transfers a problem to a different site. It is also an offence to release Canada geese into the wild without a licence. Unless other measures are taken, other geese may colonise a site which has had its previous population removed.

- Egg-pricking, oiling or boiling

These are an effective way of preventing hatching, as birds are very loyal to their nesting sites, but the longevity of geese mean that a long-term programme of this management would be necessary in order to significantly reduce a population. Oiling of eggs kills embryos by depriving them of oxygen. In order to carry out any of these operations, a licence for the work must be obtained (see below). Leaving eggs

## Annex B - Item 1

in place but preventing them from hatching means adults continue to protect them. Removal of eggs simply induces the female to lay more.

- Culling

Culling also requires a licence if it is to be done during the close season (1 February to 31 August, or 21 February to 31 August below high water mark). Outside the close season Canada geese can be shot by an authorised person, provided that other regulations concerning firearms safety, capture methods and so forth are adhered to. However this has practical difficulties on many sites. It may be more practical to round up geese during the moult, when they are unable to fly, however culling of geese is a very emotive issue.

### LICENSING OF CONTROL OPERATIONS

All wild birds, including Canada geese, are protected under Section 1 of the Wildlife & Countryside Act, 1981. It is an offence to take, damage or destroy their nests or eggs without a licence, and it is also an offence to release them into the wild.

Licences for culling in the close season, egg-pricking or translocation of Canada geese can be issued for a number of reasons:

- To prevent serious damage or disease
- To conserve and protect wild birds
- To conserve flora and fauna
- To preserve public health or safety
- To prevent serious damage to livestock, crops, forestry or fisheries
- For the purposes of air safety

Licences are not issued solely to prevent damage to property.

### OTHER BENEFITS OF CONTROL MEASURES

Parks in south-west London developed an integrated management strategy, involving both site-based and population-based control of geese as well as a range of other management techniques, to control populations and it resulted in a number of beneficial side-effects.

The measures taken to reduce numbers of geese were very effective and other waterfowl benefitted greatly from the changes. More species began to regularly

use the ponds, and many species also increased in numbers. This is probably partly because the goose population before control measures began had been extremely high.

The reduction in geese numbers also assisted with attempts to improve water quality, mainly through a reduction of nitrate and phosphorus deposited as droppings in the ponds and lakes. The water bodies now support more invertebrate species and are better able to support aquatic plants, and this will gradually further improve the water quality and dissolved oxygen levels.

### FURTHER INFORMATION

Andrews, J and Rebane, M 1994 *Farming & Wildlife: A Practical Management Handbook*. RSPB

British Association for Shooting and Conservation, 2011 *Canada Geese: A Guide to Legal Control Methods*. British Association for Shooting and Conservation [www.naturalengland.org.uk/Images/canadageese\\_tcm6-4547.pdf](http://www.naturalengland.org.uk/Images/canadageese_tcm6-4547.pdf)

Natural England, 2011 *Control of Canada geese: round-up and cull during the moult (flightless period)*, 3 edn. Natural England [publications.naturalengland.org.uk/publication/30011?category=41001](http://publications.naturalengland.org.uk/publication/30011?category=41001)

Natural England, 2011 *The Management of Problems Caused by Canada Geese: A Guide to Best Practice*, 4 edn. Natural England [publications.naturalengland.org.uk/publication/15010?category=41001](http://publications.naturalengland.org.uk/publication/15010?category=41001)

Natural England, 2011 *Use of liquid paraffin BP to prevent eggs of certain birds from hatching*, 2 edn. Natural England [publications.naturalengland.org.uk/publication/19009?category=41001](http://publications.naturalengland.org.uk/publication/19009?category=41001)

Underhill, M 1997 *London Lakes Rehabilitation Project Overview: Phase 3 - Waterfowl Monitoring and Management*. Wandsworth Borough Council

Wilkinson, M et al. 1998 *London Lakes Project: an overview of works and results of the project*. Wandsworth Borough Council

## Annex B - Item 1

## ENGLISH HERITAGE OFFICES

North East  
Bessie Surtees House  
41-44 Sandhill  
Newcastle Upon Tyne  
NE1 3JF  
Tel: 01912 691200  
e-mail: [northeast@english-heritage.org.uk](mailto:northeast@english-heritage.org.uk)

North West  
Suites 3.3 and 3.4  
Canada House  
3 Chepstow Street  
Manchester  
M1 5FVY  
Tel: 01612 421400  
e-mail: [northwest@english-heritage.org.uk](mailto:northwest@english-heritage.org.uk)

Yorkshire and the  
Humber  
37 Tanner Row  
York  
YO1 6VVP  
Tel: 01904 601901  
e-mail: [yorkshire@english-heritage.org.uk](mailto:yorkshire@english-heritage.org.uk)

West Midlands  
The Axis  
10 Holliday Street  
Birmingham  
B1 1TG  
Tel: 01216 256820  
e-mail: [westmidlands@english-heritage.org.uk](mailto:westmidlands@english-heritage.org.uk)

East Midlands  
44 Derngate  
Northampton  
NN1 1UH  
Tel: 01604 735400  
e-mail: [eastmidlands@english-heritage.org.uk](mailto:eastmidlands@english-heritage.org.uk)

East of England  
Brooklands  
24 Brooklands Avenue  
Cambridge  
CB2 2BU  
Tel: 01223 582700  
e-mail: [eastofengland@english-heritage.org.uk](mailto:eastofengland@english-heritage.org.uk)

London  
1 Waterhouse Square  
138-142 Holborn  
London  
EC1N 2ST  
Tel: 02079 733000  
e-mail: [london@english-heritage.org.uk](mailto:london@english-heritage.org.uk)

South East  
Eastgate Court  
195-205 High Street  
Guildford  
GU1 3EH  
Tel: 01483 252000  
e-mail: [southeast@english-heritage.org.uk](mailto:southeast@english-heritage.org.uk)

South West  
29 Queen Square  
Bristol  
BS1 4ND  
Tel: 01179 750700  
e-mail: [southwest@english-heritage.org.uk](mailto:southwest@english-heritage.org.uk)

National Office  
The Engine House  
Firefly Avenue  
Swindon  
SN2 2EH  
Tel: 01793 414700  
e-mail: [customers@english-heritage.org.uk](mailto:customers@english-heritage.org.uk)

English Heritage is the Government's adviser on the historic environment with responsibility for all aspects of protecting and promoting the historic environment in England.

The role of English Heritage's Curatorial Department is to help everyone to be inspired and engaged by the Story of England through sites, artefacts and archives.

This guidance has been originally written by David Wells and has been revised and updated by Alan Cathersides and Emily Parker.

Published by English Heritage 2014  
Product Code: 51922

[www.english-heritage.org.uk](http://www.english-heritage.org.uk)

Please do not print this document unless you really need to.

If you would like this document in a different format, please contact our customer services department on telephone: 0870 333 1181  
fax: 01793 414926 textphone: 01793 414878  
email: [customers@english-heritage.org.uk](mailto:customers@english-heritage.org.uk)



When you have finished with this review please recycle it



ENGLISH HERITAGE

Natural England Technical Information Note TIN008

# The management of problems caused by Canada geese: a guide to best practice

The Canada goose population in southern Britain numbers over 80,000 birds and is still increasing. However, in recent years the overall rate of growth has slowed and in some areas numbers have stabilised or declined. The geese live in local populations, usually of up to a few hundred birds, which remain around one or two water bodies that offer suitable habitats for breeding, roosting etc. Because the geese have relatively few predators, and can produce four or five young per year, numbers at particular sites can grow very rapidly and significant problems may occur.

Any management techniques used to control the problems caused by Canada geese must be legal and should take account of the fact that Canada geese are a popular species with many members of the public.

This guidance note aims to provide land managers with the information that they need to manage difficulties caused by Canada geese in a way that is effective, legal and sensitive to public opinion.

## The protected status of wild Canada geese

The Canada goose, like all wild birds in Britain, is protected under the EC Wild Birds Directive implemented in Great Britain through the Wildlife and Countryside Act 1981 as amended<sup>1</sup>. This Act makes it an offence to capture, kill or injure Canada geese, or to damage or take their nests or eggs. There are exceptions, the most important of which relate to the open season and to actions licensed under Section 16 of the Act.

### Open season

Canada geese can be legally shot by authorised persons (that is, persons acting with the authority of the landowners, occupiers and the owners of the shooting rights to the land involved) or trapped by approved methods

during the open season (between 1 September and 31 January, or 20 February inclusive on the foreshore) except on Sundays. Care must be taken to ensure that other regulations concerning firearms safety, capture methods etc are adhered to.



### Licensed action

Defra issues a series of general licences under section 16 of the Wildlife and Countryside Act 1981. These allow Canada geese to be killed or taken, and their eggs and nests to be taken, damaged or destroyed for the following purposes (the reference number of the relevant licence is given in brackets):

- preserving public health or safety (GL07);
- preserving air safety (GL06);
- conserving flora and fauna (GL08); and



Natural England Technical Information Note TIN009

## The management of problems caused by Canada geese: a guide to best practice

- preventing the spread of disease and preventing serious damage to livestock, foodstuffs for livestock, crops, vegetables, fruit, growing timber, fisheries or inland waters (GL05).

Action can be taken under these licences at any time by authorised persons (for example, persons acting with the authority of the owners or occupier - see the general licences for a full definition).

Action under the authority of a general licence is only permitted if the person contemplating such action is satisfied that appropriate non-lethal methods of control are either ineffective or impracticable. Each general licence specifies a number of conditions that must be complied with. It is therefore essential that anyone considering taking action under a general licence reads the relevant licence before acting.

General licences are available via Natural England's Wildlife Management & Licensing website, and advice on their application is available from staff in the Wildlife Management & Licensing Service. The website address and contact details are given at the end of this leaflet.

Care must be taken to ensure that other regulations concerning firearms safety, capture methods, etc are adhered to.

### Prohibited methods

Certain methods of killing and taking birds are prohibited. These include the use of nets, automatic and semi-automatic weapons, and poisoned or stupefying substances. For full details see Section 5 of the Wildlife and Countryside Act 1981. Anyone seeking to use a prohibited method must apply for a licence from Natural England.

### The biology and behaviour of Canada geese

In order to develop an effective management strategy for any nuisance wildlife, it is necessary to understand enough about the biology of the species and the local population involved to be able to predict the outcome of whichever

management techniques are chosen. This section gives a brief point by point overview of the biology of Canada geese in Britain insofar as it affects the management of the species.

### Breeding

A single clutch of around six eggs is laid in early April each year. Incubation, solely by the female, takes 28-30 days.

Nests are usually close to water bodies, often on islands which provide some protection from predators such as foxes and dogs.

The adult goose defends a small territory around the nest, but is willing to tolerate other pairs nesting nearby, so large colonies can build up on sites with enough nesting territories and adequate food supplies.

The geese are aggressive in defence of their nests and will attack other Canada geese, other waterfowl, and even humans who approach too closely.

### Fledging and the moult

The hatched young are flightless for 10 weeks and are protected by the adults on the water at the breeding site.

Mortality rates are highest for very young fledglings, but become little different from adults once the bird is more than a few weeks old.

The adult birds moult around the end of June and are unable to fly for a 3-4 week period.

During the moult both adult and juvenile birds must feed from the water or walk to find food.

The amount of suitable food available at a site during the moult period may be important in governing the number of birds that it can support.

Some birds, which have either not attempted to breed or which have failed to raise a brood, undertake longer journeys to find the best sites to moult.

Natural England Technical Information Note TIN009

## The management of problems caused by Canada geese: a guide to best practice

Canada geese tend to moult on larger sites with easy access between open water and suitable feeding areas of short grass.

### Dispersal

The geese normally remain close to the site where they hatched, and once young birds mature they may wait several years for a breeding territory to become available.

Large flocks of non-breeding adults may thus build up at certain sites.

Some Canada geese remain faithful to their home area for life, even if apparently suitable water bodies with no Canada geese present are available nearby. Others may be resident at many sites, with certain sites used just for breeding, moulting or wintering.

Small numbers abandon their home area either to join other groups or to establish new colonies.

### Wintering

Unlike their North American ancestors, Canada geese in Britain are mostly non-migratory, moving only short distances between breeding and wintering sites within their local area.

Birds may fly out from the water bodies where they roost to regular winter feeding sites such as waterside grazing pasture, amenity grassland, etc. They may also move around their home range taking advantage of feeding opportunities such as sprouting winter cereals or root crops as they become available

### Causes of mortality

Adult Canada geese have few natural predators in Britain, and most of the known causes of recorded mortality are associated with man's activities. Annual mortality is estimated at between 10% and 20% of the whole population. Juvenile birds have the same level of mortality as adults once they reach their first moult.

The causes of death are:

- 67% shooting
- 4% hitting power lines
- 6% predation

- 23% unknown.

There is little evidence that natural factors (such as limited food availability), which could become more severe as numbers of birds increase, act to control Canada goose numbers.

Low annual mortality, high reproductive rates and the availability of suitable habitat gives the population scope to increase in the absence of management measures.

### Problems caused by Canada geese

#### Grazing and trampling

Canada geese are herbivores, grazing on both land and water plants. Damage to amenity grassland in public parks, where the geese may occupy regular feeding and roosting sites all year round, can be severe.

Unightly and unhygienic areas of mud and droppings which are expensive to re-seed frequently occur. The geese may trample as well as graze pasture and crops.

#### Fouling with droppings

Because of their inefficient digestive system and the low nutrient value of plant material, Canada geese may need to eat large quantities of vegetation.

When grazing they may produce droppings at a rate of one every six minutes. The droppings contain bacteria that may be harmful if faecal matter is inadvertently swallowed and they also make grassed areas unattractive and paths slippery.

If the droppings are passed into water bodies they may cause increased nutrient loadings leading to possible toxic algal blooms and low oxygen levels in the water.

#### Damage to wildlife habitat

Canada geese can damage the habitat of other wildlife, for example by grazing or trampling nesting sites of other bird species.

Destruction of waterside habitat, such as reed beds, by Canada geese can be a significant

Natural England Technical Information Note TIN009

## The management of problems caused by Canada geese: a guide to best practice

problem, leading to erosion of river banks in some cases.

### Excluding other wildlife

There is little hard evidence that Canada geese cause significant problems by competing directly with other wildlife.

Aggressive confrontations do occur, and there is some evidence of other large waterfowl being excluded by, or excluding, Canada geese from a preferred breeding site.

Such interactions are rare, however, and are thought to have little effect on the overall populations of other native waterfowl.

### Birdstrike hazards to aircraft

The large size of Canada geese makes a collision with an aircraft a particularly hazardous event.

Although no fatal incidents have occurred in the United Kingdom, serious collisions have occurred elsewhere. For example, following a collision with a flock of Canada geese, a United States Air Force AWACS aircraft (a large four-engined jet) crashed killing all on board.

The aviation industry continues to express concern about the increasing numbers of Canada geese on water bodies near aerodromes.

Planning applications involving the creation of water bodies suitable for Canada geese close to aerodromes may be refused on the grounds of flight safety.

### Management techniques

#### Integrated Management Strategies (IMS) for Canada geese

Experience has shown that it is unlikely that a single management technique will be fully effective in controlling a problem caused by Canada geese. For example:

- Fencing an area to keep birds off may cause them to move to an alternative site close by where they could also cause damage. This

may be a suitable option if damage is acceptable on other areas of the site.

- Preventing reproduction by treating eggs to stop hatching will not immediately reduce the population of adults (and hence the levels of damage or nuisance).
- Culling the adult population at a site may simply allow non-breeding adults from nearby waters to move in to vacated breeding territories.

In those cases where effective management of the problem has been achieved, integrated management strategies which combine a number of techniques have invariably been employed. One of the most effective Canada goose management programmes to date involved the development of an IMS that combined reduction of adult numbers, reproductive control and fencing to exclude birds, carried out by Wandsworth Borough Council as part of a larger programme to improve the quality of its urban park lakes.

#### The scale of management required for a successful IMS

Although the damage or nuisance caused by a group of Canada geese may be occurring at only one site, it is important to remember that the population of geese to which the birds belong may be spread over a number of nearby waters.

When developing an IMS for a particular situation, it will often be necessary to manage birds away from the site where the problem actually occurs. This is especially important if population reduction is to be included in the IMS. For example, if scaring or habitat management proved insufficient to control a problem at a wintering site, and population reduction by egg control or culling became necessary, the breeding and moulting sites used by the wintering birds would need to be identified and the co-operation of the relevant landowners obtained before this strategy could be implemented.

#### Available techniques for the control of problems caused by Canada geese

The choice of which techniques to combine into an IMS will depend upon the type of damage

Natural England Technical Information Note TIN009

## The management of problems caused by Canada geese: a guide to best practice

occurring, the type of control needed to reduce the damage to acceptable levels, the biology and distribution of the birds involved and the cost of management relative to the seriousness of the problem. A series of examples are given in the 'Examples of possible Integrated Management Strategies for problems caused by Canada Geese' section of this leaflet.

The techniques available fall into two broad categories; the control of behaviour, by scaring or excluding the birds from the site in question, and the control of numbers, by manipulating the breeding rate or rate of mortality of adult birds. Some of these techniques, especially those involving the manipulation of bird numbers, are permitted by a general licence, and hence can only be carried out for certain purposes. It should be remembered that complete elimination of Canada geese may not be feasible, so consideration should be given to whether the presence of these geese can be tolerated on parts of the site. Where an action is only permitted by a general licence, this is indicated below.

### **Behaviour modification (scaring, exclusion, repellent chemicals)**

#### **Visual scarers**

**Ground based scarers.** Most visual scarers rely on a wild animal's natural fear of the unfamiliar. Scarecrows of various designs, flags and flapping tapes have all been employed to deter geese from areas such as sprouting crops.

However, even migratory goose species learn to ignore these deterrents and Canada geese, which often live close to man, are used to man-made items. Scarecrows, whether human or animal effigies, windmills, rotating mirrors etc, should be placed in the centre of the area where problems are occurring and should be moved every 2 or 3 days to maximise their effect.

Flags or flutter tape should be attached to upright poles at regular intervals across the affected area. In general, the closer the spacing of the flags the greater the deterrent effect is likely to be.

Visual scarers may be effective for short term deterrence of Canada geese from sensitive areas, especially if alternative sites are available nearby.

**Kites and balloons.** Other visual scaring techniques include kites and balloons, often painted with large eyes or made in the shape of predatory birds. A threat from above may be more intimidating for birds which naturally fear being attacked by birds of prey, and a single balloon may deter birds from a larger area than a ground based scarer.

The devices should be set to fly above the problem area during normal wind conditions. They may need to be re-set if wind direction changes and may not fly well in heavy rain or very strong winds. As with ground based scarers, birds will eventually learn to ignore them and they are best used as short term deterrents when alternative sites are available for the birds to move to.

Kites and balloons are covered by specific aviation legislation. If you wish to use either of these methods as visual scarers you are advised to consult with the Civil Aviation Authority as certain restrictions may be applicable. Their address is given at the end of this leaflet.

**Problems with visual scarers.** Although effective in the short term, visual scarers have some drawbacks, particularly in situations such as public parks. The scarers may be unattractive and interfere with recreational use of areas and could be subject to theft. They also require maintenance and some need to be moved on a regular basis to maximise their effect. Visual scarers are particularly appropriate for use to protect agricultural crops where the geese need to be excluded for a limited period of time such as during sowing or harvesting.

#### **Acoustic scarers**

Acoustic scarers, from the commonly used gas cannon through recorded bird calls to complex solar powered artificial sound generators, are all marketed as being effective in deterring Canada geese.



Natural England Technical Information Note TIN009

## The management of problems caused by Canada geese: a guide to best practice

Most will deter the birds from relatively small areas provided that there are alternative areas for them to use for roosting or feeding nearby. Like visual scarers, the birds will eventually learn that they offer no threat, although their effectiveness can be prolonged by moving the scarers every two or three days.

Acoustic scarers are often hidden (by deploying them at the edge of a field or behind hay bales or other screens) so that the birds cannot see where the sound is coming from. This is thought to prolong the time before the birds realise that the sound represents no threat, but there is little scientific evidence to support this assertion.

You are advised to you consult your Local Authority if you choose to use acoustic scarers because of their powers under the Environment Protection Act 1990 Part III in respect of noise nuisance which embraces the use of gas bangers and electronic sound generating scaring devices.

**Problems with acoustic scarers.** As with visual scarers, acoustic scarers may be unsuitable for use in areas frequented by the public due to the sudden loud noises involved, and the relatively expensive equipment may be subject to theft or vandalism. These systems are more likely to be of use to protect agricultural crops or to deter birds from islands or similar remote areas.

### **Combined visual/acoustic**

Some scaring systems combine visual and acoustic stimuli in order to enhance the deterrent effect. Such systems vary from gas cannons which shoot a projectile up a pole when the cannon goes off (in order to simulate a shot bird falling to the ground) to an inflatable rubber man which emerges from a box accompanied by a loud klaxon.

The combination of visual and acoustic stimuli may lengthen the time before the birds habituate to the scarers, and they will benefit from being moved every 2 or 3 days. All of these systems have the same drawbacks as visual or acoustic scarers alone and are suitable for use in similar situations.

### **Human operated bird control**

For many bird species the most effective bird scarer is a human being, armed either with a harmless scaring device such as a flag or firework, or with a shotgun. Where Canada geese are regularly shot, the simple presence of a human may be sufficient to deter birds from an area. In most situations, however, Canada geese show little fear of man, particularly where they are used to being fed by the public.

Even if the geese can be trained to fear humans, the deterrent will only be effective if it is continuously deployed whenever the geese are present. The resulting high cost of human operated scaring of Canada geese, by whatever method, means that it is usually only an effective option when the damage caused is extremely expensive, or where the risks to health and safety are extreme (for example, in preventing birdstrikes to aircraft)

### **Shooting to support scaring**

It is widely believed that periodic shooting of a small number of birds helps to make them more wary, thus making acoustic and visual scarers more effective. While non-lethal shooting to scare can be carried out throughout the year, lethal shooting during the close season or on a Sunday is only permitted under the authority of a licence (see 'Protected Status' section for guidance on licences). Any shooting, whether in the open or close season, must comply with the requirements of the Firearms Act 1968 (as amended).

### **Chemical repellents**

A number of products are currently under development which, when sprayed on vegetation, harmlessly repel wildlife from areas where they are not wanted. Some of these products are currently on sale in the USA and have met with mixed success. At present, there is no repellent chemical available in the UK that is approved for use and is effective against Canada geese. Further field testing will be required before a proper evaluation of available repellent chemicals can be made in the future.

Natural England Technical Information Note TIN009

## The management of problems caused by Canada geese: a guide to best practice

### Habitat management

It may be possible to permanently alter an area where Canada geese are causing problems to make the site permanently unattractive to them. Whilst the features that make a water suitable for Canada geese are not fully understood, enough is known about the biology of the birds to allow a number of suggestions for habitat modifications to be made.

### Landscaping: bank steepening and island removal

As with fencing (see below), making it more difficult for Canada geese to walk out of water bodies onto feeding areas by steepening banks may encourage the birds to move elsewhere.

Avoiding shallow marginal areas which support water plants will also restrict the food supply for the geese, but this may adversely affect other waterfowl and/or damage the rest of the aquatic habitat. Safety concerns arising from deep water and steep banks in public areas would also need to be considered.

Because Canada geese prefer to breed on islands, the complete removal of an island could be considered if fencing proved ineffective in discouraging the birds. Low lying islands could be effectively removed by raising water levels in some circumstances. As with all other exclusion or habitat modification techniques, the effect on other wildlife would need to be considered before embarking on such a project.

### Barrier planting, marginal vegetation, trees

Establishing areas of dense vegetation along the shores of water bodies (possibly concealing a cheaper fence structure) or breaking up large grass areas with planting which restricts the bird's view of the water (and hence reduces its feeling of safety) have all proved effective in certain circumstances.

If Canada geese do fly out to feed in small areas flanked by hedges and trees, they prefer a shallow climb out angle to aid their escape. Thus, the taller the surrounding vegetation relative to the size of the field or other grazed area the less likely the geese are to use it.

### Reducing available foraging areas adjacent to water bodies by changing ground cover

It may be possible to reduce or eliminate Canada goose damage to amenity areas by changing the ground cover planting to species that are not palatable to the geese. Ground cover plants with tough leaves, such as ivy, and many shrub species are not readily eaten by Canada geese and planting the fringes of lakes with a combination of barrier planting and unpalatable ground cover may reduce the feeding opportunities to the point where the geese move elsewhere. Also, allowing short grass to grow long/or mowing alternative feeding areas can also be successful in moving geese within a site and may even reduce geese numbers. However, it should be noted that a change in planting may also affect other waterfowl.

### Exclusion

Where scaring of Canada geese is not desirable, it may be possible to exclude the birds from sensitive areas by physically preventing them from gaining access. As with scaring techniques, exclusion is likely to be most effective if alternative sites are available for the birds to move to. However these techniques may create some difficulties as they affect other waterfowl species as well as Canada geese. The erection of fences along a lakeside may also have implications for public safety if someone were to fall into the water and be unable to get out easily.

### Fencing

Perhaps the most obvious way to exclude Canada geese is to fence sensitive areas to prevent them gaining access. Despite the fact that the geese can fly, even low fences of between 30 cm to 1 m high can be effective in excluding them from some areas as they prefer to walk to their feeding and roosting sites if possible, often landing and taking off from water.

Thus, fencing the edge of a lake may be sufficient to cause the geese to move elsewhere if they are unable to walk easily out of the water. Canada geese dislike enclosed areas where they cannot easily escape from predators.

Natural England Technical Information Note TIN009

## The management of problems caused by Canada geese: a guide to best practice

Barriers that divide an area into smaller units may therefore help to discourage the birds from using the site concerned.

Fences have also been successfully used to exclude Canada geese from breeding and roosting sites, especially where alternative sites were available nearby. Fencing the perimeter of park lakes is not necessarily an expensive option because a simple post and chicken wire fence will suffice if properly erected, but a more decorative and permanent structure may involve a significant cost.

Fencing may be a particularly effective option at sites used by moulting Canada geese because if they are prevented from walking out of the water whilst they cannot fly they will not be able to access the protected areas.

Care should be taken, however, to ensure that moulting birds and newly hatch young have access to sufficient suitable grazing areas so they do not starve. A gap at the bottom of the fence of about 8cm will allow smaller waterfowl access to the land. However, any fencing will also deter other geese and mute swans.

### Changing cropping patterns

Where agricultural damage is occurring, it may be possible to change the crops being grown to those less susceptible to damage by Canada geese, or to move to crops which are most vulnerable when the geese are elsewhere. This would obviously require a balance to be struck between the economics of moving to a different crop compared to the cost of either tolerating or controlling the damage being suffered.

### Population management

In situations where serious problems are being encountered and where habitat management, scaring or exclusion techniques are inappropriate or have been tried and have failed, it may be necessary to reduce the scale of the problem by reducing the size of the goose population at a particular site.

There are a number of techniques that can be used for population management. A range of techniques are permitted under general licence.

Trapping and shooting are also permitted during the open season. No method prohibited under Section 5 Wildlife of the Countryside Act 1981 may be used.

### Relocation

Section 14 of the Wildlife and Countryside Act 1981 prohibits the release of Canada geese into the wild without a licence. This offence carries a penalty of a custodial sentence and/or a fine.

The initial response to the first problems caused by Canada geese in the 1950's and 60's was to capture the birds during the flightless period of the moult and to move them to other waters where there were no Canada geese at the time.

Many of the relocated birds simply returned to their original home, whilst those that did remain on the new site began to reproduce rapidly in the new habitat and problems soon began to occur at the new sites as well.

It is thought that these translocations played a significant part in the sudden rapid expansion of the Canada goose population which is continuing today. Because further translocations are likely to accelerate the geographic spread of the species, and may also speed up population growth in newly colonised areas, there is a presumption against issuing licences to relocate Canada geese in the foreseeable future.

For advice on licensing the release of Canada geese contact the Wildlife Management & Licensing Service (see 'Further information' for details).

### Shooting (during open season or under a general licence)

Canada geese may be legally shot during the open season (1 September to 31 January, or 20 February inclusive on the foreshore), or under a general licence, by authorised persons (see 'The protected status of wild Canada geese' section of this leaflet). Intensive shooting to reduce population size has additional drawbacks in that it can disturb other waterfowl, and may not be possible in public parks etc for safety and public relations reasons.

Natural England Technical Information Note TIN009

## The management of problems caused by Canada geese: a guide to best practice

Shooting (under specific licences) has been shown to be effective in scaring Brent Geese, and a sustained programme of shooting during the open season and under a general licence during the close season is likely to be effective against Canada geese.

It should be noted that the sale of dead Canada geese is prohibited under the Wildlife and Countryside Act 1981, therefore arrangements for disposal must be made if birds are shot in large numbers. Carcasses should not be left in places which will be visible to the public. However providing they are not sold, they may be eaten.

Any shooting must be in compliance with the Firearms Act 1968 (as amended).

### **Egg control (under a general licence)**

Treating the eggs of Canada geese to prevent hatching is one of the most commonly used population control techniques during the close season. It is easily carried out and requires effort annually over a limited period. It is also generally regarded by the public as an acceptable means of population control.

Eggs could be removed from nests once the clutch is complete (acting under a general licence), but there is a possibility that the bird will simply lay a second clutch. To avoid this, eggs may be treated to prevent hatching or replaced with dummy eggs so that the goose incubates the eggs as normal and then abandons the clutch when they fail to hatch. There are a variety of treatment methods that are permitted under the general licences:

**Egg oiling.** Eggs may be coated with mineral oil by rolling them in a small quantity of the oil carried in a polythene bag. The mineral oil sold as liquid paraffin (BP) in chemists is harmless to the birds - note this is not paraffin fuel as used in stoves etc. The oil blocks the pores in the eggshell and starves the embryo of oxygen. This technique is easy to carry out, 100% effective in preventing hatching and does not adversely affect the sitting bird.

**Egg pricking.** This involves piercing the egg with a pin or small nail and moving this rapidly

around inside the egg to kill the embryo before returning the egg to the nest. Egg pricking must be done carefully as if the bird detects that the eggs are damaged she may desert the nest and lay another clutch.

**Boiling.** Eggs may be boiled to kill the embryo and returned to the nest. Providing that the treatment is applied early in the incubation cycle, ideally immediately after the clutch is complete, all of these techniques are humane and effective in preventing additional young birds being recruited to the population.

However, because of the low mortality rate of the adults, it may need 80% of all of the eggs on a site to be treated for a number of years before egg control alone will begin to show a reduction in population size. If nests are hard to find or manpower resources limited, egg control alone is likely only to hold the problem at its present level rather than to reduce it significantly.

### **Round-up and cull of adults during the moult (under a general licence)**

The quickest way to achieve a large scale reduction in the number of Canada geese at a site is by the culling of fully grown birds. The effect is immediate and, if the birds can be captured during the moult, most, or all, of a population can be removed. The principal disadvantage of this technique is that it often meets with a strong adverse reaction from the public. The techniques also require some specialist knowledge and considerable manpower if a large scale cull is to be carried out effectively and humanely.

The most common way of removing birds is by capture during the moult. Canada geese moult all of their flight feathers simultaneously, and, for a period of four to six weeks around the end of June and beginning of July, are unable to fly.

The birds form moulting flocks, remaining on the water for most of the time to reduce the risk of predation during this vulnerable period. A number of small boats or canoes can be used to herd the birds towards the bank where a funnel shaped enclosure made of chicken wire supported by fencing stakes is erected. The funnel leads into a catching pen with a

Natural England Technical Information Note TIN009

## The management of problems caused by Canada geese: a guide to best practice

removable door. The birds are forced up onto the bank and into the mouth of the funnel. The catching party then drive the birds into the funnel and, eventually, into the pen and the door is closed.

This technique requires some experience if it is to be carried out successfully, and expert advice should be sought. Smaller numbers of birds may be captured using nets or similar devices, provided that the method used does not contravene Section 5 of the Wildlife and Countryside Act 1981. It should also be noted that when held in a pen, a net or in the hand, the goose is protected under the Animal Welfare Act 2006 so making it an offence to cause unnecessary suffering. Expert assistance in all of these techniques should be employed.

Once captured, it is necessary to humanely despatch the birds. A number of techniques are allowed by law, but it is best to seek professional advice if a large number of birds needs to be despatched. Employing a veterinary surgeon to despatch the birds by lethal injection or to oversee the whole operation may be advisable to allay the concerns of the general public. Note that, once captured, the birds cannot be released except under licence (see 'Further information'). Therefore, if there is a possibility that not all captured birds will be despatched, a licence to release Canada geese should be sought before the operation is carried out.

Before embarking on the large scale destruction of geese it is important to be sure that the birds that you are removing are actually the ones that are causing the problem. For example, birds causing agricultural damage at a wintering site may moult at a site a considerable distance away. It should also be noted that at long established breeding sites there may be a surplus of birds waiting to occupy breeding territories, but which moult elsewhere.

Thus, a cull of breeding birds may simply create vacant territories for other birds to move into and repeat culls may be necessary for a number of years before the problem is finally brought under control.

It should also be borne in mind that control of adults in urban areas may attract an adverse public reaction, especially in public areas such as parks.

The issue of disposal of carcasses must also be considered, particularly for large numbers of carcasses. Incineration or burial may be considered but there are restrictions and limitations on the use of either method. Three suitable methods may be:

- incineration;
- sending to a rendering plant; or
- landfill.

However, it is recommended that you check for any restrictions or requirements in your particular area and situation.

### Examples of possible integrated Management Strategies for problems caused by Canada geese

The choice of which techniques to use in an IMS will depend on a number of factors specific to the site in question; these include the biology and movement patterns of the birds involved, the severity of the problem, the timescale in which the problem needs to be resolved, possible adverse public reaction, cost and manpower constraints, and whether the purpose of control falls under a relevant general licence. Examples of IMS that might be developed for typical situations are set out below. If in doubt, the landowner or manager should take expert advice on the development of an IMS suitable for his or her particular circumstances.

#### Example 1

A public park with an ornamental lake and lawns. A resident and growing population of 200 Canada geese with 15 pairs breeding on an island on the lake. Birds range widely over the park, damaging lawns and bankside vegetation and leaving large quantities of droppings which are fouling grassed areas and paths. If the fouling is considered to pose a risk to human health and safety, action against Canada geese and their nests and eggs could be taken all year round under the relevant general licence.



Natural England Technical Information Note TIN009

## The management of problems caused by Canada geese: a guide to best practice

**Suggested IMS.** The lake shore and island should be fenced to prevent the birds walking out to feed. If other waterfowl are present, a small gap, of about 8 cm, at the bottom of the fence will allow them to move in and out of the water whilst restricting the movement of the geese.

Consideration should be given to establishing bankside vegetation that is resistant to damage by the geese (the presence of the fence will aid establishment or reinstatement of damaged areas).

Flutter tape or other scarers may be deployed to keep the geese off badly damaged areas. In order to prevent further population increase, the eggs of any birds that breed on the island (despite the fencing) should be treated under the relevant general licence (for the purpose of preserving public health and safety) if droppings in public areas pose a hazard to the general public using the park.

These techniques should be monitored for at least two years in order to assess their effectiveness. If problems persist, a cull of birds may be necessary, with sufficient birds being captured during the moult to reduce the population to the desired level, followed by ongoing egg control to keep the population under control.

### Example 2

A kept country estate with a large lake which is used as a fishery and a waterfowl shoot in winter. A summer population of 200 Canada geese with 40 breeding pairs along the lake shore. Non-breeding birds moult at a large reservoir nearby and additional birds from other breeding sites frequent the water in winter, swelling the population to 400 birds. The geese are damaging grazing pasture and destroying bankside vegetation which is used as nesting habitat by other waterfowl. Canada goose droppings are thought to be polluting the water.

**Suggested IMS.** Increasing the in-season shooting pressure on the geese may be sufficient to encourage the wintering population to move to the other waters nearby.

The estate could consider organised goose shoots which may help to bring in income. Visual or acoustic scarers should be deployed to protect grazing pasture from damage during the summer months. Out of season shooting to augment this scaring could be carried out under the general licence for the purpose of preventing damage to the grazing pasture and possibly the fishery.

The summering population could be further managed by fencing the lake edge and planting unpalatable barrier vegetation (which would double as nesting cover for other waterfowl species). If this was insufficient to reduce numbers of breeding birds, the landowner could (under a relevant general licence) treat eggs to prevent hatching.

Culling is unlikely to be immediately effective in this case unless the exercise can be carried out both on the estate lake and the nearby reservoir. A cull on the estate lake would simply make breeding territories available to non-breeding birds which would rapidly move in, necessitating repeat culls over a number of years.

### Example 3

A farm adjacent to a large reservoir, part of which is a designated nature reserve. A resident population of 600 Canada geese with 30 breeding pairs occupy the reservoir all year round. The birds fly out from the reservoir to feed, damaging newly sprouted winter cereals and other crops.

**Suggested IMS.** In these circumstances, the attitude of the reservoir managers and others with interests in managing the nature reserve (eg local wildlife trusts etc) are crucial. If the owners of the reservoir are opposed to any control action designed to reduce the population, then the farmer is limited to shooting in season and under a general licence (to prevent damage to crops), scaring, or changing his cropping patterns to minimise damage.

Considerable effort and expense may be required to sustain the scaring effort needed over the period necessary to protect his crop.

Natural England Technical Information Note TIN009

## The management of problems caused by Canada geese: a guide to best practice

Acoustic and visual scarers should be deployed and moved at regular intervals to maximise their effect.

Regular shooting of the Canada geese should aid the effectiveness of the scaring, and may encourage the birds to feed elsewhere, especially if there are alternative feeding sites nearby. Population management (under the general licence for the purpose of preventing serious damage to crops), either in the form of egg control, or a flightless cull, would only be possible with the co-operation of the owners of the reservoir.

### Further information

In England, further advice on dealing with Canada goose problems, as well as problems caused by other birds and mammals can be obtained by contacting Wildlife Management and Licensing at:

Natural England, Wildlife Licensing Unit, First Floor, Temple Quay House, 2 The Square, Bristol, BS1 6EB

Telephone: 0845 601 4523 (local rate)  
Fax: 0845 601 3438 (local rate)E-mail:  
[wildlife@naturalengland.org.uk](mailto:wildlife@naturalengland.org.uk)

The general licences and a range of leaflets on wildlife topics, are available online at:  
[www.naturalengland.org.uk/ourwork/regulation/wildlife/default.aspx](http://www.naturalengland.org.uk/ourwork/regulation/wildlife/default.aspx)

Natural England Technical Information Notes are available to download from the Natural England website: [www.naturalengland.org.uk](http://www.naturalengland.org.uk). In particular see:

- Technical Information Note TIN046: *Control of Canada geese: round-up and cull during the moult (flightless period)*

For information on other Natural England publications contact the Natural England Enquiry Service on 0845 600 3078 or e-mail [enquiries@naturalengland.org.uk](mailto:enquiries@naturalengland.org.uk)

### Advice on biology and management

- Natural England's Wildlife Licensing Unit (address above).
- Food and Environment Research Agency (formerly Central Science Laboratory), Sand Hutton, York, YO41 1LZ.
- The Wildfowl and Wetlands Trust, Slimbridge, Gloucestershire, GL2 7BT.

### Advice on scaring techniques

- Natural England's Wildlife Licensing Unit (address above)
- National Farmers Union, Agriculture House, 164 Shaftesbury Avenue, London, WC2H 8HL. Tel: 0171 331 7200
- Civil Aviation Authority, CAA House, 45-59 Kingsway, London, WC2B 6TE. Tel. 020 7379 7311
- The British Association for Shooting and Conservation (BASC), Marford Mill, Rossett, Wrexham, LL12 0HL. Tel: 01244 573000. E-mail: [enq@basc.demon.co.uk](mailto:enq@basc.demon.co.uk)
- BASC's fact sheet Canada geese: a guide to legal control measures is available from the BASC website: [www.basc.org.uk/](http://www.basc.org.uk/)

### Advice on shooting and connected issues

- The British Association for Shooting and Conservation (address above).

### Advice on carcase disposal and acoustic scarers

- Local Authority - (your Local Authorities address can be found in the telephone directory).

### Further reading

Allan J.R. Kirby J.S. & Feare C.J. (1995) The biology of Canada geese (*Branta canadensis*) in relation to the management of feral populations. *Wildlife Biology Vol. 1* p 129-143.

Department of the Environment Transport and the Regions (1998) *Population Dynamics of Canada Geese in Great Britain and Implications for Future Management*. Report by Wildfowl and Wetlands Trust and British Trust for Ornithology.

Department of the Environment Transport and the Regions (1998) *Canada Goose Research*

Natural England Technical Information Note TIN009

## The management of problems caused by Canada geese: a guide to best practice

*Project: Control Measures and Study of Related Canada Goose Problems.*

Wandsworth Borough Council (undated) *London Lakes Project Overview Document*. Obtainable from Wandsworth BC price £15

National Farmers Union: *Leaflet; code of practice on bird scaring*

This leaflet was produced by Natural England and the Central Science Laboratory, now known as the Food and Environmental Research Agency (FERA).

Photograph courtesy of Anthony O'Connor, Natural England.

**Footnote :** Amended in England and Wales through the Countryside and Rights of Way Act 2000, the Wildlife and Countryside (England and Wales) (Amendment) Regulations 2004, and in Scotland through the Nature Conservation (Scotland) Act 2004.



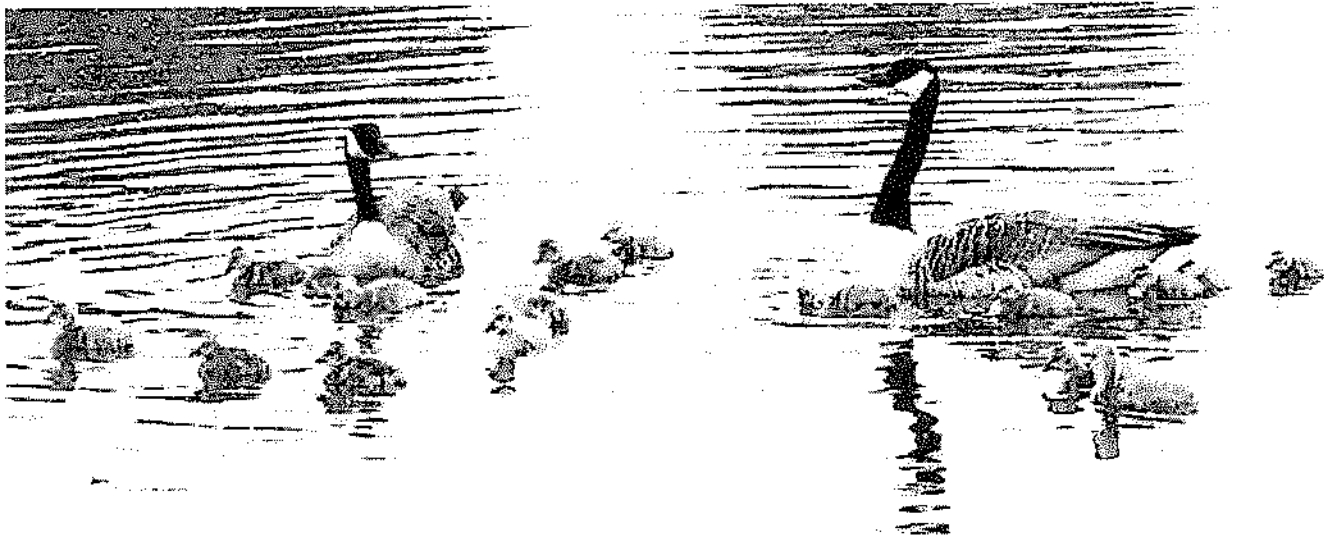
## Rural Development Service Technical Advice Note 51

# The management of problems caused by Canada geese: a guide to best practice

The Canada goose population in southern Britain numbers over 80,000 birds and is still increasing. However, in recent years the overall rate of growth has slowed and in some areas numbers have stabilised or declined. The geese live in local populations, usually of up to a few hundred birds, which remain around one or two water bodies that offer suitable habitats for breeding, roosting etc. Because the geese have relatively few predators, and can produce four or five young per year, numbers at particular sites can grow very rapidly and significant problems may occur.

Any management techniques used to control the problems caused by Canada geese must be legal and should take account of the fact that Canada geese are a popular species with many members of the general public.

This guidance note aims to provide land managers with the information that they need to manage difficulties caused by Canada geese in a way that is effective, legal and sensitive to public opinion.



First Edition  
Published July 2005

Rural Development  
Service



**Rural Development Service Technical Advice Note 51****The management of problems caused by Canada geese: a guide to best practice**

Page 2

**The Protected Status of Wild Canada Geese**

The Canada goose, like all wild birds in Britain, is protected under the EC Wild Birds Directive implemented in Great Britain through the Wildlife and Countryside Act (1981) as amended<sup>1</sup>. This Act makes it an offence to capture, kill or injure Canada geese, or to damage or take their nests or eggs. There are exceptions, the most important of which relate to the open season and to actions **licensed under Section 16 of the Act**.

**Open season**

Canada geese can be legally shot by authorised persons (i.e. persons acting with the authority of the landowners, occupiers and the owners of the shooting rights to the land involved) or trapped by approved methods during the open season (between September 1st and January 31st, or February 20th inclusive on the foreshore) except on Sundays. Care must be taken to ensure that other regulations concerning firearms safety, capture methods etc. are adhered to.

**Licensed action**

Defra issues a series of general licences under section 16 of the Wildlife and Countryside Act 1981. These allow Canada geese to be killed or taken, and their eggs and nests to be taken, damaged or destroyed for the following purposes (the reference number of the relevant licence is given in brackets):

- preserving public health or safety (WLF100088);
- preserving air safety (WLF100085);
- preventing the spread of disease and preventing serious damage to livestock, foodstuffs for livestock, crops, vegetables, fruit, growing timber, fisheries or inland waters (WLF18).

Action can be taken under these licences at any time by authorised persons (e.g. persons acting with the authority of the owners or occupier – see the general licences for a full definition).

Action under the authority of a general licence is only permitted if the person contemplating such action is satisfied that appropriate non-lethal methods of control are either ineffective or impracticable. Each general licence specifies a number of conditions that must be complied with. It is therefore essential that anyone considering taking action under a general licence reads the relevant licence before acting.

General licences are published on Defra's Wildlife Management website, and advice on their application is available from staff in the National Wildlife Management Team. The website address and contact details are given at the end of this leaflet.

Care must be taken to ensure that other regulations concerning firearms safety, capture methods, etc. are adhered to.

**Prohibited methods**

Certain methods of killing and taking birds are prohibited. These include the use of nets, automatic and semi-automatic weapons, and poisoned or stupefying substances. For full details see section 5 of the Wildlife and Countryside Act 1981. Anyone seeking to use a prohibited method must apply for a licence from either the Department for Environment, Food and Rural Affairs (Defra) or English Nature. English Nature issue licences for the control of Canada geese for conservation purposes (see Further Information section below).

**The Biology and Behaviour of Canada Geese**

In order to develop an effective management strategy for any nuisance wildlife, it is necessary to understand enough about the biology of the species and the local population involved to be able to predict the outcome of whichever management techniques are chosen. This section gives a brief point by point overview of the biology of Canada geese in Britain insofar as it affects the management of the species.

**Breeding**

- A single clutch of around 6 eggs is laid in early April each year.
- Incubation, solely by the female, takes 28-30 days.
- Nests are usually close to water bodies, often on islands which provide some protection from predators such as foxes and dogs.
- The adult goose defends a small territory around the nest, but is willing to tolerate other pairs nesting nearby, so large colonies can build up on sites with enough nesting territories and adequate food supplies.
- The geese are aggressive in defence of their nests and will attack other Canada geese, other waterfowl, and even humans who approach too closely.

**Fledging and the moult**

- The hatched young are flightless for 10 weeks and are protected by the adults on the water at the breeding site.
- Mortality rates are highest for very young fledglings, but become little different from adults once the bird is more than a few weeks old.
- The adult birds moult around the end of June and are unable to fly for a 3-4 week period.

**Rural Development Service Technical Advice Note 51****The management of problems caused by Canada geese: a guide to best practice**

Page 3

- During the moult both adult and juvenile birds must feed from the water or wade to find food.
- The amount of suitable food available at a site during the moult period may be important in governing the number of birds that it can support.
- Some birds, which have either not attempted to breed or which have failed to raise a brood, undertake longer journeys to find the best sites to moult.
- Canada geese tend to moult on larger sites with easy access between open water and suitable feeding areas of short grass.

**Dispersal**

- The geese normally remain close to the site where they hatched, and once young birds mature they may wait several years for a breeding territory to become available.
- Large flocks of non-breeding adults may thus build up at certain sites.
- Some Canada geese remain faithful to their home area for life, even if apparently suitable water bodies with no Canada geese present are available nearby. Others may be resident at many sites, with certain sites used just for breeding, moulting or wintering.
- Small numbers abandon their home area either to join other groups or to establish new colonies.

**Wintering**

- Unlike their North American ancestors, Canada geese in Britain are mostly non-migratory, moving only short distances between breeding and wintering sites within their local area.
- Birds may fly out from the water bodies where they roost to regular winter feeding sites such as waterside grazing pasture, amenity grassland, etc. They may also move around their home range taking advantage of feeding opportunities such as sprouting winter cereals or root crops as they become available

**Causes of mortality**

- Adult Canada geese have few natural predators in Britain, and most of the known causes of recorded mortality are associated with man's activities. Annual mortality is estimated at between 10 and 20% of the whole population. Juvenile birds have the same level of mortality as adults once they reach their first moult.
- The causes of death are:
  - 67% shooting
  - 4% hitting power lines

- 6% predation
- 23% unknown.

- There is little evidence that natural factors (such as limited food availability), which could become more severe as numbers of birds increase, act to control Canada goose numbers.
- Low annual mortality, high reproductive rates and the availability of suitable habitat gives the population scope to increase in the absence of management measures.

**Problems Caused by Canada Geese****Grazing and trampling**

- Canada geese are herbivores, grazing on both land and water plants.
- Damage to amenity grassland in public parks, where the geese may occupy regular feeding and roosting sites all year round, can be severe.
- Unsightly and unhygienic areas of mud and droppings which are expensive to re-seed frequently occur.
- The geese may trample as well as graze pasture and crops.

**Fouling with droppings**

- Because of their inefficient digestive system and the low nutrient value of plant material, Canada geese may need to eat large quantities of vegetation.
- When grazing they may produce droppings at a rate of one every 6 minutes.
- The droppings contain bacteria that may be harmful if faecal matter is inadvertently swallowed and they also make grassed areas unattractive and paths slippery.
- If the droppings are passed into water bodies they may cause increased nutrient loadings leading to possible toxic algal blooms and low oxygen levels in the water.

**Damage to wildlife habitat**

- Canada geese can damage the habitat of other wildlife, for example by grazing or trampling nesting sites of other bird species.
- Destruction of waterside habitat, such as reed beds, by Canada geese can be a significant problem, leading to erosion of river banks in some cases.

**Excluding other wildlife**

- There is little hard evidence that Canada geese cause significant problems by competing directly with other wildlife.

**Rural Development Service Technical Advice Note 51****The management of problems caused by Canada geese: a guide to best practice**

Page 4

- Aggressive confrontations do occur, and there is some evidence of other large waterfowl being excluded by, or excluding, Canada geese from a preferred breeding site.

Such interactions are rare, however, and are thought to have little effect on the overall populations of other native waterfowl.

**Birdstrike hazards to aircraft**

- The large size of Canada geese makes a collision with an aircraft a particularly hazardous event.
- Although no fatal incidents have occurred in the United Kingdom, serious collisions have occurred elsewhere. For example, following a collision with a flock of Canada geese, a United States Air Force AWACS aircraft (a large four-engined jet) crashed killing all on board.
- The aviation industry continues to express concern about the increasing numbers of Canada geese on water bodies near aerodromes.
- Planning applications involving the creation of water bodies suitable for Canada geese close to aerodromes may be refused on the grounds of flight safety.

**Management Techniques****Integrated Management Strategies (IMS) for Canada Geese**

Experience has shown that it is unlikely that a single management technique will be fully effective in controlling a problem caused by Canada geese. For example:

- Fencing an area to keep birds off may cause them to move to an alternative site close by where they could also cause damage. This may be a suitable option if damage is acceptable on other areas of the site.
- Preventing reproduction by treating eggs to stop hatching will not immediately reduce the population of adults (and hence the levels of damage or nuisance).
- Culling the adult population at a site may simply allow non-breeding adults from nearby waters to move in to vacated breeding territories.

In those cases where effective management of the problem has been achieved, integrated management strategies which combine a number of techniques have invariably been employed. One of the most effective Canada goose management programmes to date involved the development of an IMS that combined reduction of adult numbers, reproductive control and fencing to exclude birds, carried out by Wandsworth

Borough Council as part of a larger programme to improve the quality of its urban park lakes.

**The scale of management required for a successful IMS**

Although the damage or nuisance caused by a group of Canada geese may be occurring at only one site, it is important to remember that the population of geese to which the birds belong may be spread over a number of nearby waters. When developing an IMS for a particular situation, it will often be necessary to manage birds away from the site where the problem actually occurs. This is especially important if population reduction is to be included in the IMS. For example, if scaring or habitat management proved insufficient to control a problem at a wintering site, and population reduction by egg control or culling became necessary, the breeding and moulting sites used by the wintering birds would need to be identified and the co-operation of the relevant landowners obtained before this strategy could be implemented.

**Available techniques for the control of problems caused by Canada Geese**

The choice of which techniques to combine into an IMS will depend upon the type of damage occurring, the type of control needed to reduce the damage to acceptable levels, the biology and distribution of the birds involved and the cost of management relative to the seriousness of the problem. A series of examples are given in the 'Examples of possible Integrated Management Strategies for problems caused by Canada Geese' section of this leaflet.

The techniques available fall into two broad categories; the control of behaviour, by scaring or excluding the birds from the site in question, and the control of numbers, by manipulating the breeding rate or rate of mortality of adult birds. Some of these techniques, especially those involving the manipulation of bird numbers, are permitted by a general licence, and hence can only be carried out for certain purposes. It should be remembered that complete elimination of Canada geese may not be feasible, so consideration should be given to whether the presence of these geese can be tolerated on parts of the site. Where an action is only permitted by a general licence, this is indicated below.

**Behaviour modification (scaring, exclusion, repellent chemicals)**

**Visual scarers****Ground based scarers**

Most visual scarers rely on a wild animal's natural fear of the unfamiliar. Scarecrows of various designs, flags

**Rural Development Service Technical Advice Note 51****The management of problems caused by Canada geese: a guide to best practice**

Page 5

and flapping tapes have all been employed to deter geese from areas such as sprouting crops. However, even migratory goose species learn to ignore these deterrents and Canada geese, which often live close to man, are used to man-made items. Scarecrows, whether human or animal effigies, windmills, rotating mirrors etc., should be placed in the centre of the area where problems are occurring and should be moved every 2 or 3 days to maximise their effect. Flags or flutter tape should be attached to upright poles at regular intervals across the affected area. In general, the closer the spacing of the flags the greater the deterrent effect is likely to be. Visual scarers may be effective for short term deterrence of Canada geese from sensitive areas, especially if alternative sites are available nearby.

**Kites and balloons**

Other visual scaring techniques include kites and balloons, often painted with large eyes or made in the shape of predatory birds. A threat from above may be more intimidating for birds which naturally fear being attacked by birds of prey, and a single balloon may deter birds from a larger area than a ground based scarer. The devices should be set to fly above the problem area during normal wind conditions. They may need to be re-set if wind direction changes and may not fly well in heavy rain or very strong winds. As with ground based scarers, birds will eventually learn to ignore them and they are best used as short term deterrents when alternative sites are available for the birds to move to.

Kites and balloons are covered by specific aviation legislation. If you wish to use either of these methods as visual scarers you are advised to consult with the Civil Aviation Authority as certain restrictions may be applicable. Their address is given at the end of this leaflet.

**Problems with visual scarers**

Although effective in the short term, visual scarers have some drawbacks, particularly in situations such as public parks. The scarers may be unattractive and interfere with recreational use of areas and could be subject to theft. They also require maintenance and some need to be moved on a regular basis to maximise their effect. Visual scarers are particularly appropriate for use to protect agricultural crops where the geese need to be excluded for a limited period of time such as during sowing or harvesting.

**Acoustic scarers**

Acoustic scarers, from the commonly used gas cannon through recorded bird calls to complex solar powered

artificial sound generators, are all marketed as being effective in deterring Canada geese. Most will deter the birds from relatively small areas provided that there are alternative areas for them to use for roosting or feeding nearby. Like visual scarers, the birds will eventually learn that they offer no threat, although their effectiveness can be prolonged by moving the scarers every two or three days. Acoustic scarers are often hidden (by deploying them at the edge of a field or behind hay bales or other screens) so that the birds cannot see where the sound is coming from. This is thought to prolong the time before the birds realise that the sound represents no threat, but there is little scientific evidence to support this assertion. It is advised that you consult your Local Authority if you choose to use acoustic scarers because of their powers under the Environment Protection Act 1990 Part III in respect of noise nuisance which embraces the use of gas bangers and electronic sound generating scaring devices.

**Problems with acoustic scarers**

As with visual scarers, acoustic scarers may be unsuitable for use in areas frequented by the public due to the sudden loud noises involved, and the relatively expensive equipment may be subject to theft or vandalism. These systems are more likely to be of use to protect agricultural crops or to deter birds from islands or similar remote areas.

**Combined visual/acoustic**

Some scaring systems combine visual and acoustic stimuli in order to enhance the deterrent effect. Such systems vary from gas cannons which shoot a projectile up a pole when the cannon goes off (in order to simulate a shot bird falling to the ground) to an inflatable rubber man which emerges from a box accompanied by a loud klaxon. The combination of visual and acoustic stimuli may lengthen the time before the birds habituate to the scarers, and they will benefit from being moved every 2 or 3 days. All of these systems have the same drawbacks as visual or acoustic scarers alone and are suitable for use in similar situations.

**Human operated bird control**

For many bird species the most effective bird scarer is a human being, armed either with a harmless scaring device such as a flag or firework, or with a shotgun. Where Canada geese are regularly shot, the simple presence of a human may be sufficient to deter birds from an area. In most situations, however, Canada geese show little fear of man, particularly where they are used to being fed by the public. Even if the geese can be trained to fear humans, the deterrent will only



be effective if it is continuously deployed whenever the geese are present. The resulting high cost of human operated scaring of Canada geese, by whatever method, means that it is usually only an effective option when the damage caused is extremely expensive, or where the risks to health and safety are extreme (e.g. in preventing birdstrikes to aircraft)

#### Shooting to support scaring

It is widely believed that periodic shooting of a small number of birds helps to make them more wary, thus making acoustic and visual scarers more effective. While non-lethal shooting to scare can be carried out throughout the year, lethal shooting during the close season or on a Sunday is only permitted under the authority of a licence (see "Protected Status" section for guidance on licences). Any shooting, whether in the open or close season, must comply with the requirements of the Firearms Act 1968 (as amended).

#### Chemical repellents

A number of products are currently under development which, when sprayed on vegetation, harmlessly repel wildlife from areas where they are not wanted. Some of these products are currently on sale in the USA and have met with mixed success. At present, there is no repellent chemical available in the UK that is approved for use and is effective against Canada geese. Further field testing will be required before a proper evaluation of available repellent chemicals can be made in the future

#### Habitat management

It may be possible to permanently alter an area where Canada geese are causing problems to make the site permanently unattractive to them. Whilst the features that make a water suitable for Canada geese are not fully understood, enough is known about the biology of the birds to allow a number of suggestions for habitat modifications to be made.

#### Landscaping: bank steepening and island removal

As with fencing (see below), making it more difficult for Canada geese to walk out of water bodies onto feeding areas by steepening banks may encourage the birds to move elsewhere. Avoiding shallow marginal areas which support water plants will also restrict the food supply for the geese, but this may adversely affect other waterfowl and/or damage the rest of the aquatic habitat. Safety concerns arising from deep water and steep banks in public areas would also need to be considered. Because Canada geese prefer to breed on islands, the complete removal of an island could be considered if fencing proved ineffective in discouraging the birds. Low lying islands could be effectively

removed by raising water levels in some circumstances. As with all other exclusion or habitat modification techniques, the effect on other wildlife would need to be considered before embarking on such a project.

#### Barrier planting, marginal vegetation, trees

Establishing areas of dense vegetation along the shores of water bodies (possibly concealing a cheaper fence structure) or breaking up large grass areas with planting which restricts the bird's view of the water (and hence reduces its feeling of safety) have all proved effective in certain circumstances. If Canada geese do fly out to feed in small areas flanked by hedges and trees, they prefer a shallow climb out angle to aid their escape. Thus, the taller the surrounding vegetation relative to the size of the field or other grazed area the less likely the geese are to use it.

#### Reducing available foraging areas adjacent to water bodies by changing ground cover

It may be possible to reduce or eliminate Canada goose damage to amenity areas by changing the ground cover planting to species that are not palatable to the geese. Ground cover plants with tough leaves, such as Ivy, and many shrub species are not readily eaten by Canada geese and planting the fringes of lakes with a combination of barrier planting and unpalatable ground cover may reduce the feeding opportunities to the point where the geese move elsewhere. Also, allowing short grass to grow long/or mowing alternative feeding areas can also be successful in moving geese within a site and may even reduce geese numbers. However, it should be noted that a change in planting may also affect other waterfowl.

#### Exclusion

Where scaring of Canada geese is not desirable, it may be possible to exclude the birds from sensitive areas by physically preventing them from gaining access. As with scaring techniques, exclusion is likely to be most effective if alternative sites are available for the birds to move to. However these techniques may create some difficulties as they affect other waterfowl species as well as Canada geese. The erection of fences along a lakeside may also have implications for public safety if someone were to fall into the water and be unable to get out easily.

#### Fencing

Perhaps the most obvious way to exclude Canada geese is to fence sensitive areas to prevent them gaining access. Despite the fact that the geese can fly,

**Rural Development Service Technical Advice Note 51****The management of problems caused by Canada geese: a guide to best practice**

Page 7

even low fences of between 0.3 - 1m high can be effective in excluding them from some areas as they prefer to walk to their feeding and roosting sites if possible, often landing and taking off from water. Thus, fencing the edge of a lake may be sufficient to cause the geese to move elsewhere if they are unable to walk easily out of the water. Canada geese dislike enclosed areas where they cannot easily escape from predators. Barriers that divide an area into smaller units may therefore help to discourage the birds from using the site concerned.

Fences have also been successfully used to exclude Canada geese from breeding and roosting sites, especially where alternative sites were available nearby. Fencing the perimeter of park lakes is not necessarily an expensive option because a simple post and chicken wire fence will suffice if properly erected, but a more decorative and permanent structure may involve a significant cost. Fencing may be a particularly effective option at sites used by moulting Canada geese because if they are prevented from walking out of the water whilst they cannot fly they will not be able to access the protected areas. Care should be taken, however, to ensure that moulting birds and newly hatch young have access to sufficient suitable grazing areas so they do not starve. A gap at the bottom of the fence of about 8cm will allow smaller waterfowl access to the land. However, any fencing will also deter other geese and mute swans.

**Changing cropping patterns**

Where agricultural damage is occurring, it may be possible to change the crops being grown to those less susceptible to damage by Canada geese, or to move to crops which are most vulnerable when the geese are elsewhere. This would obviously require a balance to be struck between the economics of moving to a different crop compared to the cost of either tolerating or controlling the damage being suffered.

**Population management**

In situations where serious problems are being encountered and where habitat management, scaring or exclusion techniques are inappropriate or have been tried and have failed, it may be necessary to reduce the scale of the problem by reducing the size of the goose population at a particular site. There are a number of techniques that can be used for population management. A range of techniques are permitted under general licence. Trapping and shooting are also permitted during the open season. No method prohibited under section 5 Wildlife of the Countryside Act 1981 may be used.

**Relocation**

Section 14 of the Wildlife and Countryside Act 1981 prohibits the release of Canada geese into the wild without a licence. This offence carries a penalty of a custodial sentence and/or a fine.

The initial response to the first problems caused by Canada geese in the 1950's and 60's was to capture the birds during the flightless period of the moult and to move them to other waters where there were no Canada geese at the time. Many of the relocated birds simply returned to their original home, whilst those that did remain on the new site began to reproduce rapidly in the new habitat and problems soon began to occur at the new sites as well. It is thought that these translocations played a significant part in the sudden rapid expansion of the Canada goose population which is continuing today. Because further translocations are likely to accelerate the geographic spread of the species, and may also speed up population growth in newly colonised areas, it is unlikely that licences will be granted to relocate Canada geese in the foreseeable future.

For advice on licensing the release of Canada geese contact the Non-native Regulation Team (see "Further Information" for details).

**Shooting (during open season or under a general licence)**

Canada geese may be legally shot during the open season (1st September to 31st January, or 20th February inclusive on the foreshore), or under a general licence, by authorised persons (see 'The Protected Status of Wild Canada Geese' section of this leaflet). Intensive shooting to reduce population size has additional drawbacks in that it can disturb other waterfowl, and may not be possible in public parks etc. for safety and public relations reasons.

Shooting (under specific licences) has been shown to be effective in scaring Brent Geese, and a sustained programme of shooting during the open season and under a general licence during the close season is likely to be effective against Canada geese.

It should be noted that the sale of dead Canada geese is prohibited under the Wildlife and Countryside Act 1981, therefore arrangements for disposal must be made if birds are shot in large numbers. Carcasses should not be left in places which will be visible to the public. However providing they are not sold, they may be eaten.

Any shooting must be in compliance with the Firearms Act 1968 (as amended).

**Rural Development Service Technical Advice Note 51****The management of problems caused by Canada geese: a guide to best practice**

Page 8

**Egg control (under a general licence)**

Treating the eggs of Canada geese to prevent hatching is one of the most commonly used population control techniques during the close season. It is easily carried out and requires effort annually over a limited period. It is also generally regarded by the public as an acceptable means of population control. Eggs could be removed from nests once the clutch is complete (acting under a general licence), but there is a possibility that the bird will simply lay a second clutch. To avoid this, eggs may be treated to prevent hatching or replaced with dummy eggs so that the goose incubates the eggs as normal and then abandons the clutch when they fail to hatch. There are a variety of treatment methods that are permitted under the general licences:

- **Egg oiling.** Eggs may be coated with mineral oil by rolling them in a small quantity of the oil carried in a polythene bag. The mineral oil sold as liquid paraffin (BP) in chemists is harmless to the birds - note this is not paraffin fuel as used in stoves etc. The oil blocks the pores in the eggshell and starves the embryo of oxygen. This technique is easy to carry out, 100% effective in preventing hatching and does not adversely affect the sitting bird.
- **Egg pricking.** This involves piercing the egg with a pin or small nail and moving this rapidly around inside the egg to kill the embryo before returning the egg to the nest. Egg pricking must be done carefully as if the bird detects that the eggs are damaged she may desert the nest and lay another clutch.
- **Boiling.** Eggs may be boiled to kill the embryo and returned to the nest.

Providing that the treatment is applied early in the incubation cycle, ideally immediately after the clutch is complete, all of these techniques are humane and effective in preventing additional young birds being recruited to the population. However, because of the low mortality rate of the adults, it may need 80% of all of the eggs on a site to be treated for a number of years before egg control alone will begin to show a reduction in population size. If nests are hard to find or manpower resources limited, egg control alone is likely only to hold the problem at its present level rather than to reduce it significantly.

**Round-up and cull of adults during the moult (under a general licence)**

The quickest way to achieve a large scale reduction in the number of Canada geese at a site is by the culling of fully grown birds. The effect is immediate and, if the birds can be captured during the moult, most, or all, of a population can be removed. The principal

disadvantage of this technique is that it often meets with a strong adverse reaction from the public. The techniques also require some specialist knowledge and considerable manpower if a large scale cull is to be carried out effectively and humanely.

The most common way of removing birds is by capture during the moult. Canada geese moult all of their flight feathers simultaneously, and, for a period of four to six weeks around the end of June and beginning of July, are unable to fly. The birds form moulting flocks, remaining on the water for most of the time to reduce the risk of predation during this vulnerable period. A number of small boats or canoes can be used to herd the birds towards the bank where a funnel shaped enclosure made of chicken wire supported by fencing stakes is erected. The funnel leads into a catching pen with a removable door. The birds are forced up onto the bank and into the mouth of the funnel. The catching party then drive the birds into the funnel and, eventually, into the pen and the door is closed. This technique requires some experience if it is to be carried out successfully, and expert advice should be sought. Smaller numbers of birds may be captured using nets or similar devices, provided that the method used does not contravene Section 5 of the Wildlife and Countryside Act 1981. Again, expert assistance should be employed.

Once captured, it is necessary to humanely despatch the birds. A number of techniques are allowed by law, but it is best to seek professional advice if a large number of birds needs to be despatched. Employing a veterinary surgeon to despatch the birds by lethal injection or to oversee the whole operation may be advisable to allay the concerns of the general public. Note that, once captured, the birds cannot be released except under licence (see Further Information). Therefore, if there is a possibility that not all captured birds will be despatched, a licence to release Canada geese should be sought before the operation is carried out.

Before embarking on the large scale destruction of geese it is important to be sure that the birds that you are removing are actually the ones that are causing the problem. For example, birds causing agricultural damage at a wintering site may moult at a site a considerable distance away. It should also be noted that at long established breeding sites there may be a surplus of birds waiting to occupy breeding territories, but which moult elsewhere. Thus, a cull of breeding birds may simply create vacant territories for other birds to move into and repeat culls may be necessary for a number of years before the problem is finally



**Rural Development Service Technical Advice Note 51****The management of problems caused by Canada geese: a guide to best practice**

Page 9

brought under control. It should also be borne in mind that control of adults in urban areas may attract an adverse public reaction, especially in public areas such as parks.

The issue of disposal of carcasses must also be considered, particularly for large numbers of carcasses. Incineration or burial may be considered but there are restrictions and limitations on the use of either method. Three suitable methods may be:

- incineration;
- sending to a rendering plant; or
- landfill!

However, you should consult your local authority in the first instance about suitable methods for your particular situation.

#### Examples of possible Integrated Management Strategies for problems caused by Canada Geese

The choice of which techniques to use in an IMS will depend on a number of factors specific to the site in question; these include the biology and movement patterns of the birds involved, the severity of the problem, the timescale in which the problem needs to be resolved, possible adverse public reaction, cost and manpower constraints, and whether the purpose of control falls under a relevant general licence.

Examples of IMS that might be developed for typical situations are set out below. If in doubt, the landowner or manager should take expert advice on the development of an IMS suitable for his or her particular circumstances.

##### Example 1

A public park with an ornamental lake and lawns. A resident and growing population of 200 Canada geese with 15 pairs breeding on an island on the lake. Birds range widely over the park, damaging lawns and bankside vegetation and leaving large quantities of droppings which are fouling grassed areas and paths. If the fouling is considered to pose a risk to human health and safety, action against Canada geese and their nests and eggs could be taken all year round under the relevant general licence.

##### Suggested IMS:

The lake shore and island should be fenced to prevent the birds walking out to feed. If other waterfowl are present, a small gap, of about 8 cm, at the bottom of the fence will allow them to move in and out of the water whilst restricting the movement of the geese. Consideration should be given to establishing bankside vegetation that is resistant to damage by the geese (the presence of the fence will aid establishment or

reinstatement of damaged areas). Flutter tape or other scarers may be deployed to keep the geese off badly damaged areas. In order to prevent further population increase, the eggs of any birds that breed on the island (despite the fencing) should be treated under the relevant general licence (for the purpose of preserving public health and safety) if droppings in public areas pose a hazard to the general public using the park. These techniques should be monitored for at least two years in order to assess their effectiveness. If problems persist, a cull of birds may be necessary, with sufficient birds being captured during the moult to reduce the population to the desired level, followed by ongoing egg control to keep the population under control.

##### Example 2

A kept country estate with a large lake which is used as a fishery and a waterfowl shoot in winter. A summer population of 200 Canada geese with 40 breeding pairs along the lake shore. Non-breeding birds moult at a large reservoir nearby and additional birds from other breeding sites frequent the water in winter, swelling the population to 400 birds. The geese are damaging grazing pasture and destroying bankside vegetation which is used as nesting habitat by other waterfowl. Canada goose droppings are thought to be polluting the water.

##### Suggested IMS:

Increasing the in-season shooting pressure on the geese may be sufficient to encourage the wintering population to move to the other waters nearby. The estate could consider organised goose shoots which may help to bring in income. Visual or acoustic scarers should be deployed to protect grazing pasture from damage during the summer months. Out of season shooting to augment this scaring could be carried out under the general licence for the purpose of preventing damage to the grazing pasture and possibly the fishery. The summering population could be further managed by fencing the lake edge and planting unpalatable barrier vegetation (which would double as nesting cover for other waterfowl species). If this was insufficient to reduce numbers of breeding birds, the landowner could (under a relevant general licence) treat eggs to prevent hatching. Culling is unlikely to be immediately effective in this case unless the exercise can be carried out both on the estate lake and the nearby reservoir. A cull on the estate lake would simply make breeding territories available to non-breeding birds which would rapidly move in, necessitating repeat culls over a number of years.

**Rural Development Service Technical Advice Note 51****The management of problems caused by Canada geese: a guide to best practice**

Page 10

**Example 3**

A farm adjacent to a large reservoir, part of which is a designated nature reserve. A resident population of 600 Canada geese with 30 breeding pairs occupy the reservoir all year round. The birds fly out from the reservoir to feed, damaging newly sprouted winter cereals and other crops.

**Suggested IMS:**

In these circumstances, the attitude of the reservoir managers and others with interests in managing the nature reserve (e.g. local wildlife trusts etc.) are crucial. If the owners of the reservoir are opposed to any control action designed to reduce the population, then the farmer is limited to shooting in season and under a general licence (to prevent damage to crops), scaring, or changing his cropping patterns to minimise damage. Considerable effort and expense may be required to sustain the scaring effort needed over the period necessary to protect his crop. Acoustic and visual scarers should be deployed and moved at regular intervals to maximise their effect. Regular shooting of the Canada geese should aid the effectiveness of the scaring, and may encourage the birds to feed elsewhere, especially if there are alternative feeding sites nearby. Population management (under the general licence for the purpose of preventing serious damage to crops), either in the form of egg control, or a flightless cull, would only be possible with the co-operation of the owners of the reservoir.

**Further Information**

In England, further advice on dealing with Canada goose problems, as well as problems caused by other birds and mammals can be obtained by contacting the Department for Environment, Food and Rural Affairs (Defra) Wildlife Management Team at:

Address: Wildlife Administration Unit, Defra, Burghill Road, Westbury-on-Trym, Bristol, BS10 6NJ

Telephone: 0845 601 4523 (local rate)

Fax: 0845 601 3438 (local rate)

E-mail: [enquiries.southwest@defra.gsi.gov.uk](mailto:enquiries.southwest@defra.gsi.gov.uk)

The general licences and a range of leaflets on wildlife topics, are available online at:

<http://www.defra.gov.uk/wildlife-countryside/vertebrates>

Licences for the control of Canada geese for conservation purposes are issued by English Nature. Further details can be obtained from English Nature local offices, details of which can be found in the telephone directory, or from their Headquarters:

Address: English Nature Licensing Section, Northminster House, Peterborough, PE1 1UA

Telephone: 01733 455000

Fax: 01733 568834

E-mail: [enquiries@english-nature.org.uk](mailto:enquiries@english-nature.org.uk)

Licences allowing the release of Canada geese into the wild are issued by Defra's Non-native Regulation Team. Further details can be obtained:

Address: Non-native Licensing Team, Ashdown House, 123 Victoria Street, London, SW1E 6DE.

Telephone: 0207 082 8122

Fax: 0207 082 8123

Website:

<http://www.defra.gov.uk/environment/qm/nonnav/index.htm>

**Advice on Biology and Management**

Defra RDS National Wildlife Management Team (address above).

Central Science Laboratory, Sand Hutton, York, YO41 1LZ.

The Wildfowl and Wetlands Trust, Slimbridge, Gloucestershire, GL2 7BT.

**Advice on Control Techniques****Scaring techniques**

Defra RDS National Wildlife Management Team (address above)

National Farmers Union, Agriculture House, 164 Shaftesbury Avenue, London, WC2H 8HL. Tel: 0171 331 7200

Civil Aviation Authority, CAA House, 45 – 59 Kingsway, London, WC2B 6TE. Tel. 020 7379 7311

The British Association for Shooting and Conservation (BASC), Marford Mill, Rossett, Wrexham, LL12 0HL. Tel: 01244 573000. E-mail: [enq@basc.demon.co.uk](mailto:enq@basc.demon.co.uk)

BASC's fact sheet 'Canada geese: A guide to legal control measures' is available from the BASC website:

<http://www.basc.org.uk/>

**Advice on Shooting and Connected Issues**

The British Association for Shooting and Conservation (address above).

**Advice on carcass disposal and acoustic scarers**

Local Authority - (your Local Authorities address can be found in the telephone directory).

**Further reading**

- Allan J.R. Kirby J.S. & Feare C.J. (1995) The biology of Canada geese (*Branta canadensis*) in relation to the management of feral populations. *Wildlife Biology* Vol. 1 p 129-143.

**Rural Development Service Technical Advice Note 51****The management of problems caused by Canada geese: a guide to best practice**

Page 11

- Department of the Environment Transport and the Regions (1998) **Population Dynamics of Canada Geese in Great Britain and Implications for Future Management**. Report by Wildfowl and Wetlands Trust and British Trust for Ornithology.
- Department of the Environment Transport and the Regions (1998) **Canada Goose Research Project: Control Measures and Study of Related Canada Goose Problems**.
- Wandsworth Borough Council (undated) **London Lakes Project Overview Document**. Obtainable from Wandsworth BC price £15
- National Farmers Union: **Leaflet; code of practice on bird scaring**

This leaflet was produced by the Defra Rural Development Service (RDS) and the Central Science Laboratory (CSL).

Photograph courtesy of Anthony O'Connor, Defra RDS.

A full list of Rural Development Service publications can be viewed and downloaded from <http://www.defra.gov.uk/corporate/rds/publications/default.htm>.

Footnote<sup>1</sup>: Amended in England and Wales through the Countryside and Rights of Way Act 2000, the Wildlife and Countryside (England and Wales) (Amendment) Regulations 2004, and in Scotland through the Nature Conservation (Scotland) Act 2004.

## **The Management of Problems caused by Canada Geese - A Guide to Best Practice**

Author: *Dr John Allan, Central Science Laboratory*

**The production of this paper was funded by the Department of Environment Transport and the Regions. It forms the basis of national guidelines for the management of Canada Geese which are due to be published shortly after this conference. I am most grateful to the DETR for permission to reproduce this paper in the conference proceedings.**

### **Introduction**

The Canada Goose population in Britain numbers over 63,000 birds and is still increasing. The geese live in local populations, usually of up to a few hundred birds, which remain around one or two water bodies that offer suitable habitats for breeding, roosting etc. Because the geese have relatively few predators, and can produce four or five young per year, numbers at particular sites can grow very rapidly and significant problems may occur.

Any management techniques used to control the problems caused by Canada Geese must be legal (Canada Geese are protected under both British and European legislation) and should take account of the fact that Canada Geese are a popular species with many members of the general public.

This paper aims to provide land managers with the information that they need to manage difficulties caused by Canada Geese in a way that is effective, legal and sensitive to public opinion.

### **The Biology and Behaviour of Canada Geese**

In order to develop an effective management strategy for any nuisance wildlife, it is necessary to understand enough about the biology of the species and the local population involved to be able to predict the outcome of whichever management techniques are chosen. This section gives a brief point by point overview of the biology of Canada Geese in Britain insofar as it affects the management of the species.

#### **1.1 Breeding**

A single clutch of around 6 eggs is laid in early April each year.

Incubation, solely by the female, takes 28-30 days.

Nests are usually close to water bodies, often on islands which provide some protection from predators such as foxes, dogs or mink.

The adult geese defend a small territory around the nest, but are willing to tolerate other pairs nesting nearby, so large colonies can build up on sites with enough nesting territories and adequate food supplies.

The geese are aggressive in defence of their nests and will attack Canada Geese, other waterfowl, and even humans who approach too closely.

## **1.2 Fledging and the moult**

The hatched young are flightless for 10 weeks and are protected by the adults on the water at the breeding site.

Mortality rates are highest for very young fledglings, but become little different from adults once the young are more than a few weeks old.

The adult birds moult around the end of June and are unable to fly for a 3-4 week period.

During the moult, both adult and juvenile birds must feed from the water or walk to find food.

The amount of suitable food available at a site during this period may be important in governing the number of breeding pairs that it can support.

Some birds, which have either not attempted to breed or which have failed to raise a brood, undertake longer journeys to find the best sites to moult. Some birds from Yorkshire and the West Midlands fly as far as Scotland to find suitable moulting sites.

## **1.3 Dispersal**

The geese normally remain close to the site where they hatched, and once young birds mature they may wait several years for a breeding territory to become available.

Large flocks of non breeding adults may thus build up at certain sites.

Most Canada Geese remain faithful to their home area for life, even if apparently suitable water bodies with no Canada Geese present are available nearby. Females are generally more site faithful than males

Small numbers (usually of young birds) abandon their home area either to join other groups or to establish new colonies.

## **2.2 Fouling with droppings**

Because of the low nutrient value of their food, Canada Geese need to eat large quantities of vegetation.

When feeding they may produce droppings at a rate of one every 6 minutes.

The droppings contain bacteria that may be harmful if swallowed and they also make grassed areas unattractive and paths slippery.

If the droppings are passed into water bodies they may cause increased nutrient loadings leading to possible toxic algal blooms and low oxygen levels in the water.

## **2.3 Damage to wildlife habitat**

Canada Geese can damage the habitat of other wildlife, for example by grazing or trampling nesting sites of other bird species.

Destruction of waterside habitat, such as reed beds, by Canada Geese can be a significant problem, leading to erosion of river banks in some cases.

## **2.4 Excluding other wildlife**

There is little hard evidence that Canada Geese cause significant problems by competing directly with other wildlife.

Aggressive confrontations do occur, and there is some evidence of other large waterfowl being excluded by, or excluding, Canada Geese from a preferred breeding site.

Such interactions are rare, however, and are thought to have little effect on the overall populations of other native waterfowl.

## **2.5 Birdstrike hazards to aircraft**

The large size of Canada Geese makes a collision with an aircraft a particularly hazardous event.

Recently, a United States Air Force AWACS aircraft (a large four-engined jet) crashed following a collision with a flock of Canada Geese, killing all on board.

The aviation industry continues to express concern about the increasing numbers of Canada Geese on water bodies near aerodromes.

## **1.4 Wintering**

Unlike their North American ancestors, Canada Geese in Britain are mostly non-migratory, moving only short distances between breeding and wintering sites within their local area.

Birds may fly out from the water bodies where they roost to regular winter feeding sites such as waterside grazing pasture, amenity grassland etc. They may also move around their home range taking advantage of feeding opportunities such as sprouting winter cereals or root crops as they become available.

## **1.5 Causes of mortality**

Adult Canada Geese have few natural predators in Britain, and most of the known causes of recorded mortality are associated with man's activities. Annual mortality is estimated at between 10 and 20% of the whole population. Juvenile birds have the same level of mortality as adults once they reach their first moult.

The causes of death are:

- 67.2% shooting
- 4.3% hit power lines
- 5.5% redation
- 23% unknown.

There is little evidence that natural factors, which become more severe as numbers of birds increase, such as limited food availability, act to control Canada Goose numbers.

Low annual mortality and high reproductive rates give the national population the scope to increase in size for the foreseeable future.

## **2. Problems Caused By Canada Geese**

### **2.1 Grazing and trampling**

Canada Geese are vegetarians, grazing on both land and water plants.

Damage to amenity grassland in public parks, where the geese may occupy regular feeding and roosting sites all year round can be severe.

Unightly and un-hygenic areas of mud and droppings which are expensive to reinstate frequently occur.

The geese may trample as well as graze pasture and crops.

Planning applications involving the creation of water bodies suitable for Canada Geese close to aerodromes may be refused on the grounds of flight safety.

### **3. Management Techniques**

#### **3.1 The protected status of Canada Geese.**

The Canada Goose, like all other birds in Britain, is protected under the EC Wild Birds Directive implemented in the United Kingdom through the Wildlife and Countryside Act (1981). This makes it an offence to capture, kill or injure Canada Geese, to damage their nests or eggs, or to disturb them on a breeding site. Any control technique which involves breaking the protected status of the Geese requires a licence from the appropriate government authority (see appendix 1).

Canada Geese can be legally shot by authorised persons or trapped by approved methods in the open season (between September 1st and January 31st, or February 20th on the foreshore). The use of shooting or trapping by approved methods to control Canada Geese during the open season does not, therefore, require a licence, but care should be taken to ensure that other regulations concerning firearms safety, capture methods etc. are adhered to. If in doubt, advice can be sought from the organisations listed in appendix 1.

#### **3.2 Integrated Management Strategies (IMS) For Canada Geese**

Experience has shown that it is unlikely that a single management technique will be fully effective in controlling a problem caused by Canada Geese. For example:

- Fencing an area to keep birds off will simply cause them to move to an alternative site close by and continue to cause damage.
- Preventing reproduction by treating eggs to stop hatching will not reduce the population of adults (and hence the levels of damage or nuisance) for many years.
- Culling the adult population at a site may simply allow non breeding adults from nearby waters to move in to vacated breeding territories.

In those cases where effective management of the problem has been achieved, Integrated Management Strategies (IMS) which combine a suite of techniques have invariably been employed. One of the most effective Canada Goose management programmes to date involved the development of an IMS that combined reduction of adult numbers, reproductive control and fencing to exclude birds in an IMS carried out by Wandsworth Borough Council as part of a larger programme to improve the quality of its urban park lakes.



### **3.3 The Scale Of Management Required For A Successful IMS**

Although the damage or nuisance caused by a group of Canada Geese may be occurring at only one site, it is important to remember that the population of geese to which the birds belong may be spread over a number of nearby waters. When developing an IMS for a particular situation, it will often be necessary to manage birds away from the site where the problem actually occurs. This is especially important if population reduction is to be included in the IMS. For example, if scaring or habitat management proved insufficient to control a problem at a wintering site, and population reduction by egg control or culling became necessary, the breeding and moulting sites used by the wintering birds would need to be identified and the co-operation of the landowners obtained before this strategy could be implemented.

### **3.4 Available techniques for the control of problems caused by Canada Geese**

The choice of which techniques to combine into an IMS will depend upon the type of damage that is occurring, the type of control that is needed to reduce the damage to acceptable levels, and the biology and distribution of the birds involved. A series of examples are given at the end of this section.

The techniques available fall into two broad categories; the control of behaviour, by scaring or excluding the birds from the site in question, and the control of numbers, by manipulating the breeding rate or rate of mortality of adult birds. Some of these techniques, especially those involving the manipulation of bird numbers, will require a licence (see appendix 1). Where a licence is needed this is indicated below.

#### **3.4.1 Behaviour modification (scaring, exclusion, repellent chemicals)**

##### **Scaring techniques**

###### **a) Visual.**

##### **Ground based scarers**

Most visual scarers rely on the natural fear of the unfamiliar of wild animals. Scarecrows of various designs, flags and flapping tapes have all been employed to deter geese from areas such as sprouting crops. However, even migratory goose species learn to ignore these deterrents and Canada Geese, which often live close to man, are used to man made items. Scarecrows, whether human or animal effigies, windmills, rotating mirrors etc., should be placed in the centre of the area where problems are occurring and should be moved every 2 or 3 days to maximise their effect. Flags or flutter tape should be attached to upright poles at regular intervals across the affected area. In

general, the closer the spacing of the flags the greater the deterrent effect is likely to be. Visual scarers may be effective for short term deterrence of Canada Geese from sensitive areas, especially if alternative sites are available nearby.

### **Kites and balloons**

Other visual scaring techniques include kites and balloons, often painted with large eyes or made in the shape of predatory birds. A threat from above may be more intimidating for birds which may naturally be attacked by birds of prey, and a single balloon may deter birds from a larger area than a ground based scarer. The devices should be set to fly above the problem area during normal wind conditions. They may need to be re-set if wind direction changes and may not fly well in heavy rain or very strong winds. As with ground based scarers, birds will eventually learn to ignore them and they are best used as short term deterrents when alternative sites are available for the birds to move to.

### **Problems with visual scarers**

Although effective in the short term, visual scarers have some drawbacks, particularly in situations such as public parks. The scarers may be unattractive and interfere with recreational use of areas and could be subject to theft. They also require maintenance and some need to be moved on a regular basis to maximise their effect. Visual scarers are particularly appropriate for use to protect agricultural crops where the geese need to be excluded for a limited period of time such as during sowing or prior to harvest.

### **b) Acoustic**

Acoustic scarers, from the commonly used gas cannon through recorded bird calls to complex solar powered artificial sound generators, are all marketed as being effective in deterring Canada Geese. Most will deter the birds from relatively small areas providing that there are alternative areas for them to use for roosting or feeding nearby. Like visual scarers, the birds will eventually learn that they offer no threat, although their effectiveness can be prolonged by moving the scarers every two or three days. Acoustic scarers are often hidden (by deploying them at the edge of a field or behind hay bales or other screens) so that the birds cannot see where the sound is coming from. This is thought to prolong the time before the birds realise that the sound represents no threat, but there is little scientific evidence to support this assertion.

### **Problems with acoustic scarers**

As with visual scarers, acoustic scarers may be unsuitable for use in areas frequented by the public due to the sudden loud noises involved, and the relatively expensive equipment may be subject to theft or vandalism. These systems are more likely to be of use to protect agricultural crops or to deter birds from islands or similar remote areas.

### **c) Combined visual/acoustic**

Some scaring systems combine visual and acoustic stimuli in order to enhance the deterrent effect. Such systems vary from gas cannons which shoot a projectile up a pole when the cannon goes off (in order to simulate a shot bird falling to the ground) to an inflatable rubber man which emerges from a box accompanied by a loud klaxon. The combination of visual and acoustic stimuli may lengthen the time before the birds habituate to the scarers, and they will be more effective if moved every 2 or 3 days. All of these systems have the same drawbacks as visual or acoustic scarers alone and are suitable for use in similar situations.

### **d) Human operated bird control**

For many bird species the most effective bird scarer is a human being, armed either with a harmless scaring device such as a flag or firework, or with a shotgun. Where Canada Geese are regularly shot, the simple presence of a human may be sufficient to deter birds from an area. In most situations, however, Canada Geese show little fear of man, particularly where they are used to being fed by the public. Even if the geese can be trained to fear humans, the deterrent will only be effective if it is continuously deployed whenever the geese are present. The resulting high cost of human operated scaring of Canada Geese, by whatever method, means that it is usually only an effective option when the damage caused is extremely expensive, or where the risks to health and safety are extreme (e.g. in preventing birdstrikes to aircraft).

### **Shooting to support scaring**

It is widely believed that periodic shooting of a small number of birds helps to make them more wary and thus makes acoustic and visual scarers more effective. Whilst there is little scientific evidence to support this theory, this may well be the case, and licences to shoot limited numbers of birds to support scaring outside the open season may be issued in certain circumstances.

### **Exclusion**

Where scaring of Canada Geese is not desirable, it may be possible to exclude the birds from sensitive areas by physically preventing them from

gaining access. As with scaring techniques, exclusion is likely to be most effective if alternative sites are available for the birds to move to. These techniques may create some difficulties as they affect other waterfowl species as well as Canada Geese. The erection of fences along a lakeside may also have implications for public safety if someone were to fall into the water and be unable to get out easily.

### **Fencing**

Perhaps the most obvious way to exclude Canada Geese is to fence sensitive areas to prevent them gaining access. Despite the fact that the geese can fly, even low fences of around 1m high can be effective in excluding them from some areas as they prefer to walk to their feeding and roosting sites if possible, often landing and taking off from water. Thus, fencing the edge of a lake may be sufficient to cause the geese to move elsewhere if they are unable to walk easily out of the water. Canada Geese dislike enclosed areas where they cannot easily escape from predators. Barriers that divide fields into smaller units may therefore help to discourage the birds from using the site concerned.

Fences have also been successfully used to exclude Canada Geese from breeding and roosting sites, especially where alternative sites were available nearby. Fencing the perimeter of park lakes is not necessarily an expensive option because a simple post and chicken wire fence will suffice if properly erected, but a more decorative and permanent structure may involve a significant cost. Fencing may be a particularly effective option at sites used by moulting Canada Geese because if they are prevented from walking out of the water whilst they cannot fly they will not be able to access the feeding areas nearby. Care should be taken, however, to ensure that if moulting adults or newly hatched young are found at a fenced site, they do not starve through lack of access to grazing areas.

### **Barrier planting, marginal vegetation, trees**

An alternative to fencing lake edges, or placing barrier fencing around grazed areas, is to modify the vegetation in the areas suffering damage by Canada Geese. Establishing areas of dense vegetation along the shores of water bodies (possibly concealing a cheaper fence structure) or breaking up large grass areas with planting which restricts the bird's view of the water (and hence reduces its feeling of safety) have all proved effective in certain circumstances. If Canada Geese do move out to feed in small areas flanked by hedges and trees, they prefer a shallow climb out angle to aid their escape. Thus, the taller the surrounding vegetation relative to the size of the field or other grazed area the less likely the geese are to use it.

### **Chemical repellents**

A number of products are currently under development which are designed to harmlessly repel wildlife from areas where they are not wanted. Some of these products are currently on sale in the USA and have met with mixed success. At present there is no repellent chemical available in the UK that is approved for use and is effective against Canada Geese. Further field testing will be required before a proper evaluation of available repellent chemicals can be made in the future.

### **Habitat management**

It may be possible to permanently alter an area where Canada Geese are causing problems to make the site unattractive to them. Whilst the features that make a water suitable for Canada Geese are not fully understood, enough is known about the biology of the birds to allow a number of suggestions for habitat modifications to be made.

### **Landscaping: bank steepening and island removal**

As with fencing, making it more difficult for Canada Geese to walk out of water bodies onto feeding areas by steepening banks may encourage the birds to move elsewhere. Avoiding shallow marginal areas which support water plants will also restrict the food supply for the geese, but this may adversely affect other waterfowl and/or damage the rest of the aquatic habitat. Safety concerns about having deep water and steep banks in public areas would also need to be considered. Because Canada Geese prefer to breed on islands, the complete removal of an island could be considered if fencing proved ineffective in discouraging the birds. Low lying islands could be effectively removed by raising water levels in some circumstances. As with all other exclusion or habitat modification techniques, the effect on other wildlife would need to be considered before embarking on such a project.

### **Reducing available foraging areas adjacent to water bodies by changing ground cover.**

It may be possible to reduce or eliminate Canada Goose damage to amenity areas by changing the ground cover planting to species that are not palatable to the geese. Ground cover plants with tough leaves, such as Ivy, and many shrub species are not readily eaten by Canada Geese and planting the fringes of lakes with a combination of barrier planting and unpalatable ground cover may reduce the feeding opportunities to the point where the geese move elsewhere.

### **Changing cropping patterns**

Where agricultural damage is occurring, it may be possible to change the crops being grown to those less susceptible to damage by Canada Geese, or

to move to crops which are most vulnerable when the geese are elsewhere. This would obviously require a balance to be struck between the economics of moving to a different crop compared to the cost of either tolerating or controlling the damage being suffered. Further advice can be obtained from the local office of the Farming and Rural Conservation Agency.

### **3.4.2 Population management**

In situations where serious problems are being encountered and where habitat management, scaring or exclusion techniques are inappropriate or have been tried and have failed, it may be necessary to reduce the scale of the problem by reducing the size of the goose population at a particular site. There are a number of techniques that can be used for population management but all require a licence from the appropriate authority, except for shooting in season.

#### **Relocation**

The initial response to the first problems caused by Canada Geese in the 1950's and 60's was to capture the birds during the flightless period of the moult and to move them to other waters where there were no Canada Geese at the time. Many of the relocated birds simply returned to their original home, whilst those that did remain on the new site began to reproduce rapidly in the new habitat and problems soon began to occur at these sites as well. It is thought that these reintroductions played a significant part in the sudden rapid expansion of the Canada Goose population which is continuing today. Because further relocations are likely to speed the geographic spread of the species, and may also speed up population growth in newly colonised areas, it is unlikely that licences will be granted to relocate Canada Geese in the foreseeable future. It is illegal, under schedule 9 of the Wildlife and Countryside Act 1981, to release Canada Geese into the wild without a licence.

#### **Shooting in season**

Canada geese may be legally shot during the open season (1st. September to 31st. January, or 20th. February on the foreshore) by authorised persons (i.e. persons acting with the authority of the landowners and the owners of the shooting rights to the land involved). Because they are frequently quite tame, Canada Geese are not regarded as a very 'sporting shot' by many wildfowlers and the numbers shot each year are relatively small. If the hunting pressure on Canada Geese were to be increased they may become more wary and hence offer a greater challenge to the hunter. However, it is unlikely that winter shooting alone could reduce a large population of, for example, 500 birds by a significant amount in a single season as the increasing wariness of the birds would make the shooting of large numbers in a single session

increasingly difficult, and the birds might simply desert the site during the winter open season, returning to breed, and hence cause more damage, in the spring. Intensive shooting to reduce population size has additional drawbacks in that it will disturb other waterfowl, and may not be possible in public parks etc. for safety and public relations reasons.

### **Egg control (requires a licence)**

Treating the eggs of Canada Geese to prevent hatching is one of the most commonly used licensed population control techniques. It is easily carried out and requires effort annually over a limited period. It is also generally regarded by the public as an acceptable means of population control. Eggs may be removed from nests once the clutch is complete, but there is a possibility that the bird will lay a second clutch. To avoid this, eggs may be treated to prevent hatching or replaced with dummy eggs so that the goose incubates the eggs as normal and then abandons the clutch when they fail to hatch. There are a variety of treatment methods that may be licensed:

- **Egg pricking.** This involves piercing the egg with a pin or small nail and moving this rapidly around inside the egg to kill the embryo before returning the egg to the nest. Egg pricking must be done carefully as if the bird detects that the eggs are damaged she may desert the nest and lay another clutch.
- **Boiling.** Eggs may be boiled to kill the embryo and returned to the nest.
- **Egg oiling.** Eggs may be coated with mineral oil by rolling them in a small quantity of mineral oil carried in a polythene bag. The mineral oil sold as liquid paraffin (BP) in chemists is harmless to the birds - **note this is not paraffin fuel as used in stoves etc.** The oil blocks the pores in the eggshell and starves the embryo of oxygen. This technique is easy to carry out, 100% effective in preventing hatching and does not adversely affect the sitting bird.

Providing that the treatment is applied early in the incubation cycle, ideally immediately after the clutch is complete, all of these techniques are humane and effective in preventing additional young birds being recruited to the population. However, because of the low mortality rate of the adults, it may need 80% of all of the eggs on a site to be treated for in excess of 8 years before egg control alone will begin to show a reduction in population size. If nests are hard to find or manpower resources limited, egg control alone is likely only to hold the problem at its present level rather than to reduce it significantly.

### **Control of adults (requires a licence)**

The quickest way to achieve a large scale reduction in the number of Canada Geese at a site is by the culling of fully grown birds. The effect is immediate

and, if the birds can be captured during the moult, most, or all, of a population can be removed. The principal disadvantage of this technique is that it often meets with a strong adverse reaction from the public. The techniques require some specialist knowledge to be used effectively and considerable manpower is needed if a large scale cull is to be carried out effectively and humanely.

The most common way of removing birds is by capture during the moult. Canada Geese moult all of their flight feathers simultaneously, and, for a period of four to six weeks around the beginning of July, are unable to fly. The birds form moulting flocks, remaining on the water for most of the time to reduce the risk of predation during this vulnerable period. A number of small boats or canoes can be used to herd the birds towards the bank where a funnel shaped enclosure made of chicken wire supported by fencing stakes is erected. The funnel leads into a catching pen with a removable door. The birds are forced up onto the bank and into the mouth of the funnel. The catching party then drive the birds into the funnel and, eventually, into the pen and the door is closed. This technique requires some experience if it is to be carried out successfully, and expert advice should be sought. Smaller numbers of birds may be captured using nets or similar devices, providing any method used does not contravene Section 5 of the Wildlife and Countryside Act 1981, again expert assistance should be employed.

Once captured, it is necessary to humanely despatch the birds. A number of techniques are allowed by law, but it is best to seek professional advice if a large number of birds need to be despatched. Employing a veterinary surgeon to despatch the birds by lethal injection or to oversee the whole operation may be advisable to allay the concerns of the general public.

Before embarking on the large scale destruction of geese it is important to be sure that the birds that you are removing are actually the ones that are causing the problem. For example, birds causing agricultural damage at a wintering site may moult at a site a considerable distance away. It should also be noted that at long established breeding sites there may be a surplus of birds waiting to occupy breeding territories, but which moult elsewhere. Thus, a cull of breeding birds may simply create vacant territories for other birds to move into and repeat culls may be necessary for a number of years before the problem is finally brought under control.

### **3.5 Examples Of Possible Integrated Management Strategies For Problems Caused By Canada Geese**

The choice of which techniques to use in an IMS will depend on a number of factors specific to the site in question; these include the biology and movement patterns of the birds involved, the severity of the problem, the



timescale in which the problem needs to be resolved, possible adverse public reaction, cost and manpower constraints, and the need to obtain licences for some techniques. Examples of IMS that might be developed for typical situations follow, if in doubt, the landowner or manager should take expert advice on the development of an IMS suitable for his or her particular circumstances.

### **Example 1**

*A public park with an ornamental lake and lawns. A resident and growing population of 200 Canada Geese with 15 pairs breeding on an island in the lake. Birds range widely over the park, damaging lawns and bankside vegetation and leaving large quantities of droppings which are fouling grassed areas and paths.*

### **Suggested IMS:**

The lake shore and island should be fenced to prevent the birds walking out to feed. If other waterfowl are present, a small gap at the bottom of the fence will allow them to move in and out of the water whilst restricting the movement of the geese. Consideration should be given to establishing bankside vegetation that is resistant to damage by the geese (the presence of the fence will aid establishment or reinstatement of damaged areas). Flutter tape or other scarers may be deployed to keep the geese off badly damaged areas. In order to prevent further population increase, a licence should be sought from the Department of the Environment, Transport and the Regions to treat the eggs of any birds that breed on the island despite the fencing. The licence could be issued on the grounds of public health and safety due to the hazards posed by the droppings in public areas. These techniques should be monitored for at least two years in order to assess their effectiveness. If problems persist, a licensed cull of birds may be necessary, with sufficient birds being captured during the moult to reduce the population to the desired level, followed by on going egg control to keep the population under control.

### **Example 2.**

*A kept country estate with a large lake which is used as a fishery and a waterfowl shoot in winter. A summer population of 200 Canada Geese with 40 breeding pairs along the lake shore. Non breeding birds moult at a large reservoir nearby and additional birds from other breeding sites frequent the water in winter, swelling the population to 400 birds. The geese are damaging grazing pasture and destroying bankside vegetation which is used as nesting habitat by other waterfowl, their droppings are thought to be polluting the water and killing the fish.*

### **Suggested IMS:**

Increasing the in-season shooting pressure on the geese may be sufficient to encourage the wintering population to move to the other waters nearby. The estate could consider organised goose shoots which may help to bring in income. This would need to be balanced against the disturbance caused to more 'desirable' waterfowl species. Visual or acoustic scarers should be deployed to protect grazing pasture from damage during the summer months and a licence to allow out of season shooting to augment this scaring could be applied for from the local Ministry of Agriculture Fisheries and Food office on the grounds that the birds are damaging grazing pasture, wildlife habitat and possibly fisheries. The summering population could be further managed by fencing the lake edge and planting unpalatable barrier vegetation (which would double as nesting cover for other waterfowl species). If this was insufficient to reduce numbers of breeding birds the landowner could apply for a licence from MAFF to treat eggs to prevent hatching. Culling is unlikely to be immediately effective in this case unless the exercise can be carried out both on the estate lake and the nearby reservoir. A cull on the estate lake would simply make breeding territories available to non breeding birds which would rapidly move in, necessitating repeat culls over a number of years.

### **Example 3.**

*A farm adjacent to a large reservoir, part of which is a designated nature reserve. A resident population of 600 Canada Geese with 30 breeding pairs occupy the reservoir all year round. The birds fly out from the reservoir to feed, damaging newly sprouted winter cereals and other crops.*

### **Suggested IMS:**

The farmer has relatively few options other than shooting in season, scaring (possibly with out of season shooting in support) or changing his cropping patterns to minimise damage. In these circumstances, the attitude of the reservoir managers and others with interests in managing the nature reserve (e.g. local naturalists trusts etc.) are crucial. If the owners of the reservoir are opposed to any control action designed to reduce the population, then the farmer is limited to the techniques described above and may need to go to considerable effort and expense to sustain the scaring effort needed over the period necessary to protect his crop. Acoustic and visual scarers should be deployed and moved at regular intervals to maximise their effect. Regular shooting during the open season may encourage the birds to feed elsewhere, especially if there are alternative feeding sites nearby. Population management, either in the form of egg control or culling of adult birds would only be possible with the co-operation of the owners of the reservoir.

### **5 Further Reading**

ADAS 1987: **Bird Scaring - Leaflet P9003** MAFF Publications

Allan J.R. Kirby J.S. & Feare C.J. (1995) **The biology of Canada geese (*Branta canadensis*) in relation to the management of feral populations.** Wildlife Biology Vol. 1 p 129-143.

Department of the Environment Transport and the Regions (1998) **Population Dynamics of Canada Geese in Great Britain and Implications for Future Management.** Report by Wildfowl and Wetlands Trust and British Trust for Ornithology.

Department of the Environment Transport and the Regions (1998) **Canada Goose Research Project: Control Measures and Study of Related Canada Goose Problems.**

Department of the Environment (1994) **Canada Geese - A Guide To Legal Control Methods.** National Canada Goose Working Group.

Wandsworth Borough Council (undated) **London Lakes Project Overview Document.** Obtainable from Wandsworth BC price £15

## Appendix 1

### **How to apply for a licence to control Canada Geese**

All management of Canada Goose problems must be undertaken within the law. Some techniques, such as scaring birds away (but not from a nesting area) can be undertaken freely, others, such as shooting birds out of season or preventing eggs from hatching are illegal unless a special licence is obtained from the government (usually MAFF or DETR). The law requires that the licensing authority is satisfied that there is a significant problem and that there is no other satisfactory solution before it can issue a licence.

Licences can be issued only for the following situations:

- To prevent serious damage to livestock, foodstuffs for livestock, crops, vegetables, fruit, growing timber or fisheries.
- To preserve public health or public or air safety
- To conserve wild birds or to protect any collection of wild birds.

Applications for a licence to control agricultural problems should be addressed to the nearest MAFF office (address in the telephone directory).

Applications for all other purposes should be directed to:

### **In England:**

Department of Environment Transport and the Regions  
Rm. 902c

Tollgate House  
Houlton St.  
Bristol  
BS2 9DJ

Tel: 0117 9878903

**In Scotland:**

Scottish Office, Agriculture, Environment & Fisheries Department (SOAFED)  
Pentland House  
47 Robb's Loan  
Edinburgh  
EH14 1TY

Tel: 0131 2446548

**In Wales:**

Welsh Office  
Cathays Park  
Cardiff  
CF1 3NQ  
Tel: 01222 825203

Applicants should expect to complete a pro forma application form or send a letter detailing the type of damage being suffered and what measures have already been tried to control the problem. For applications to MAFF, a site visit by a MAFF representative may also be required to assess the nature and severity of the difficulties being encountered. Licences are normally restricted to killing a small number of birds to aid scaring or for treating a limited number of eggs to prevent hatching. Licences for larger scale culls of birds are issued only in exceptional cases and after very serious consideration. All applicants are encouraged to use the licensing scheme as part of a wider management plan to control the number of geese present.

**CONTACT DETAILS**

Central Science Laboratory  
Sand Hutton  
YORK YO4 1LZ

### Examples of Good Practice in the UK

#### Goose Management in South West London

Wandsworth Borough Council (WBC) was awarded funding by the European Commission to restore (improve the water quality, landscaping and decrease bankside erosion) three urban park lakes in Wandsworth (Battersea Park Lake, King George's Park Lake and Tooting Common Lake): The London Lakes Project. The project was divided into six distinct Phases with phase 3 focussing on Waterbird Monitoring and Management. Earlier studies of the use of the sites by waterfowl had confirmed the council's view that Canada Geese potentially contributed to the problem of eutrophication by depositing relative large amounts of phosphorous rich faeces into the lakes. The same studies indicated that Canada Geese spend more time on the lake banks and on the amenity grassland beside the lake, relative to other native wildfowl species, thereby contributing to the problem of bankside erosion. Similarly, other feral and exotic wildfowl, in particular domestic X Greylag Geese and Muscovy, were seen to be in conflict with the projects objectives. These domestic crosses were largely sedentary at Battersea Park and so, although not as numerous as Canada Geese, the grazing and trampling pressure exerted on the banks was continuous throughout the year. In order to meet the water quality and landscaping objectives of the project it was considered necessary by the project partners to reduce the number of Canada Geese and other feral and exotic waterfowl using Battersea Park Lake.

Initially, a survey was undertaken of Canada Geese by the commercial arm of the Wildlife & Wetlands Trust and their movements were mapped. WBC went on to develop an integrated management strategy for their parks. Their strategy involved both site-based and population-based control measures (eggs were treated once a fortnight throughout the breeding season, every year), as well as a range of other management techniques

The measures taken were very effective and other waterfowl benefitted greatly from the changes. More species began to regularly use the ponds, and many species also increased in numbers. This is probably partly because the goose population before control measures began had been high.

Venue	Number of Canada Geese in 1995	Numbers after cull	Numbers in 2015
Battersea Park	124	68	8
Tooting Common	32	N/A	2
Wandsworth Common	62	N/A	12

Wandsworth confirmed there had been a steady decline in numbers year on year from 1995 to 2005 as a result of the suite of measures they put in place, and that the numbers had remained stable since 2005.

The reduction in geese numbers also assisted with improving the water quality. Those water bodies now support more invertebrate species and are better able to support aquatic plants, which over time will further improve the water quality and dissolved oxygen levels.

#### Goose Management in the Lake District

Management of Canada Geese has been carried out on Windermere in some form or other for nearly 20 years. In 2007 a group of science and conservation organisations and major landowners from around the lake formed the Windermere Geese Management Group. It was set up to tackle the problems resulting from the large increase in numbers.

The number of geese in the Lake District National Park varies depending on the time of year. There is a population of resident birds and their numbers are added to in winter and summer by additional birds looking to avoid hard winter conditions elsewhere or find summer grazing. In summer 2011 over 1100 birds were counted on Lake Windermere.

The group have tried temporary fencing, permanent fencing, mechanical scarers and egg oiling to prevent eggs hatching. Despite all of this there are still large numbers of Canada geese causing problems.

As an invasive non-native species, it is recognised that Canadian Geese have a detrimental impact on the area including:

- Damage to shoreline habitats
- Displacement of native species
- Damage to farm grazing and crop land
- Pollution of public and private recreational land
- Public health concerns from pathogens, bacteria and parasites
- Contribute phosphorus to the lake, and their grazing may contribute to the damage and loss of reed beds.

As a result, In March 2012 the Windermere Geese Management Group considered a cull of Canada Geese on Windermere. However the group faced growing opposition to the planned cull from members of the public and organisations including the RSPCA, and decided to defer the proposed cull in order to meet with those organisations and individuals to discuss alternative

approaches to management, and to gather more evidence on the adverse impact of geese on land management, wildlife and visitor enjoyment. To date no cull has taken place and non-lethal control measures continue to be used.

### Goose Management in Scotland

Historically, wild geese have formed an important part of Scotland's natural heritage. Following a period of decline in the 1950s-70s, goose numbers have increased in Scotland and in recent decades the recovery of certain goose populations has caused agricultural damage to crops in some areas. As a result many farmers and crofters affected by large numbers of grazing geese regard them as agricultural pests.

A national policy framework for goose management has been in place in Scotland since 2000 to help balance agricultural and conservation interests, and a national co-ordinating body, the National Goose Management Review Group (NGMRG) has been in place since May 2000 to implement the national policy framework and to advise Scottish Ministers on goose management in Scotland.

The NGMRG is guided in its deliberations by three fundamental objectives which are at the heart of the national policy framework. These core objectives are to:

- Meet the UK's nature conservation obligations for geese, within the context of wider biodiversity objectives
- Minimise economic losses experienced by farmers and crofters as a result of the presence of geese
- Maximise the value for money of public expenditure

In general terms, the national policy framework has delivered what it set out to do, and perhaps more. Its approach to national and local partnership, the integration of the needs of conservation and agriculture, an evidence base of sound science and the growing recognition of the wider public benefits all contribute to the delivery of the objectives and are all direct consequences of the policy framework.

There are seven Local Goose Management Groups (LGMG) set up across Scotland. Each has adopted the national objectives agreed as a result of the previous NGMRG Review in 2005; together with a number of locally defined objectives designed to address the impact of geese in their locality. Further information on those seven Local Goose Management Schemes is available at: <http://www.gov.scot/Publications/2011/02/03083950/20>

As part of its function the NGMRG is required to conduct a multi-disciplinary review of the national policy framework every five years, and to report its findings to ministers. The last review was conducted in 2010 and the review findings were published in February 2011 – see 2010 Review of Goose Management Policy in Scotland .

The Scottish Government response to the 2010 review is also available at: <http://www.gov.scot/Publications/2011/02/17112253/2>

### International Practice

As part of the 2010 review, the NGMRG considered arrangements for goose management in the EU, Scandinavia, Iceland and Greenland – see **Annex ?**

Damage caused by Canada geese must be viewed in context - the impact of any damage depends not just on the numbers of geese present but also the nature and uses of the site. A relatively small number of geese may cause significant problems in a small formal site, while a much larger population may cause no significant problems if the site is large, less formal, or little used by people.

Before any control is considered, it is important to carry out monitoring of the population to determine when in the year Canada geese use the site, and what they use it for. If geese are not present all year round, monitoring should also be carried out in other areas they use as any control measures may need to be coordinated with other landowners to ensure they are effective.

Although geese may be the most visible cause of a problem, they may not be the most significant. For example, water supply and the flow in a water body will have an enormous impact on the water quality.

The presence of other waterfowl species should also be monitored, as these may be affected by control measures.

### Types of Damage

Canada geese, particularly if present in large numbers, may cause a number of problems:

- *Vegetation damage* - Grazing geese may damage lawns and other vegetation, particularly on the banks of ponds or lakes. The birds forage on a range of vegetation. As well as grass they will also eat aquatic and emergent plants which can be important for maintaining dissolved oxygen levels in water bodies. Geese may also damage vegetation by trampling, particularly around the edges of water bodies. In large numbers, the geese can also damage grass areas.



- *Droppings* - On lawns and grassland Canada geese droppings are unsightly, and the droppings may make paths dangerously slippery. Droppings in lakes and ponds add nutrients, particularly nitrate and phosphate, to the water, which can eventually seriously affect the water quality ecosystem. There is some evidence that they pose a hazard to human health if accidentally ingested.
- *Physical damage* - Large numbers of geese may create extensive areas of bare ground at the water's edge and cause erosion of the banks.
- *Aggression* - During the breeding season, geese may become more aggressive towards people, dogs and other waterfowl. Dogs may provoke a particularly fierce response from geese during the breeding season.

### **Management Options**

Research on the control of Canada geese has identified a range of techniques. The research, which included one site with over 300 geese present in summer, suggests that control techniques used in isolation are unlikely to be effective. Control measures will only work if an integrated programme of management techniques is carried out.

In many cases, management options will necessarily be restricted by the need to preserve historic features, planting layouts and so forth. Not all management options will be appropriate for all sites.

All potential control methods are aimed at reducing the numbers of geese, rather than completely excluding geese from a site, as this is usually impossible to achieve. Most control methods may be less effective if the population is relatively small. Control measures can be divided into site-based and population-based techniques.

#### Site-based Management Measures

These do not require a licence and include:

- *Exclusion from islands* - Fencing islands in ponds and lakes used for breeding can discourage geese from nesting on the islands. A 1m chicken wire fence with a 10cm gap between the ground and the bottom of the fence will allow other waterfowl to use the island. This technique is most likely to be successful if islands are well vegetated as this discourages geese from flying over the fence.
- *Access to grazing areas* - Fencing around the margins of a water body can discourage geese from feeding in areas beyond. In this way they can be directed away from sensitive grazing areas. Replanting grassland areas

with shrubs decreases the food supply. Fencing these areas will be needed to ensure plants establish without grazing or trampling pressure.

- *Reduce visibility of water bodies* - Geese prefer to graze close to a water body which provides them with a safe retreat. By obscuring the views between feeding and grazing areas, geese will be discouraged from using them, however, this may be difficult to achieve in historic landscapes.
- *Controlling public access* - Fencing of water bodies can also be used to influence visitors, by restricting opportunities for feeding geese.
- *Interpretation* - Many people visiting sites value the waterfowl populations and consequently control measures may be controversial and should not be attempted without interpretation explaining the reasons for, and benefits of, carrying out control. For example, explaining that there are nature conservation benefits in reducing the geese population. Interpretation can also be used to discourage feeding of the birds, and inform people about aquatic ecology.
- *Other methods* - A number of other techniques can be used but are less well researched. Bird scaring is widely used in some areas on farmland but is less commonly used in aquatic habitats. Many scaring methods are also disturbing to visitors and nearby residents. Chemical repellents are used in North America but with limited effectiveness, and they are not currently approved for use in Britain.

#### Population-based Management

Most population-based management measures require a licence and include:

- *Translocation* - This method has been used in the past, but is no longer encouraged, as it simply transfers a problem to a different site. It is also an offence to release Canada geese into the wild without a licence. Unless other measures are taken, other geese may colonise a site which has had its previous population removed.
- *Egg-pricking, oiling or boiling* - These are an effective way of preventing hatching, as birds are very loyal to their nesting sites, but the longevity of geese mean that a long-term programme of this management would be necessary in order to significantly reduce a population. Oiling of eggs kills embryos by depriving them of oxygen. In order to carry out any of these operations, a licence for the work must be obtained (see below). Leaving eggs in place but preventing them from hatching means adults continue to protect them. Removal of eggs simply induces the female to lay more.

- *Culling* - This also requires a licence if it is to be done during the close season (1 February to 31 August, or 21 February to 31 August below high water mark). Outside the close season Canada geese can be shot by an authorised person, provided that other regulations concerning firearms safety, capture methods and so forth are adhered to. However this has practical difficulties on many sites. It may be more practical to round up geese during the moult, when they are unable to fly, however culling of geese is a very emotive issue.

### **Licensing of Control Operations**

All wild birds, including Canada geese, are protected under Section 1 of the Wildlife & Countryside Act, 1981. It is an offence to take, damage or destroy their nests or eggs without a licence, and it is also an offence to release them into the wild.

Licences for culling in the close season, egg-pricking or translocation of Canada geese can be issued for a number of reasons:

- To prevent serious damage or disease
- To conserve and protect wild birds
- To conserve flora and fauna
- To preserve public health or safety
- To prevent serious damage to livestock, crops, forestry or fisheries
- For the purposes of air safety

Licences are not issued solely to prevent damage to property.

## **Arrangements for Goose Management for Countries within the EU, Scandinavia, Iceland & Greenland**

In the 2010 review, contacts for countries within the EU, Greenland and Iceland were provided through the editor in Chief of the Goose Bulletin published by the International Goose Specialist Group. If no responses were obtained from the nominated persons, then additional requests for contacts were made through the country representatives of Birdlife International.

Representatives were asked to provide information on their country's goose policy framework, the species which cause conflicts, the goose management options, funding arrangements and expenditure, and hunting regulations. Additional supporting information was taken where necessary from web pages of the Federation of Associations for Hunting and Conservation of the EU ( [www.face-europe.org](http://www.face-europe.org)) but this was only possible for countries that had submitted hunting guidance in English.

Responses were received from:

- Iceland (Icelandic Institute of Natural History & Environmental Agency of Iceland);
- Flanders, Belgium (Research Institute for Nature and Forest);
- Greenland (Greenland Government);
- Germany (Kreis Wesel Biology Station);
- England (Natural England);
- Italy (Trieste University);
- France (Ministry of Environment);
- Bulgaria (Bulgarian Society for the Protection of Birds);
- Estonia (Institute of Agricultural and Environmental Sciences and Environment Ministry);
- Denmark (National Environmental Research Institute);
- Netherlands (SOVON);
- Sweden (Swedish University of Agricultural Sciences);
- Norway (Institute for Nature Research ( NINA) and Norwegian Directorate for Nature Management).

Policy, Funding Arrangements & Overall Approach to Goose Management

Country	National policy for goose management	Regional management/policy	Annual expenditure <sup>1</sup>
Sweden	No	Yes (county)	Not available (combined costs are only available for meeting compensation for damage caused by cranes, swans and geese)
Norway	Yes, developed in 1996 (in Norwegian but with English abstract)	Yes (county) (in Norwegian only eg. Forvaltningsplan for gjess i Hordaland and Forvaltningsplan for Gjess i Oslo og Akershus)	310,000 E
Iceland	No	No	Not applicable
Bulgaria	No	No	Not available
Denmark	Circa mid 1990s (in Danish only)	No	100,000 E for bait only (estimate)
France	No	No	Not applicable
Germany	No	Yes (Federal state)	2-3,000,000 E (estimate)
Greenland	No	No	Not applicable
Netherlands	Yes (in Dutch only)	No	12,300,000-13,900,000 E (agri-environment schemes /compensation only over years 2005/2006 to 2007/2008)
Estonia	No	No	200,000 E (based on 2003 figures)

<sup>1</sup> It was not possible to derive comparative costs for goose management between countries due to lack of information available on annual expenditure (national or regional) for all countries. For the few countries where some relevant information was available, it was often an estimate rather derived from government databases or for only partial costs of meeting goose management costs.

Italy	No	Yes (Province)	3,000 E (Province of Gorizia only 2008, 2009)
England	No	No	2,600,000 (based on mean of 10 years)
Belgium	No	Yes (regions)	?

Goose Management Options (for goose species considered to cause damage)

Country	Payment schemes (rate)	Non lethal scaring		Lethal scaring/hunting		Network of specific goose reserves (excluding SPAs etc)	Other
		Use of	Funding provided	'Quarry species'	Out of season licences		
Sweden	Compensation (assessment of damage carried out by inspectors employed by county administration boards)	Yes	Yes	Yes	Yes	No	Sacrificial crops
Norway	Compensation: (i) crop type (pasture <i>versus</i> cereals) and; (ii) goose densities (based on independent counts made)	Yes	Equipment only	Yes	Yes	No	-
Iceland	-	No	No	Yes	Yes	No	-
Bulgaria	Agri-environment scheme (per ha) Compensation (per ha)	No (Illegal)	No	Yes		No	-
Denmark	No	Yes	Equipment only	Yes	Yes	No	Bait fields with grain
France	No	-	-	Yes	No	No	-
Germany	Compensation (assessment of damage by an independent	Yes		Yes	Yes	No	-

	appraiser from agricultural administration. Damage is based on estimating actual loss of crop by comparison of height of grazed and non-grazed areas) Flat rate (per ha)						
Greenland	No	-	-	Yes		No	
Netherlands	Agri-environment scheme (per ha) Compensation outwith reserves (assessment of damage carried out by independent appraiser who must also confirm that scaring techniques have been deployed. Damage is based on estimating actual loss of crop by comparison of height of grazed and non-grazed areas)	Outwith goose reserves only		Outwith goose reserves only	Yes	Yes linked to agri-environment schemes	Egg pricking/nest destruction Cull by gassing Habitat manipulation to reduce feeding opportunities Fencing off breeding sites
Estonia	Compensation (Assessment of damage by a commission of at least three people who must also confirm scaring techniques have been deployed. Damage is determined according to crop type: by level of goose droppings or visual assessments of % damage in test plots )	Yes	No	Yes	No (as yet)	No	-

Italy	Compensation (Assessment of damage, which is carried out by the farmers and information is submitted to the Provincial administration). The amount is 'financial aid' and does not meet the full cost of losses incurred	No	No	No	No	No	-
England	Agri-environment schemes (per ha)	Yes	No	Yes	Yes	No	Addition to general open licence
Belgium	Compensation (assessment of damage by an independent appraiser from the Nature Conservancy Department. Damage is determined by estimating actual damage by calculating the difference in yield between grazed and ungrazed areas of the field)	Yes	No	Yes	Yes	No	Nest destruction

### Hunting Arrangements for Goose Species

Country	Bag limit for 'quarry goose species'	Bag reporting scheme for 'quarry goose species'	Sale of goose carcasses permitted	Hunting licence renewal	Hunting Proficiency exam	Regional variation in protected status of species
Sweden	No	Voluntary	Yes	Annual	Yes	Yes



Norway	No	Mandatory	Yes (approved by the Food Safety Authority)	Annual	Yes	Yes
Iceland	No	Mandatory	Yes	Annual	Yes	Yes
Bulgaria	Yes (daily quota for individual farmers)	Voluntary	No	Annual	Yes	No
Denmark	Yes (set to individual land owners)	Mandatory	Yes (but origin of carcass traceable)	Annual	Yes	No
France	No	Voluntary (mandatory for night time shooting)	No	Annual	Yes	No
Germany	No	Mandatory	Yes	1-3 years	Yes	Yes
Greenland	No	Mandatory	Yes (professional hunter only)	Annual	No	Yes
Netherlands	No	Mandatory	Yes	Annual	Yes	No
Estonia	No	Mandatory	Yes	Annual	Yes	Yes
Italy	NA (geese fully protected)	N/A	N/A	N/A	N/A	N/A
Belgium	No	Mandatory	Yes (but seasonal restrictions)	?	?	?

This page is intentionally left blank



---

**Executive**

**28 April 2016**

Report of the Learning & Culture Policy & Scrutiny Committee

**York Museums Trust Scrutiny Review - Cover Report**

**Introduction**

1. This cover report presents the final report from the York Museums Trust (YMT) Scrutiny Review and asks the Executive to approve the recommendations arising from the review.

**Review Recommendations**

2. In March 2016, the Learning & Culture Policy & Scrutiny Committee considered the Task Group's review findings as presented in the final report at Appendix 1 and endorsed their draft recommendations listed below:
  - In regard to the Council's financial contribution to YMT that:
    - i. A Funding Agreement be developed and maintained consisting of four elements: *Common Partnership Objectives for Museums Provision; Reporting Mechanisms; A Long-Term Financial Plan; A Projected Capital Development Plan*, as set out in paragraph 19 of the final report
    - ii. YMT provide a 5 year rolling financial plan with commentary (at the level of detail given in Annex B of the final report) to support the Council in its consideration of its contribution to maintaining YMT's core business.
    - iii. YMT provide a long-term capital development plan to inform the Council's consideration of its support of YMT's capital development programme.
  - In regard to future custodianship arrangements:
    - iv. A consistent charitable framework to be implemented for all assets and collections, which addresses the objectives set out at

paragraph 23 of the review final report, and which together with the proposed Funding Agreement, replaces the various current legal agreements.

- To ensure YMT can operate as an effective business-like charity:
  - v. The *Common Partnership Objectives for Museums Provision* at paragraph 6 be endorsed as the partnership's long-term shared intentions
  - vi. The reporting arrangements set out in the final report at paragraph 19 ii to be adopted, and the Learning & Culture Policy & Scrutiny Committee to receive bi-annual reports on developments and challenges with respect to the Common Partnership Objectives, the Financial Plan and the Capital Development Plan as the basis for discussion on shared opportunities for the partnership between the Council and YMT.

Reason: To inform the future renewed agreement between YMT and the Council, and to conclude this review in line with scrutiny procedures & protocols

### Implications

3. **Legal** – In regard to recommendation (iv) above, in an effort to ensure one coherent approach across all museums and assets, appropriate legal advice will need to be sought to identify the best approach e.g. whether the existing charitable scheme can be extended or whether a new scheme is required, before a report is made to the Executive Member. Discussion will also be required with regard to whether all the assets should be included in the charity or whether there should be any exceptions.
4. **Financial** – The Council's annual grant to YMT is £607k in 2015/16. The scrutiny review demonstrates the outstanding success of YMT in operating with a council grant 74% lower in real terms today than that required back in 2002, such that the Council's funding now represents less than 10% of YMT's income. This compares very favourably with other services across the country.
5. The Executive previously agreed a plan to reduce the funding by a further £100k each year for three years commencing in 2015/16; however, this saving was deferred in the budget process. This was reflected in the 4 year financial strategy, set out in the budget report,

which referred to “a saving through a reduction in the YMT grant contribution as YMT explore alternative funding and income generation options. This includes a £100k saving agreed by Executive in September 2015, which has been deferred to 2017/18 to allow for discussion with YMT”. Keeping the funding at the same level in 2015/16 demonstrates that the Council is not abandoning the highly successful partnership with YMT through which these important Council services are delivered.

6. Legal costs associated with the proposals arising from the review will be shared between the Council and YMT, and contained within the council’s existing budgets.

### **Next Steps**

7. If the Executive accept the recommendations the process outlined will be operated whereby YMT will provide the information outlined in the report. This will be used to inform the negotiation of the Council’s grant to YMT for 2017/18 and beyond. A context for that negotiation will include the other sources of funding that come into YMT, notably the much more significant funding provided by the Arts Council (£1.2m p.a.), loss of which would be catastrophic to the continued operation of YMT.
8. There are no other known implications associated with the recommendations arising from this review.

### **Risk Management**

9. The public still perceive the museums in York as a council service and therefore any reduction in that provision is likely to reflect negatively on the Council. Without a renewed funding agreement between the Council & YMT it will not be possible to ensure long-term confidence in the Council’s commitment to the museums, or secure the commitment of the Arts Council or other funders / investors. Should significant external funding be lost, YMT could become unviable. The ultimate risk in these circumstances would be of the museums and collections being handed back to the Council in which case the Council would immediately become liable for the maintenance, storage and conservation costs of the buildings, gardens and collections currently in YMT’s care which represents over £900k of YMT’s current expenditure. It should be noted that this is before the cost of operating the museums as visitor venues.
10. Improved custodianship arrangements will mitigate the concerns potential funders and legacy donors have about the long-term security of

their contributions, which has previously prevented YMT from expanding the city's collections.

**Council Plan 2015-19**

- 11. The review of this scrutiny topic supports the Council's priority to encourage 'A Prosperous City for All' where everyone who lives in the city and visitors can enjoy its unique heritage and range of activities.

**Options**

- 12. Having considered the final report at Appendix 1 and its associated annexes, the Executive may choose to amend and/or approve, or reject the recommendations arising from the review as set out in paragraph 6 above.

**Recommendation**

- 13. Having considered the final report and its annexes, the Executive is recommended to approve the recommendations shown in paragraph 2 above.

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

**Contact Details**

**Author:**

Melanie Carr  
Scrutiny Officer  
Scrutiny Services  
Tel No.01904 552054

**Chief Officer Responsible for the report:**

Andrew Docherty  
AD Governance & ICT

**Report Approved**  **Date** 21 March 2016

**Wards Affected:**

**All**

For further information please contact the author of the report

**Background Papers:** None

**Annexes:**

**Appendix 1** – York Museums Trust Scrutiny Review Final Report

---

**Learning & Culture Policy & Scrutiny Committee**

21 March 2016

Report of the York Museums Trust Scrutiny Review Task Group

**York Museums Trust (YMT) Scrutiny Review – Final Report****Purpose of the Review**

1. At the outset of its review the task group asked that options be brought forward to meet the following objectives:
  - To ensure that the Council’s financial contribution to YMT:
    - supports the core purpose of the museums and the collections
    - reflects and furthers the distinctive interests of York residents in the city’s museums
    - provides long-term confidence in the Council’s commitment to the museums in order to secure the commitment of other funders / investors
    - gives YMT a viable financial planning window
    - supports an agreed capital development plan that YMT and the Council will take forward in partnership
  - To identify the most appropriate custodianship arrangements to:
    - provide protection in perpetuity for the buildings and collections, ensuring that they are conserved and remain in the city
    - ensure that the collections continue to grow
  - To enable YMT to operate effectively as a business-like charity

**Consultation**

2. A Council press release was issued in early March 2016 in support of this review, suggesting members of the public may like to submit their views via email on what they hope for from York’s museums in the future. Only a limited number of submissions were received – see Annex A.

3. The press release also suggested that members of the public may like to participate in the review by registering to speak at the Task Group's final meeting or at this meeting of Learning and Culture Scrutiny and Policy Committee.
4. Representatives from YMT attended all of the Task Group meetings and contributed to the discussion on the information provided.

### **Information Gathered**

5. Over a number of meetings the Task Group received information in support of the review. This included:
  - Ideas for core partnership objectives in any future agreement
  - A presentation from YMT with regard to its current financial plan
  - A presentation from YMT on its emerging capital development ideas
  - Information on the current legal structure of the relationship between the Council and YMT
  - Information on the current charities, the properties and collections, and the potential for a new charitable scheme

6. Core Partnership Objectives

The following list of core partnership objectives was presented for the Task Group's consideration. These were drawn from the founding documents from when YMT was established and subsequent "Partnership Delivery Plans", enhanced and updated to reflect the Task Group's discussion at its first meeting and the objectives that the Task Group set out:

- Creation of museum and gallery provision capable of contributing to positioning York as a world class cultural centre
- Provision that is a source of inspiration and enjoyment for all and a stimulus for learning and skills development
- The protection and conservation of the collections, gardens and buildings for future generations including improved storage
- Promotion of the city's museums and collections through a varied range of activities which could include exhibitions, displays, community projects, volunteering opportunities, formal learning for schools, informal activities for families, and adult learning
- Increased access to the city's collections, gardens and buildings and increasing visitor numbers, especially young people



- Recognition of the special significance of the museums and gallery for York residents through the maintenance of pricing incentives for York residents and opportunities for free access
- The facilitation of outreach activities and pricing mechanisms designed to encourage visits by those who do not traditionally use the museums or gallery
- Excellent customer service and visitor experience
- Improved public realm<sup>1</sup> through capital investment and imaginative interpretation schemes
- Active international partnerships to enhance public programmes, to increase YMT's and the city's reputation, and to raise funds
- Retention of registered museum status and development of the designated collections to ensure maximum public benefit
- The maintenance of the Museum Gardens on the Register of Parks and Gardens of Special Historic Interest maintained and the register of botanical gardens
- Public access to the Museum Gardens daily (except relevant Christmas / New Year holidays) unless closure is necessary for reasons of public safety
- Effective, open and transparent governance including effective access and equalities policies covering trustees and staff recruitment practices

#### 7. Current Financial Plan

YMT provided an indicative 3 year financial plan, based on current funding levels from the Council and Arts Council England, for the Task Group's consideration - see Annex B. The purpose of this was to demonstrate a potential format in which YMT could present their future financial plan to the Council annually, as public information, for the purpose of negotiating the Council's financial contribution to YMT.

#### 8. Capital Development Ideas

YMT also provided a presentation on their emerging capital development ideas – see Annex C. Again, the purpose of this was to demonstrate the

---

<sup>1</sup> All the publicly owned and publicly accessible land associated with the museums and gallery i.e. the squares, pathways, right of ways, gardens and open spaces, as well as the buildings and facilities

type of information that the Council might receive from YMT annually as part of the process for developing and renewing the funding agreement.

9. The Current Legal Structure and the Potential for a New Charity

10. **Legal Structure:** The Task Group received information on the key legal agreements that currently govern the relationship between YMT and the Council:

- YMT's Memorandum and Articles of Association
- The Funding Agreement
- The Transfer Agreement
- The Building Leases
- The Collections Loan Agreement
- The Scheme for the Yorkshire Museum and Gardens Charity
- The Kirk Deed

11. It was noted that these agreements were created at a time when circumstances were very different. The principal issues noted with the current arrangements were that:

- Since 2002 the Council's support to YMT has decreased by 74% in real terms such that it now represents less than 10% of YMT's income. The implications of this are that:
  - The Council has much less control, in practice, over YMT's actions
  - It is unrealistic to expect the relationship to continue on the basis of detailed reporting back on a myriad of specific targets
  - YMT increasingly needs to be able to operate as a self-sustaining organisation, adapting their business model and seeking new ways to create funds
  - YMT has already created a new relationship with its visitors, including York residents, through the creation of the YMT card. The inappropriate inclusion of clauses within building leases relating to access for York residents (clauses which would not normally be found in building leases) needs to be addressed
- The Council has not maintained the 5 year funding agreement. It was noted that it will be essential to restore the confidence of other funders through a new funding agreement.
- The Collections Loan and Management Agreement has only 11 years left to run. Furthermore, it provides that any additions to the collections

are transferred to the ownership of the City Council. Given the lack of legal protection for the collections of the Art Gallery and Castle Museum potential major donors do not have sufficient confidence to transfer their collections into the ownership of a local authority. As a result, the city is missing out on potential significant collections: the best that can be achieved in these cases is a long-term loan. There is a real risk at present of the collections failing to grow and potentially significant new collections going elsewhere.

- The leases have 21 years left to run. This is insufficient to attract further major investment funding.
- The above issues taken in the round mean that there is now inadequate protection for the long-term security of the city's museum buildings and collections.

12. **The Yorkshire Museum and Gardens Charity:** The Yorkshire Museum was originally opened in 1830 by the Yorkshire Philosophical Society. The Yorkshire Museum & Gardens is a linked charity to YMT, sharing its charity registration number (1092466) and being treated as forming part of YMT for registration and accounting purposes.
13. YMT is the managing trustee for the Yorkshire Museum & Gardens whilst the Council is the custodian trustee. The duties and responsibilities of a managing trustee and a custodian trustee are different. The role of custodian trustee is limited in scope but important as the custodian trustee formally holds the trust property and can refuse permission for changes which constitute a breach of trust. In this way it acts as a check on use of the assets outside of the initial agreed charitable purpose.
14. The managing trustee on the other hand is responsible for the general control and management of the administration of the charity, including the exercise of any power or discretion exercisable under the trust. A managing trustee has the ultimate responsibility for directing the affairs of the charity, ensuring it is well run and meeting the objectives for which it has been set up. There is, in relation to the financial affairs of the charity, a duty of care and a duty to act with integrity, along side the other trustee duties.
15. All of the property of the Yorkshire Museum and Gardens charity is subject to the terms of the Charities Act and the particular land and buildings listed within the Scheme have an additional level of protection in that they must be retained for use for the object of the charity.

16. **The Kirk Deed:** There is a separate Charity Commission Scheme document in relation to the Kirk Collection of Bygones and again the Council is custodian trustee and YMT is managing trustee in the same way. This Scheme relates to that part of the Castle Museum collections that was originally donated to the City by Dr Kirk in the 1930s.

### **Analysis**

17. In regard to the future legal relationship between the Council and YMT, having considered the information provided, the Task Group agreed that it should be based on two key building blocks, replacing all the current agreements and leases:
- A funding agreement which would govern how the Council would fund YMT
  - A charity with a governing document or scheme, which would set out how the buildings and collections would be managed
18. The Funding Agreement  
The Task Group agreed with a proposal that the future funding agreement be made up of four core elements:
- i) *Common Partnership Objectives for Museums Provision* – The Task Group agreed the appropriateness of the suggested objectives listed at paragraph 6.
  - ii) *Agreed Reporting Mechanisms* - The Task Group agreed that it would be appropriate for YMT to continue to report back to the Council via Learning and Culture Scrutiny Committee twice a year. The report should cover the activities of both YMT and the Council, highlighting development and challenges against:
    - The Core Partnership Objectives
    - The Long-Term Financial Plan
    - The Capital Development Plan
  - iii) *A Long-Term Financial Plan* - Having considered the example 3 year financial plan at Annex B, the Task Group agreed that the format and level of detail was appropriate to inform the negotiation of the Council's annual contribution to YMT; however, they agreed that it would be preferable to extend it to form a 5 year rolling plan in order that it would provide a planning window more consistent with the capital

development plan and the funding cycles of the Arts Council. It was also agreed that a narrative would be needed to support the figures presented providing a commentary on issues such as expected income levels and the variables that could affect this, planned efficiency measures, levels of reserves required and so on.

The Task Group noted that the financial plan would need to provide for a healthy bottom line that would provide a contingency against shortfalls in income, build up depleted cash reserves, assist with the cash-flow requirements of capital projects, and provide match funding for capital projects (it was noted that the indicative levels forecasted in the indicative version at Annex B will not do that).

iv) *A Projected Capital Development Plan* – it was noted that YMT were at an early stage of developing a new capital development plan, focussing on:

- The Castle Museum
- The Museum Gardens
- Storage Consolidation
- Yorkshire Museum - expansion of Public Space

The Task Group agreed that the development plan should identify the respective roles of YMT and the Council within it, the financial areas where YMT would seek support from the Council and other areas where the Council can support delivery of the plan. It should also set out:

- Timescales
- Projected capital requirements
- Outline fundraising strategy
- Connections with partner projects
- Project management and procurement strategies
- Risk assessments

## 19. The Process for Updating the Funding Agreement

In considering how best to establish, maintain and update the Funding Agreement, it was proposed that an annual discussion take place between YMT and the Council. In support of that discussion YMT would need to provide their refreshed 5 year financial plan and an updated capital

development plan. It was also proposed that the annual discussion should take place during August-September each year so that the product of the discussion can be factored into the Council's annual budget setting process. Once the budget for the following financial year is set in February the updated Funding Agreement can be formalised by the relevant Executive Member.

20. It was recognised that it is essential for the Council to continue to make an annual revenue contribution to YMT and that it will not be helpful to YMT for this contribution to be capitalised. It was also recognised that the Council would need to provide YMT with as much certainty about its funding contribution over the life of the 5 year financial plan as it could (recognising that the Council cannot commit future administrations with regard to grant funding levels).
21. It was agreed that the Council's financial contribution should be in respect of the core purpose of maintaining and operating the properties managed by YMT.
22. Charitable Scheme

Consideration was given to the multiple legal agreements currently in place. It was agreed that improved protection is needed for the buildings and collections to ensure that:

- The existing collections remain in the city
- York's collections are used to full advantage for the benefit of York's residents and visitors
- The collections grow

In order to identify the most appropriate custodianship arrangements to ensure the above, the Task Group were asked to consider the benefits of putting all the museum and gallery assets onto a similar basis to those of the Yorkshire Museum and Gardens, i.e. under a charitable scheme, which has the Council as custodian trustee and YMT as managing trustee. In considering that approach the Task Group agreed that any new scheme should:

- Put a double-lock protection on the assets so that neither YMT nor the Council could dispose of or use them outside of the terms of the governing document or scheme without the other's consent (and, in the case of the core assets, the Charity Commission)

- Provide clarity and consistency of approach regarding the long-term use and management of the assets
- Reassure potential donors to the collections regarding the long-term security of their donations
- Reassure potential funders, legacy donors and others regarding the long-term security of their contributions
- Demonstrate the long-term commitment of both the Council and YMT to a partnership approach to protect, preserve and enhance the assets for the public good

### **Review Recommendations**

23. At its final meeting in March 2016 the Task Group agreed to make the following review recommendations:
24. In regard to the Council's financial contribution to YMT that:
  - i. A Funding Agreement be developed and maintained consisting of four elements: *Common Partnership Objectives for Museums Provision; Reporting Mechanisms; A Long-Term Financial Plan; A Projected Capital Development Plan*, as set out in paragraph 18
  - ii. YMT provide a 5 year rolling financial plan with commentary (at the level of detail given in Annex B) to support the Council in its consideration of its contribution to maintaining YMT's core business.
  - iii. YMT provide a long-term capital development plan to inform the Council's consideration of its support of YMT's capital development programme.
25. In regard to future custodianship arrangements:
  - iv. A consistent charitable framework to be implemented for all assets and collections, which addresses the objectives set out at paragraph 22, and which, together with the proposed Funding Agreement, replaces the various current legal agreements.

26. To ensure YMT can operate as an effective business-like charity:
- i. The *Common Partnership Objectives for Museums Provision* at paragraph 6 be endorsed as the partnership's long-term shared intentions
  - ii. The reporting arrangements set out at 18 ii) to be adopted and this committee to receive bi-annual reports on developments and challenges with respect to the Common Partnership Objectives, the Financial Plan and the Capital Development Plan as the basis for discussion on shared opportunities for the partnership between the Council and YMT

Reason: To inform the future renewed agreement between YMT and the Council, and to conclude this review in line with scrutiny procedures & protocols

### Implications

27. **Legal** – In regard to recommendation (iv), in an effort to ensure one coherent approach across all museums and assets, appropriate legal advice will need to be sought to identify the best approach e.g. whether the existing charitable scheme can be extended or whether a new scheme is required, before a report is made to the Executive Member. Discussion will also be required with regard to whether all the assets should be included in the charity or whether there should be any exceptions.
28. **Financial** – The Council's annual grant to YMT is £607k in 2015/16. The scrutiny review demonstrates the outstanding success of YMT in operating with a council grant 74% lower in real terms today than that required back in 2002, such that the Council's funding now represents less than 10% of YMT's income. This compares very favourably with other services across the country.
29. The Executive previously agreed a plan to reduce the funding by a further £100k each year for three years commencing in 2015/16; however, this saving was deferred in the budget process. This was reflected in the 4 year financial strategy, set out in the budget report, which referred to "a saving through a reduction in the YMT grant contribution as YMT explore alternative funding and income generation options. This includes a £100k saving agreed by Executive in September 2015, which has been deferred to 2017/18 to allow for discussion with YMT". Keeping the funding at the



same level in 2015/16 demonstrates that the Council is not abandoning the highly successful partnership with YMT through which these important Council services are delivered.

30. The legal costs associated with recommendation (iv) will be shared between the Council and YMT, and should be possible to contain the council's costs within existing budgets.
31. There are no other known implications associated with the recommendations arising from this review.

### **Risk Management**

32. The public still perceive the museums in York as a council service and therefore any reduction in that provision is likely to reflect negatively on the Council. Without a renewed funding agreement between the Council & YMT it will not be possible to ensure long-term confidence in the Council's commitment to the museums, or secure the commitment of the Arts Council or other funders / investors. Should significant external funding be lost, YMT could become unviable. The ultimate risk in these circumstances would be of the museums and collections being handed back to the Council in which case the Council would immediately become liable for the maintenance, storage and conservation costs of the buildings, gardens and collections currently in YMT's care which represents over £900k of YMT's current expenditure. It should be noted that this is before the cost of operating the museums as visitor venues.
33. Improved custodianship arrangements will mitigate the concerns potential funders and legacy donors have about the long-term security of their contributions, which has previously prevented YMT from expanding the city's collections.

### **Contact Details**

**Authors:**

Charlie Croft  
Assistant Director (Communities,  
Culture and Public Realm)  
Ext. 3371

**Chief Officer responsible for the report:**

Charlie Croft  
Assistant Director (Communities, Culture  
and Public Realm)

Melanie Carr  
Scrutiny Officer  
Scrutiny Services  
Ext. 2054

**Report Approved**  **Date** 16 March 2016

**Wards Affected:**

**All**



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

**Background Papers:** None

**Annexes:**

**Annex A** – Online Consultation Feedback

**Annex B** - Indicative long-term financial plan

**Annex C** - Copy of Presentation on YMT Development Plans

## YMT Scrutiny Review

### Online Consultation Responses

1.	<p>I attended the York residents' weekend with my children, as I do every year. I was really saddened this year to see a huge queue at the art gallery. The gallery was rammed. I understand it was the same at the museums. Locals want to have access to these venues, and should be able to 'pop' in with their children for educational visits over the year.</p> <p>As I understand it, numbers have dramatically fallen for visits to the art gallery since these charges have been brought in.</p> <p>Would it not be possible to agree / write in to the contract free access for York residents to the York Museums Trust properties one weekend a month? There is much evidence that people who get into a gallery or museum free then make a donation, buy a cake, or something from the shop. This would be a 'win win' – locals are happy, the gallery and museums still get some revenue.</p>
2.	<p>It would be a gesture of goodwill to allow those of us that work in York to have free admission too. Our shopping in the main is done in York, we park our cars in York, we work for York employers but we get no benefit at all.</p>
3.	<p>Thoughts on York City Art Gallery:</p> <ul style="list-style-type: none"> <li>• Outside of the controversy surrounding the decision to charge an exorbitant fee of £7.50 for entry to the Gallery, not enough has been done to heighten awareness of the Gallery, currently a modest-looking building on the York street scene. More could be done to involve the public in the life of the Gallery. The York public feel excluded and visitors are not encouraged to visit.</li> <li>• The display of old master painting on the old City wall section to the right-hand side of the Gallery should be a useful pointer as to what can be found inside the building. There are no posters or banners (unlike the neighbouring King's Manor, which has a sizeable banner attached to its railings) to attract the attention of passers-by.</li> <li>• Inside the Gallery, there are no "What's On" information or direction signs to any of the exhibition spaces and the atmosphere is not inviting. The activity room is a useful facility, but compared to other galleries in the region, it could be more</li> </ul>

family-friendly. Usually, galleries provide “props” such as clothing, hats, brollies, etc, for parents and children to dress up as characters in the Gallery`s paintings, or for life drawing practice. The current Portraits exhibition would be a logical place for these.

- Art students at the York College, St John`s University and the University of York could be asked to provide volunteers to go out into Exhibition Square and the neighbouring streets with leaflets advertising Gallery events. Does the Gallery make the effort to place posters and leaflets in local university Art departments, or to give seminars on the York collection?
- The Gallery has always turned its back on the thriving artist`s community in York. Hull, Scarborough and Leeds Art Galleries all hold Open Exhibitions, which in addition to recognising local artists also raise funds from entry fees and commissions from sales. Separate Open Exhibitions can be arranged for painting, print-making and ceramics. The City Gallery could host the annual taster exhibition for York Open Studios.
- York has been home to many artists and craftspeople who have become renowned in their fields and the gallery should be aware of local artists other than Mark Hearld, notwithstanding the good job he does. There should be retrospective exhibitions by such artists as Sally Arnup, Mick Arnup, Neil Willis, Austin Hayes, Harold Gosney and the York Four (David Lloyd Jones, Reg Williams, Russell Platt and John Langton). The Art College, previously part of the Gallery building before moving out of the City centre, was a jumping-off point for many who are currently world-renowned: Paul Wilks RA (painting, prints); Bruno Rominelli RCA (glassware, designer of “Rising Star” trophy for BAFTA TV Awards ceremony each year for the last decade); Andrew Gifford RCA (painting); Neville Astley OBE (BAFTA Award-winning film animator), etc, etc. Look them up to see how well-regarded they are!
- There seems to be no interaction between the York City Art Gallery and the private art galleries in the City, which have survived as commercial entities for many years. These gallery owners are valuable resources of knowledge and expertise and could be invited to curate exhibitions- Ails and Greg McGee, Terry Brett, etc.

	<ul style="list-style-type: none"><li>• There are some major private companies in York which support the arts in various ways, not least financially. These include Harrowells, with a close association with York Open Studios for many years and Hiscox, which works in association with the Schoolhouse Gallery.</li></ul>
--	---

This page is intentionally left blank

**Revenue Income & Expenditure - £'000**

	Forecast	Draft Budget			Indicative Forecast			Indicative Forecast		
	Total 2015/16	Staff 2016/17	Other 2016/17	Total 2016/17	Staff 2017/18	Other 2017/18	Total 2017/18	Staff 2018/19	Other 2018/19	Total 2018/19
Unrestricted Income										
Admissions	2055			2345			2369			2392
YMT Card Sales	148			265			267			270
Gift Aid	226			294			297			300
ACE Major Partner Museum	1230			1230			1230			1230
City of York Council	605			605			605			605
Enterprises Income	865			1220			1224			1229
Museum Development	349			349			349			332
Other Unrestricted Income	120			89			85			85
<b>Total Revenue Income</b>	<b>5600</b>	<b>-</b>	<b>-</b>	<b>6397</b>	<b>-</b>	<b>-</b>	<b>6426</b>	<b>-</b>	<b>-</b>	<b>6443</b>
Charitable Expenditure										
Costs incurred by Enterprises	573	260	652	912	265	654	919	267	656	923
Curatorial	839	476	339	815	484	339	823	489	332	821
Learning	410	270	100	370	274	100	374	277	100	377
Gardens	203	171	40	211	174	40	214	175	40	216
Marketing	494	219	266	485	223	266	489	225	255	480
Premises	625	105	513	619	107	507	614	108	514	622
Visitor Services	1075	977	192	1169	994	192	1186	1004	192	1196
Trust Central Costs	1136	621	634	1255	632	634	1266	638	634	1272
Museum Development	349	169	180	349	171	177	349	173	159	332
	5133	3008	2265	5273	3060	2255	5315	3090	2226	5316
<b>Total Revenue Expenditure</b>	<b>5706</b>	<b>3268</b>	<b>2917</b>	<b>6185</b>	<b>3324</b>	<b>2909</b>	<b>6233</b>	<b>3357</b>	<b>2882</b>	<b>6239</b>
<b>Increase/(Decrease) in Unrestricted Reserves</b>	<b>(107)</b>			<b>212</b>			<b>193</b>			<b>203</b>

This page is intentionally left blank



# **York Museums Trust**

2016-21

Capital Projects

# York Castle Museum



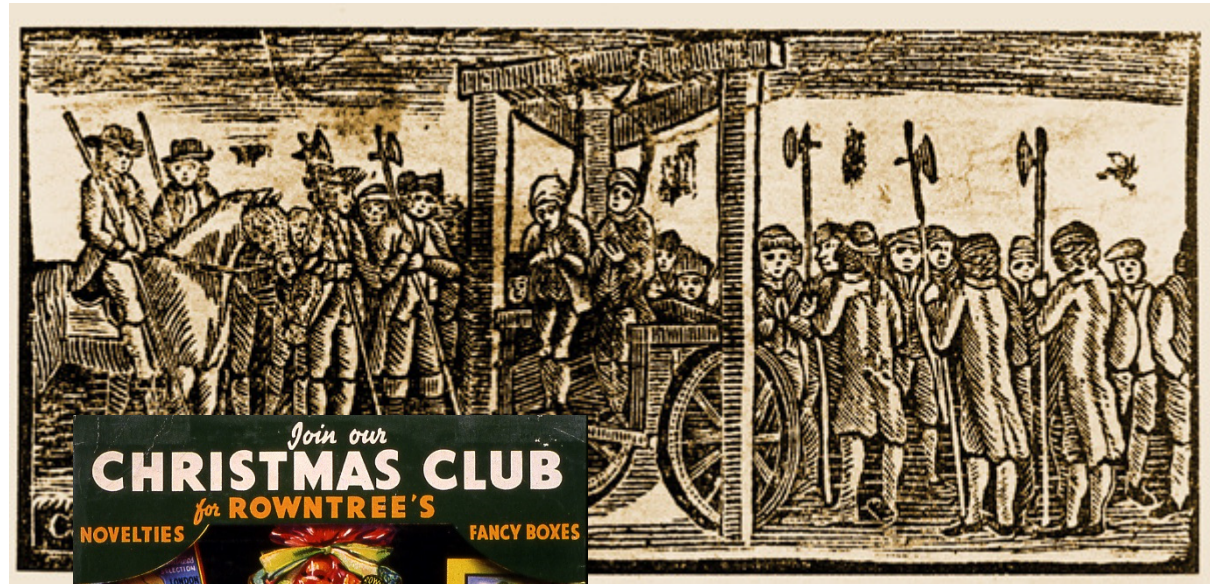


# York Castle Museum





# York Castle Museum





# York Castle Museum





# York Castle Museum



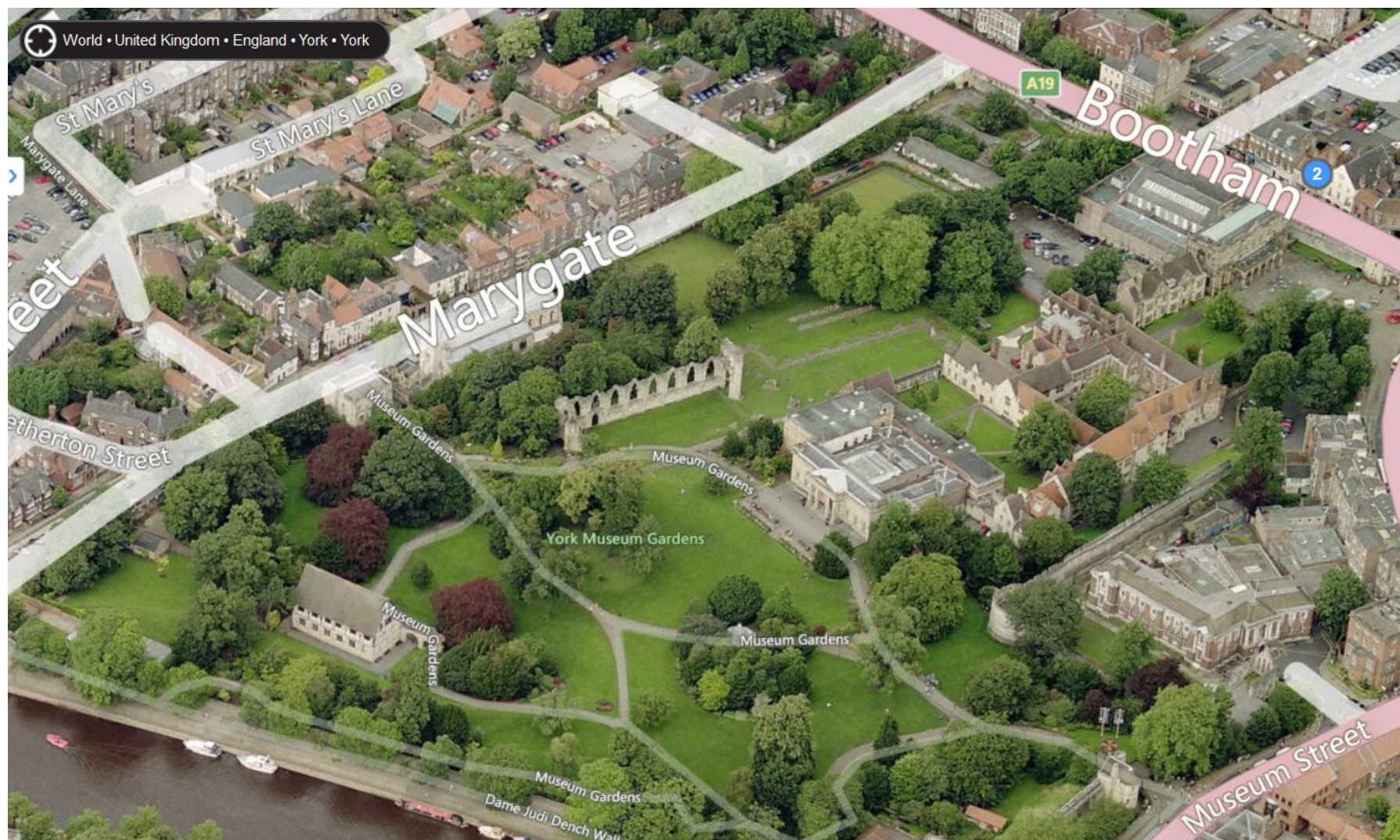


# Collections rationalisation at Birch Park





# York Museum Gardens



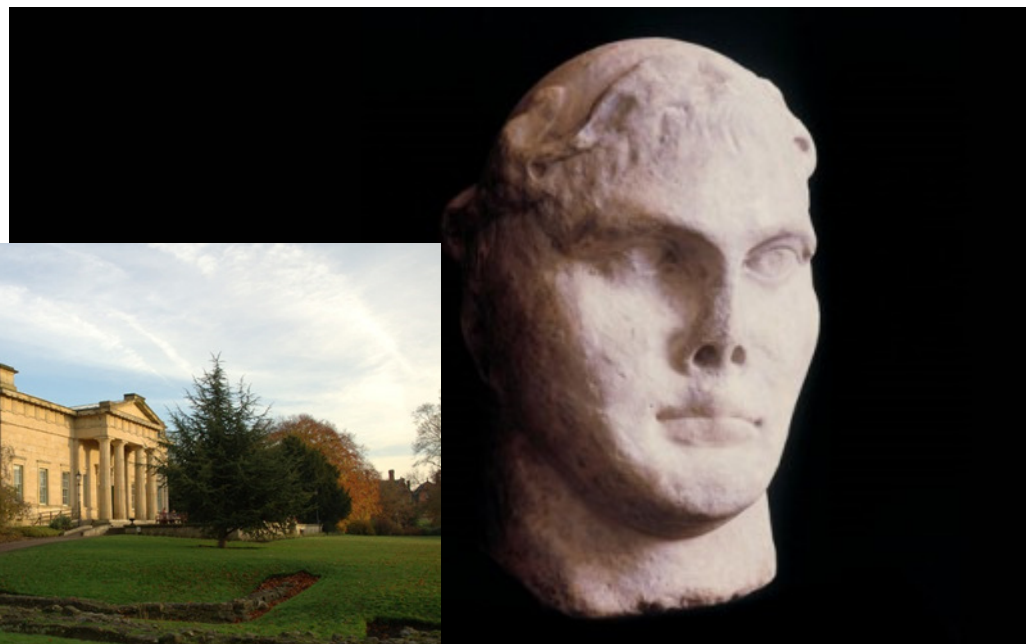


# York Museum Gardens

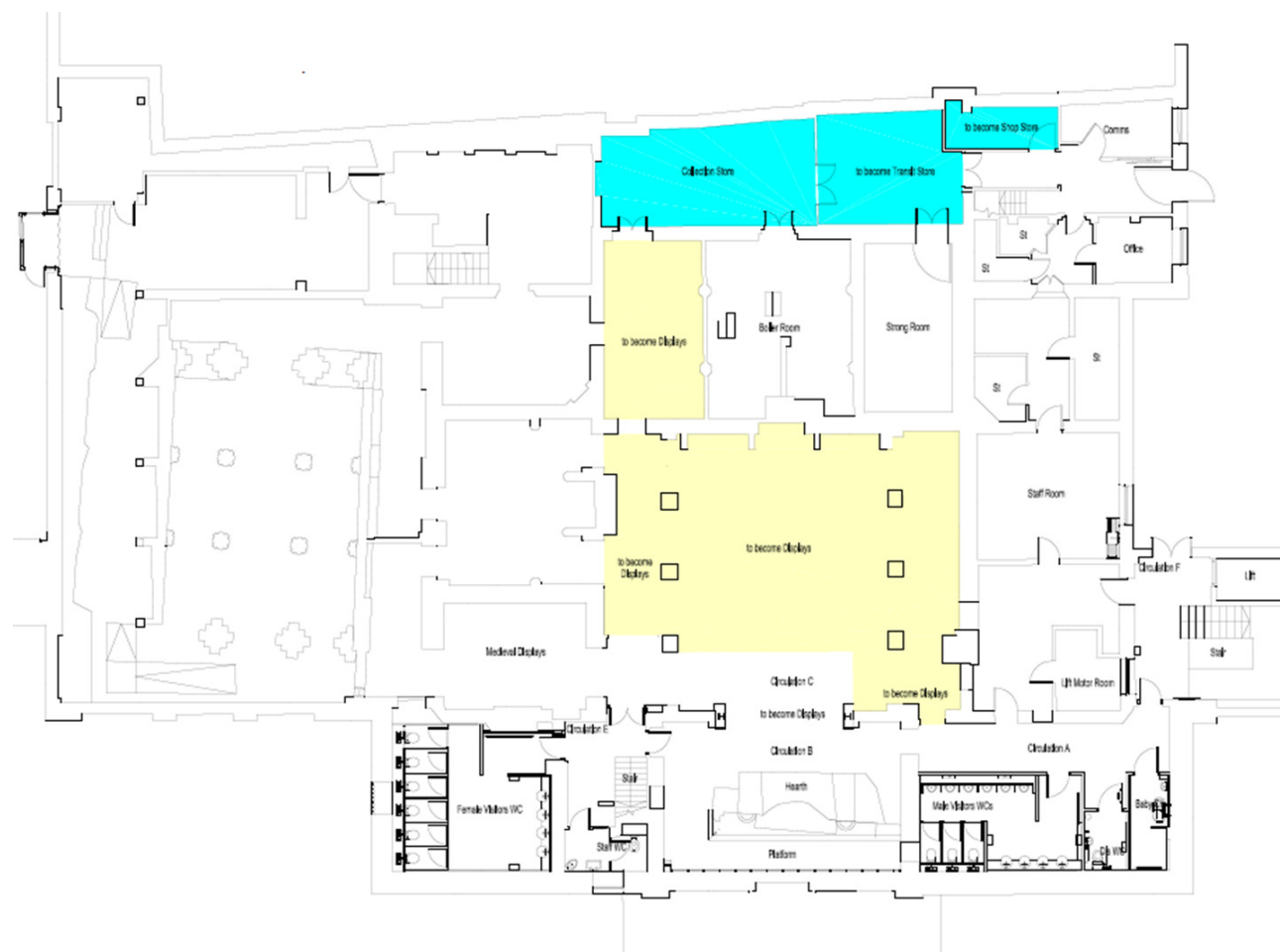




# Yorkshire Museum



# Yorkshire Museum



# Capital programme costs

- York Castle Museum £15m +  
Bid preparation: £700,000
- Collections storage at Birch Park £1.5m
- York Museum Gardens £1m
- Yorkshire Museum £800,000



---

**Executive**

**28 April 2016**

**Report of the Chief Executive**

**City of York Trading – Public interest Report**

**Summary**

1. This report provides a summary of the actions the Council have either taken or are planning in order to address the 10 specific recommendations in the Public Interest Report. The recommendations are set out within this report following agreement of the Public Interest Report at Full Council on 24<sup>th</sup> March 2016.

**Background**

2. This report is submitted in response to the Public Interest Report issued by Mazars, the Council's External Auditor, on 26<sup>th</sup> February. This is included in the Full Council papers of 24<sup>th</sup> March 2016. The Recommendations in the Public Interest Report were welcomed and approved by Council at that meeting, after a full debate in which elected Members (included the Leader, Deputy Leader and Chair of City of York Council Trading Company CYT) reiterated the role of CYT in recruiting and retaining quality staff whilst ensuring front line services profit and thrive. Most importantly, they emphasised the Council's ongoing commitment to fair and transparent governance. Changes had already been introduced to ensure CYT Shareholder's meetings took place in public. In furtherance of this commitment, this report proposes further steps to balance and enhance transparency and openness within an effective and appropriate operating framework. These include revisions to the Council Procedure Rules. In addition to the revisions implemented at the start of the current Municipal Year and the Council's Webcasting Protocol.

**Recommendations**

3. The Executive is asked to:
  - (i) note and agree the actions the Council is taking and proposes to take in order to address the Auditor's recommendations in their report, as set out in paragraph 9 below onwards;

- (ii) refer to Audit & Governance Committee for consideration the changes suggested in paragraph 23 below to both the Council Procedures Rules and the Council's Webcasting Protocol, in the interests of clarity and transparency of approach.

Reason: In order to address the recommendations highlighted in the Public Interest Report.

### **Council Approval of the Payments**

- 4. R1 The Council should take steps to rectify the omission of the Council approval for the payments made to the two directors of City of York Trading Ltd in March 2015 for work for the company in 2013/14.
- 5. CYC response - The two directors have voluntarily agreed to repay the payments made to them. Therefore no further action is required. The External Auditor has agreed with this. In the interests of public clarity and transparency, the letter received from the Auditor on this point is attached at Annex 1 to this report.

### **Governance Arrangements**

- 6. R2 Where the Council envisages a role for a committee within a Council-owned trading company to fulfil a Council function, as appears to have been the case with the Shareholder Committee of City of York Trading Ltd, the Council should ensure that the Constitution is amended to reflect this role and that the composition of the Committee is consistent with the Council's decision making and governance arrangements.
- 7. R3 The Council should review its approach to the establishment and governance of Council-owned companies to ensure that it fully reflects good practice and the lessons from this report.
- 8. R4 In the light of the conclusions of the review recommended in R3, the Council should prepare specific guidance to members and officers on their involvement in Council-owned companies.
- 9. CYC response to Recommendations R2/R3/R4 - The Council continues to review the governance of its companies, including consideration of opportunities presented by trading some of its activities through external trading companies. Further reports will be taken to June's Executive which will set out the proposals to create a governance structure to oversee the activity of its current and future external bodies in which the council has an interest.

10. R5 The guidance recommended in R4 should address the conflict of interest risks likely to arise where members and officers hold both Council and Council-owned company roles (unpaid and paid) and set out clear advice on how these should be managed. The guidance should also specifically address how the conflict of interest risks should be managed where the Council officers involved hold one of the three Statutory Officer roles of Head of Paid Service, Chief Finance Officer and Monitoring Officer.
11. CYC response – The recommendation will be addressed when drafting new guidance once R2/3/4 have been completed.
12. R6 The Council should review its arrangements for ensuring that internal legal advice is followed, and that any instances where such advice is not followed are identified.
13. CYC response - This will be managed within the Council's constitutional procedure and where legal advice is prescriptive it will be followed. Legal advice being a judgement based on risk and informed legal opinion. There may be occasions on which more than one legal opinion is valid and the Council will always have the option to seek additional legal advice as appropriate. Having obtained the most informed legal opinions available, the Council will choose to follow such advice as it deems prescriptive at that time.
14. R7 Where there are unusual or sensitive transactions such as the remuneration to Council officers for their work as for a Council-owned trading company, particularly where they take place for the first time, the Council should bring the matter to the auditor's attention during the audit.
15. CYC response – this will be picked up as part of the Council's Statement of Account procedures and any issues discussed with External Audit, see also 17 below.
16. R8 Where senior Council Officers receive remuneration for their work for a Council-owned trading company; the Council should recognise this as a related-party transaction and disclose it in the notes to the financial statements.
17. CYC response –Council Officers will no longer receive payments of this nature with immediate effect.



## **Register of Interest**

18. R9 The Council should update the officer register of interest form and guidance notes to require disclosure of the value of any remuneration received for an individual officer's role in a Council owned trading company.
19. R10 the Council should review its systems for ensuring that all annual returns are received for the officer register of interests.
20. CYC response to recommendations R9/R10 - New procedures are being put in place to ensure that staff at grade 10 and above complete an annual register of interests declaration. The form and guidance will also be updated to reflect best practice in local government. This will be completed and implemented by 30<sup>th</sup> April 2016. Responsibility will rest with individual officers for complying with the requirement to complete an annual declaration. In addition, the Chief Executive or a member of their staff will monitor these arrangements.
21. As a result of the issues raised in the Public Interest Report, the subsequent discussions, including debate at the Council meeting, and the legal advice received, it has been agreed to review:
  - the Council Procedure Rules; and
  - the Protocol for Webcasting Filming and Recording of Council meetings.

### **Council Procedure Rules:**

22. In the interests of openness and transparency, it is suggested that Council Procedure Rule 14.7 be revised, as follows, to reflect appropriately the balance between freedom of speech and effective management of the meeting. Proposed deletions are show in italics:
23. In exercising his or her public participation rights a member of the public is entitled to express views, positive or negative, about the performance of the Council but must not:
  - Say anything which is defamatory or discriminatory;
  - *Criticise or* make any personal attack on an officer;
  - Disclose confidential or exempt information including personal information *about an individual without that person's consent.*

## **Webcasting Protocol**

24. In an effort to ensure the Council is fully transparent about arrangements for editing the content of webcast or filmed Council meetings, it is proposed that paragraph 7 of the existing 'Protocol for Webcasting, Filming & Recording of Council Meetings', be revised as follows by adding the following provision to the end of paragraph 7:
25. "The Chief Executive will, in consultation with Group Leaders, make the final decision on editing any webcast or filmed material to be broadcast or published in connection with any Council meeting."
26. Annex 2 to this report sets out the full wording of the existing Protocol for Members' ease of reference.
27. Audit & Governance Committee has a role in considering changes to the Council's Constitution and any protocols or procedures it contains. Whilst the Webcasting Protocol is not a constitutional document, given the public nature of the protocol, it is still considered highly appropriate for Audit & Governance Committee to review the proposed change in the interests of both transparency and consistency. The Executive is asked to recommend both the changes outlined in paragraph 23 above to Audit & Governance Committee in May 2016 for consideration and referral to Council in July 2016, as appropriate.
28. The Executive will also make progress reports to the Audit and Governance Committee, where appropriate, seeking their comments in relation to the actions arising from the Public Interest Report and, in turn, the Committee's comments will be reported back to Executive for decision on the recommendations to Council if required.

### ***Contact Details***

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

Steve Stewart  
Chief Executive  
Tel No.01904 552000

#### **Chief Officer Responsible for the report:**

Steve Stewart  
Chief Executive

**Report** ✓  
**Approved**

**Date** 19/04/2016

**Wards Affected:**                    **All**    ✓

For further information please contact the author of the report

**Annexes**

**Annex 1 - Letter received from External Auditors in relation to  
Directors payments**

**Annex 2 - Protocol for Webcasting, Filming and Recording of Council  
Meetings**



Mr Steve Stewart  
Chief Executive  
City of York Council  
West Offices  
Station Rise  
York YO1 6GA

Direct line 020 7063 4310

Email [gareth.davies@mazars.co.uk](mailto:gareth.davies@mazars.co.uk)

21 March 2016

Dear Steve

### **Recommendation R1 of our public interest report on City of York Trading Ltd**

Thank you for letting me know that the two officers who received payments for their work as directors of City of York Trading Ltd have agreed to repay those amounts to the company. In the light of this, I understand that the Council's view is that, in addressing the first recommendation of our public interest report, it is no longer necessary for the Council to give retrospective approval to the decision of the company to make the payments.

Our recommendation was made so that the position on the payments could be regularised. I confirm that, on the basis that the amounts involved are repaid in full, the objective of the recommendation will have been met and there is therefore no need for the Council to give retrospective approval to the decision of the company to make the payments.

Yours sincerely

A handwritten signature in black ink that reads 'Gareth Davies'.

Gareth Davies

*Partner*

Mazars LLP – The Rivergreen Centre - Aykley Heads - Durham - DH1 5TS  
Tel: +44 (0) 191 383 6300 – Fax: +44 (0) 191 383 6350 – [www.mazars.co.uk](http://www.mazars.co.uk)

Mazars LLP is the UK firm of Mazars, an integrated international advisory and accountancy organisation. Mazars LLP is a limited liability partnership registered in England and Wales with registered number OC308299 and with its registered office at Tower Bridge House, St Katharine's Way, London E1W 1DD.

Registered by the Institute of Chartered Accountants in England and Wales to carry out audit work.



INVESTOR IN PEOPLE



This page is intentionally left blank



---

## ***Protocol for Webcasting, Filming and Recording of Council Meetings***

### **Background**

Local Authorities and the Department for Communities and Local Government have been exploring ways in which residents can be encouraged to participate in local democracy through the provision of filming and recording of Council meetings. The main purpose of webcasting has been to give members of the public the chance to view meetings as they happen without having to attend in person.

Webcasting and the retention of film on the Council's YouTube site does not replace the formal record of meeting and the decisions made. The only formal record of any meeting of a Local Authority is its minutes and agendas which are required to be maintained and retained for a number of years.

### **Protocol**

#### ***Operating Procedure for Filming/Webcasts***

1. At the start of each meeting to be filmed, an announcement will be made to the effect that the meeting is being webcast, and that the Chair may also terminate or suspend the webcast of the meeting, in accordance with this protocol. This will be confirmed by the Chair making the following statement: - "I would like to remind everyone present that this meeting will be broadcast live to the internet and will be capable of repeated viewing."
2. Webcasts will only commence at the beginning of a meeting when the Chair opens the meeting and will finish when the meeting is closed.
3. The Chair has the discretion to terminate or suspend the webcast if in their opinion continuing to webcast would prejudice the proceedings of the meeting. Circumstances that could lead to suspension or termination of webcasting include public disturbance

or other suspension of the meeting or the potential infringement of the rights of any individual.

4. No exempt or confidential agenda items shall be webcast, and no part of any meeting will be webcast after the Council has voted to exclude the press and public because there is likely to be disclosure of exempt or confidential information.
5. Anything that is outside of the scope of the meeting will not be filmed. This includes reaction shots, walkouts etc. Where an operator is unsure on what to film or is in an unfamiliar situation, the operator should always select a camera shot of the Chair of the meeting.
6. Young people under the age of 16 should not be filmed.
7. Editing of content should only be undertaken if there is a legal reason, for instance the name of a person in witness protection was divulged by a public speaker, confidential personal information is inadvertently disclosed or defamatory comments made. Editing of content may also be authorised in exceptional circumstances such as if an attendee is taken ill on screen. A log will be maintained of webcasts where content has been edited.
8. Should the webcast be halted for a technical reason the following procedure will be applied:
  - The operator will inform the Committee Officer as soon as practically possible.
  - The operator will also inform the Press Office and the Head of Legal and Democratic Services so they can disseminate this information to political group leaders including an explanation of what went wrong, what is being done to recover any lost data and how will mitigate issues in the future.
9. When any editing of content occurs then the same procedure as above will be followed.



10. In the event of obscenities being shouted, the sound will be muted either live or in post production as our webcasts are accessible by people of different ages.
11. As part of the process for registering to speak at Executive or Council meetings, residents will be advised that the meeting will be streamed on the internet and a copy of the meeting retained on YouTube. If an attendee does not wish to be filmed whilst speaking to the committee, the webcast operator will:
  - Give guidance to the best place to sit
  - Ensure no close-up images of the attendee will be taken
  - If the attendee is speaking, the webcast operator will focus the camera on the Chair
  - Guidance notes will also be issued to those residents in the audience at Council meetings advising them to contact any member of City of York Council staff if they have concerns about being seen on camera.

### ***Technical Arrangements***

12. A digital back-up of recordings will be kept by the Marketing Team and will be an unedited raw version of what the cameras and microphones 'see' during the meeting. This will be kept by the Marketing Team and used in the case of:
  - Internal scrutiny for pause decisions
  - Back-up facility in case of technical issues

### ***Signage at Meetings***

13. On signs to be displayed inside and outside the meeting room and on the meeting agenda there will be the following notice:

#### **Webcasting Notice**

**Please note: this meeting may be filmed for live or subsequent broadcast via the internet – at the start of the meeting the Chairman will confirm if all or part of the meeting is being filmed.**

**You should be aware that the Council is a Data Controller under the Data Protection Act. Data collected during this webcast will be retained in accordance with the Council's published policy.**

**Public seating areas will not be filmed by the Council.**

***Filming by member of the public and press***

14. Initially, the Council proposes to film all the Executive and Council meetings but will consider either filming or securing a sound recording of other public meetings over time. Residents are permitted to film or record Councillors and Officers at any Council meetings that are open to the public and press with immediate effect.
15. We may reasonably ask for the filming to be undertaken in such a way that it is not disruptive or distracting to the good order and conduct of the meeting. As a courtesy, attendees will be informed at the start of the meeting that is being filmed; we recommend that those wanting to film liaise with the Council staff before the start of the meeting.

***Tweeting or blogging by members of the public and press***

16. The Council permits Social media reporting of all its public meetings.

***Photography***

17. The Council permits photography at all of its public meetings.



---

**Executive****28 April 2016**

Report of the Director of Children's Services, Education &amp; Skills

(Portfolio of the Executive Member for Children's Services, Education &amp; Skills)

**Review of the Provision of Home to School Transport****Summary**

1. This report presents proposals to review provision of home to school transport.

**Recommendations**

2. Executive are asked:
  - i. To approve the option as set out in paragraph 11(a) – To withdraw the dedicated home to school bus services to and from Manor CE Academy from September 2016, and provide assistance with transport for eligible pupils only.  
*Reason: To ensure that adequate transport arrangements are available for those pupils who are still eligible for assistance with home to school transport, whilst making a saving of £45,000 in the 2016/17 financial year.*
  - ii. To approve the option as set out in paragraph 18(a) - to continue to provide a dedicated home to school bus service to St Wilfrid's RC Primary School for both eligible and non eligible pupils (who will pay a concessionary fare) for 2016/17 but withdraw the dedicated home to school bus service from July 2017, replacing it with the offer of a mileage allowance to parent/carers of eligible pupils.  
*Reason: This will ensure provision of transport for eligible pupils but will achieve a saving of £5,220 for the 2016/17 financial year and £16,000 for the 2017/18 financial year.*
  - iii. To approve the option as set out in paragraph 24 (b) - To begin consultation on implementing Personalised Transport Budgets (PTB's) at an enhanced rate for all SEN Post-16 and 19-25

young people who are eligible for assistance with transport, on a rolling programme from September 2016 onwards. This would achieve savings of £32,812 for the 2016/17 financial year, based on 50% of eligible young people being transferred to PTB's from September 2016.

*Reason: To maintain support for transport for these students but enable a reduction in expenditure.*

## **Background**

3. There is a requirement to reduce the home to school transport budget as follows:
  - 2016/17 £100,000
  - 2017/18 £200,000
4. The purpose of this paper is to put forward a number of options to continue to support those eligible pupils/students but reduce expenditure.

## **Options and Analysis**

### **Manor CE Academy**

5. A decision was taken in September 2012, following a recommendation of the Learning and Culture Overview and Scrutiny Committee, that from September 2013, transport for pupils attending denominational schools would be withdrawn. At this time, Members agreed that transport would continue to be provided for those pupils already eligible for assistance. For secondary aged pupils, this would be until July 2017.
6. In addition, the low income transport policy (for pupils in receipt of free school meals or whose parent/carers are in receipt of maximum level of working tax credit) remains in place, for pupils who attend the nearest school preferred on grounds of "religion or belief", where that school is between 2 and 15 miles from their home address.
7. There are currently three dedicated home to school bus services to and from Manor CE Academy. The cost of these services in the 2015/16 financial year is £78,000. These services have continued to be provided since the policy change in September 2013.

8. Those pupils who are not eligible for assistance have been able to purchase concessionary seats on the services at a current cost of £380 per seat. As the average cost of a seat on these vehicles is approximately £700, this means that the full costs have not been passed on to parent/carers.
9. There are currently 83 pupils who purchase concessionary seats on the dedicated home to school bus services to Manor CE Academy.
10. From September 2016, there will be 30 pupils eligible for assistance with home to school transport to Manor CE Academy. This includes a small number who are eligible for assistance under our low income policy, and this figure assumes that they will continue to be eligible.
11. Saving Options - Manor CE Academy:

- (a) To withdraw the dedicated home to school bus services to and from Manor CE Academy from September 2016, and provide assistance with transport for eligible pupils only. This assistance would be in the form of bus passes for those served by public bus services, and a dedicated service for those not served by public transport. This would provide savings of £45,000 for the 2016/17 financial year.

The 30 eligible pupils who would be provided with assistance are as follows:

- Rawcliffe/Skelton - 13 pupils  
First York bus pass –average journey time of 45 minutes, current average journey time of 20 minutes
- Hessay/Rufforth/Askham Richard– 6 pupils  
Dedicated service – journey time as it is currently
- Copmanthorpe/Acomb/Foxwood – 11 pupils  
Connexions/First York bus pass – average journey time of 55 minutes, current average journey time of 30 minutes

Of the 83 non-eligible pupils, there would be approximately only 30 pupils who are not living on the route of public service bus route in September 2016 (Rufforth/Hessay/Askham Bryan/Askham Richard). There may be the option for parent/carers to enter into a private arrangement with a transport provider to procure a service.

- (b) To continue to provide a dedicated home to school transport service for eligible pupils until July 2017, with non-eligible pupils having the option to purchase a concessionary seat at the current cost of £380. This option would provide savings of only £11,066 for the 2016/17 financial year but would provide the current dedicated home to school bus service for both eligible and non-eligible pupils.

### **St Wilfrid's RC Primary School**

12. A decision was taken in September 2012, following a recommendation of the Learning and Culture Overview and Scrutiny Committee, that from September 2013, transport for pupils attending denominational schools would be withdrawn. At this time, Members agreed that transport would continue to be provided for those pupils already eligible for assistance. For primary aged pupils, this would mean that there would still be eligible pupils until July 2019.
13. In addition, the low income transport policy (for pupils in receipt of free school meals or whose parent/carers are in receipt of maximum level of working tax credit) remains in place, for pupils who attend the nearest school preferred on grounds of "religion or belief", where that school is between 2 and 15 miles from their home address.
14. A dedicated home to school bus service is provided to and from St Wilfrid's RC Primary School from the Strensall/Haxby/Clifton Moor/Rawcliffe areas of the city. The cost of this service in the 2015/16 financial year is £40,000. This service has continued to be provided since the policy change in September 2013.
15. Those pupils who are not eligible for assistance have been able to purchase concessionary seats on the services at a current cost of £380 per seat. As the average cost of a seat on these vehicles is approximately £1120, this means that the full costs have not been passed on to parent/carers.
16. There are currently 14 pupils who purchase concessionary seats on the dedicated home to school bus services to St Wilfrid's RC Primary.
17. From September 2016, there will be 14 eligible pupils eligible for assistance with home to school transport to St Wilfrid's RC Primary School.

18. Savings Options – St Wilfrid’s RC Primary School:
- (a) The LA continues to provide a dedicated home to school transport bus service to St Wilfrid’s RC Primary school for the 2016/17 school year. A reduction in pupil numbers will allow for a smaller vehicle representing a saving of £5,220 for the 2016/17 financial year. The dedicated home to school transport would be then withdrawn from September 2017. For those pupils who are still eligible from that date a mileage allowance would be available to their parents. This would achieve a further saving of £16,000 in the financial year 2017/18.
  - (b) To continue to provide a dedicated home to school transport service for eligible pupils beyond July 2017, with non-eligible pupils having the option to purchase a concessionary seat at the current cost of £380. This option would provide savings of only £5,000 for the 2017/18 financial year but would provide the current dedicated home to school bus service for both eligible and non-eligible pupils.

#### **Withdrawal of Post-16 & 19-25 SEN transport**

19. Provision of Post-16 transport is non-statutory, and is currently provided on a discretionary basis. The cost to the LA for Post-16 and 19-25 SEN transport is approximately £450,000 per annum. The majority of this transport is taxi or minibus transport, to educational provision both within and outside of the City of York.
20. All parent/carers of pupils with Special Educational Needs in receipt of assistance with transport were given the opportunity to take up a Personalised Transport Budget (PTB) from September 2015. The current PTB provision is a payment of 60p per mile, for 2 return journeys per day, with payment in advance at the beginning of each term. To date, only 8 parent/carers have taken up a PTB.
21. It is estimated that expenditure on home to school/college transport could be significantly reduced if Personal Transport Budgets could be implemented for all post 16 SEN students.
22. A PTB replaces dedicated home to college transport being provided by allowing for a contribution being made towards transport costs rather than meeting the full costs. It also provides some flexibility and choice to the individual student and their families.



23. In order for Personal Transport Budgets to be successful, there needs to be viable options available for parent/carers so that they have available options to get their child to and from their appropriate provision, at a reasonable cost. To support parent/carers in the transition, the LA will be actively seeking alternative transport providers who may be able to support this move. These options will include details of voluntary organisations/social enterprises who may be able offer transport provision, support in Independent Travel, and other options they may wish to consider.
24. Savings Option: Withdrawal of SEN Post-16 and 19-25 transport:
  - (a) To implement Personalised Transport Budgets for all SEN Post-16 and 19-25 young people who are eligible for assistance with transport, from September 2016, based on the current Personalised Transport Budget payment system. This would achieve savings of £131,250 for the 2016/17 financial year.
  - (b) To begin consultation on implementing Personalised Transport Budgets at an enhanced rate for all SEN Post-16 and 19-25 young people who are eligible for assistance with transport, on a rolling programme from September 2016 onwards. This would achieve initial savings of £32,812 for the 2016/17 financial year, based on 50% of eligible young people being transferred to PTB's.
25. This option would mean that the LA would no longer have any dedicated home to college transport for this group of young people. However it would mean that support could be provided in terms of options available for alternative transport.
26. The PTB would be calculated by taking into account the young person's level of need eg if they need a Passenger Transport Assistant, or a wheelchair vehicle. It also considers what would be an appropriate form of assistance, the distance from home to educational provision, and transport options available.

### **Consultation**

27. Denominational transport - Informal consultation has taken place with both Manor CE Academy and St Wilfrid's RC Primary School over the proposals.
28. SEN Post-16 and 19-25 transport – Consultation will take place with the relevant stakeholders and parental groups to seek their involvement and input into the development of Personalised Transport Budgets.

### **Council Plan**

29. **Prosperous City for all** – use of local transport providers, including the voluntary sector. Helping grow businesses and providing employment within the city.
30. **A council that listens to residents** – responding to the needs of the client group who are eligible for assistance with transport and seeking their input in implementation of new ways of delivering services.
31. **A focus on frontline services** – ensuring that quality services are delivered to residents within the constraints of reduced resources.

### **Implications**

#### **Financial**

32. Savings targets have been set for the home to school transport budget for the next two financial years. The recommendations in the report demonstrate options for how these savings can be made.

#### **Legal**

33. The recommendations in the report relate to non-statutory functions which are currently provided by the LA under their discretionary powers.

#### **Equalities**

34. See Legal implications.

**Other Implications**

- 35. There are no specific Human Resources, Crime and Disorder, Information Technology or Property implications arising from this report.

**Risk Management**

- 36. Savings are required to be made against the Home to School Transport budget. The areas identified are non statutory functions. If savings are not made in the areas identified then there will be the requirements to look to other areas, which could lead to a reduction in service provision and quality of service provision.

**Contact Details**

**Authors:**

Mark Ellis  
Head of School Services  
01904 554246

**Chief Officer Responsible for the report:**

Jon Stonehouse  
Director of Children’s Services,  
Education and Skills

Sarah Kingston  
Transport Project Lead  
School Services  
01904 554296

**Report  
Approved**

**Date** 18.04.16

**Specialist Implications Officer(s)** List information for all

Financial - Mike Barugh, Principal Accountant, 01904 554573  
Legal – Peter Cairns, Senior Lawyer, Education & Employment,  
01904 551095

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

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

**Background Papers**

None

**Annexes**

Annex 1 – Community Impact Assessment

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

Proposal to withdraw provision of a dedicated home to school bus service to Manor CE Academy from September 2016, and to St Wilfrid's RC Primary School from September 2017

Consultation regarding the introduction of Personalised Transport Budgets for post-16 SEN pupils

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

To review provision due to the reduction in the number of pupils eligible for assistance with home to school transport.

Consultation regarding introduction of Personalised Transport Budgets for post-16 SEN pupils

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

Sarah Kingston, Transport Project Lead, School Services

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

**Yes**

**Yes**

**Community of Identity affected:**

Age  
Disability

Age  
Disability  
Carers of Disabled people

**Summary of impact:**

Withdrawal of dedicated home to school bus service will mean other types of transport will need to be used to travel to school, including public transport

Widening the options available to parent/carers to enable SEN pupils to travel to school

**5. Date CIA completed: 15.04.16**

**6. Signed off by:**

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

**Name:**

**Position:**

**Date:**

**8. Decision-making body:**  
**Executive**

**Date:**  
**28.04.16**

**Decision Details:**  
**Recommendations:**  
**(1) To withdraw dedicated home to school bus services to Manor CE Academy & St Wilfrid's RC Primary School**  
**(2) To commence consultation regarding the introduction of Personalised Transport Budgets for SEN post-16 pupils**

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

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

## Community Impact Assessment (CIA)

### Community Impact Assessment Title:

Proposal to withdraw provision of a dedicated home to school bus service to Manor CE Academy from September 2016, and to St Wilfrid's RC Primary School from September 2017

Proposal to commence consultation regarding the introduction of Personalised Transport Budgets for post-16 SEN pupils

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

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

### Community of Identity: Age

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<b>Withdrawal of dedicated home to school bus services</b> – this will impact most directly on young people as customers of the service. Withdrawal of this service will	Access to services Health Education	<b>N</b>	<b>None</b>

<p>require other types of transport to be used to travel to school, including public transport. There is potential for this to have a slight negative impact on young people if the alternatives do not allow the same access to services.</p> <p><b>Introduction of Personalised Transport Budget</b> – young people will be most directly impacted as the services relate to provision of transport for young people. There is potential for a positive impact in allowing greater choice and more appropriate transport provision for recipients of a Personalised Transport Budget. There is potential for a negative impact if the use of the Personalised Transport Budget does not result in as appropriate a service.</p>		<p>Access to services Health Education Individual, family and social life</p>	<p>N/P</p> <p>None</p>	
<p><b>Details of Impact</b></p>	<p><i>Can negative impacts be justified?</i></p>	<p><b>Reason/Action</b></p>	<p><b>Lead Officer</b></p>	<p><b>Completion Date</b></p>
<p><b>Home to school bus services to Manor CE Academy will be withdrawn from September 2016, and to St Wilfrid’s RC Primary School from September 2017.</b> This means that alternative forms of transport need to be sought by parents/carers. There is potential for this to have a slight negative impact on young people if the alternatives do not allow</p>	<p><b>Yes</b></p>	<p>Alternative transport is available in the form of public bus services. Appropriate consultation, information and support will be available to ensure that parents/carers are able to access these alternatives.</p>	<p><b>Mark Ellis</b></p>	<p><b>31.07.16</b></p>



<p>the same access to services.</p> <p><b>Personalised Transport Budgets will mean that Parents/carers decide how their child will get to and from school.</b> There is potential for a positive impact in allowing greater choice and more appropriate transport provision for recipients of a Personalised Transport Budget. There is potential for a negative impact if the use of the Personalised Transport Budget does not result in as appropriate a service.</p>	<p><b>Yes</b></p>	<p>There are number of options available, giving parent/carers the opportunity to choose the most appropriate one for their child. Information and support will be available to ensure that parents/carers are able to make best use of these new arrangements.</p>	<p><b>Mark Ellis</b></p>	<p><b>31.07.16</b></p>
--	-------------------	---	--------------------------	------------------------

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

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p><b>Introduction of Personalised Transport Budget</b> – The customers of this service are people with Special Educational Needs, which may include disabilities. The changes will require parents or carers to consider and make choices on the best forms of transport to achieve the best outcomes.</p>	<p>Access to services Health Education Individual, family and social life</p>	<p><b>N/P</b></p>	<p><b>None</b></p>

Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
<b>Parent/carers decide how their child will get to and from school.</b> Depending on the provision accessed through personalised budgets, there could be a positive or negative impact on the carer, based on the degree to which it fits in with other aspects of their life.	Yes	There are number of options available, giving parent/carers the opportunity to choose the most appropriate one for their child, and which fits best with their own life circumstances. Information and support will be available to ensure that parents/carers are able to make best use of these new arrangements.	Mark Ellis	31.07.16

### Community of Identity: Disability

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<b>Withdrawal of dedicated home to school bus services.</b> – For disabled people accessing the existing service, there may be a negative impact if the available alternatives do not provide the same level of service.	Access to services Education	N	None
<b>Introduction of Personalised Transport Budget</b> – The customers of this service are people with Special Educational Needs, which may include disabilities. The changes will require parents or carers to consider and	Access to services Health Education	N/P	None

make choices on the best forms of transport to achieve the best outcomes.	Individual, family and social life			
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p><b>Home to school bus services to Manor CE Academy will be withdrawn from September 2016, and to St Wilfrid's RC Primary School from September 2017.</b> This means that alternative forms of transport need to be sought by parents/carers. There is potential for this to have a slight negative impact on disabled people if the alternatives do not allow the same access to services.</p>	Y	Alternative transport is available in the form of public bus services. These services are appropriate for those with disabilities. Appropriate consultation, information and support will be available to ensure that parents/carers are able to access these alternatives.	Mark Ellis	31.07.16
<p><b>Parent/carers decide how their child will get to and from school</b> - Depending on the provision accessed through personalised budgets, there could be a positive or negative impact on a disabled service user, depending on the alternative options available and chosen by the parent or carer.</p>	Y	There are number of options available, giving parent/carers the opportunity to choose the most appropriate one for their child, and which fits best with their own life circumstances. Information and support will be available to ensure that parents/carers are able to make best use of these new arrangements.	Mark Ellis	31.07.16

**Community of Identity: Gender**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
No impact identified		-	-	-
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
-	-	-	-	-

**Community of Identity: Gender Reassignment**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
No impact identified		-	-	-
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
-	-	-	-	-

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

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
No impact identified		-	-	-
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
-	-	-	-	-

**Community of Identity: Pregnancy / Maternity**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
No impact identified		-	-	-
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
-	-	-	-	-

### Community of Identity: Race

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
No impact identified		-	-	-
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
-	-	-	-	-

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

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<b>Withdrawal of dedicated home to school bus services</b> – this will impact on those who have chosen to attend a school on denominational grounds. Withdrawal of this service will require other types of transport to be used to travel to school, including public transport. There is potential for this to have a slight negative impact on young people if the alternatives do not allow the same access to services.	Access to services Health Education	<b>N</b>	<b>None</b>

Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p><b>Home to school bus services to Manor CE Academy will be withdrawn from September 2016, and to St Wilfrid's RC Primary School from September 2017.</b> This means that alternative forms of transport need to be sought by parents/carers. There is potential for this to have a slight negative impact on young people if the alternatives do not allow the same access to services.</p>	Yes	Alternative transport is available in the form of public bus services. Appropriate consultation, information and support will be available to ensure that parents/carers are able to access these alternatives.	Mark Ellis	31.07.16

**Community of Identity: Sexual Orientation**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
No impact identified	-	-	-	
Details of Impact	<i>Can negative impacts be</i>	Reason/Action	Lead Officer	Completion Date



	<i>justified?</i>			
-	-	-	-	-



---

**Executive**

**28 April 2016**

**Portfolio of the Executive Member for Adult Social Care and Health**

**Report of the Director of Adult Social Care**

**Community Wellbeing & Support (Housing Related Support)**

**Summary**

1. As part of the approach to a New Operating Model within Adult Social Care and across the Council, officers have been working with colleagues in Housing, Public Health and Children's Services alongside current partner organisations to develop a vision and direction for the future of what has previously been known as the Housing Related Support Programme in York. A key strand of future direction is to re-define the programme into "Community Wellbeing and Support"
2. The current budget for the programme is £2,522,550 which covers 42 contracted services with some additional ad-hoc individual service provision. The 2014/15 two year budget set by the previous Executive agreed a £3m target savings in Adult Social Care (ASC), however £1.7m of this was deferred in the 2015/16 budget to 2016/17 as ASC thought it unachievable in 2015/16. These required efficiencies included the proposal to re-commission Housing Related Support Services to achieve a saving of £750K.
3. The proposals within this report are however to adopt a "co-design" approach enabling a consolidation of services into a reduced number of contracts whilst adopting a revised approach to the delivery of services within each individual service area.
4. The approach is one of "co-design" with the Council setting some minimum requirements but requesting providers to submit proposals that identify the added value that can be provided and setting out a five year vision for service delivery which will further enhance provision across the City.
5. There will be a "whole" service approach with all referrals being regarded as "customers" and if eligible, referred to the provider whom will be responsible for determining the range of services available on a

personalised basis. This may include drop in, formal support, use of social media, work shops, use of volunteers, peer mentoring, multi-agency engagement and other methods of customer engagement. It was clear from the consultation that one method of engagement does not fit everyone's requirements. This approach will therefore remove the requirement for a waiting list which fluctuates between 100-120 people at any one time.

6. The Government Spending Review on the 25th November 2015 announced that there would be a cap placed on Housing Benefit (HB) for social housing tenants in line with Local Housing Allowance (LHA) rates – the amount received by claimants in the private rented sector. It is estimated that the shortfall in revenue that local support providers could receive through HB if the cap was implemented fully would be in excess of £1m.
7. The possible implications of the cap on Local Housing Allowance are detailed in paragraphs 15-28 of this report. The proposal is that the approach identified within this report is continued and proceed to tender the services as described below. By the time new contracts can be awarded there should be an outcome to the debate taking place with ministers nationally, if the result was to present as un-affordable, the Council would need to cease the current re-commissioning proposals and re-evaluate the options. This might include reducing the service offer in order to deliver a new model affording efficiencies.

### **Options**

8. There are two options for consideration by the Executive:

Option A - The Council to commission an alternative service model for Community Support and Wellbeing (Early Interventions and Prevention). This will involve a radical approach, one of co-design and partnership working and proposes reducing the number of service contracts from over 40 to approximately 11 but with only 3 new commissioned service contracts/areas.

It is an ambitious proposal which may have an initial impact on the capacity of support available but it needs to be seen in the context of the whole Council transformation programme and the steps that will be taken in council wide workstreams to provide additional information and advice, community capacity etc which will assist in being able to reduce the dependency for the services within this programme. It is envisaged that this approach will deliver efficiencies of £750K as outlined in paragraph 2.

Option B – Retain the existing programme in its existing format but change the name to Community Wellbeing & Support. If Members adopt this recommendation, the £750K required efficiencies will have to be found from elsewhere in the Council budget.

### **Recommendations**

9. The Executive are asked to approve;

Option A, (Paragraphs 40-46) of this report and note the implications of the recent proposals regarding Local Housing Allowance, which is under review, and the impact that this may pose to the proposals within this report (Paragraphs 15-28)

Reason - to deliver a new model of delivering Housing Related Support Services to residents of York and ensure continuation of Housing Related Support programme.

Timescale - Implementation by February 2017

### **Service Model**

10. The model proposed will increase opportunities for engaging with local and ward based initiatives and as an outcome from the re-modelling, we will look for providers to access other funding streams to enhance the services provided. This is also an integral aspect of the added value sought as part of the tender process.
11. The model proposed to deliver a new service framework recognises the “expertise” of the provider and brings any decisions around delivery of services closer to the customer. The budget envelope will be used to deliver outcomes with a focus on the provider to demonstrate this effectively alongside their customers. A direction of travel is expected towards co-production with customers having a greater say and empowered to take more responsibility to demonstrating delivery of outcomes.
12. The Council is moving towards a new operating model, one that which re-shapes how the Council works in terms of early intervention and prevention, community capacity, place making and is area focused. The move to a community model will support the Council’s direction of travel.
13. Communities will need support to identify problems early and try to put in place preventative help. This will need to work across the whole city in order to join up approaches, target resources, avoid duplication,

improve intelligence and communication and reduce costs. The proposed new model of Community Wellbeing and Support supports this direction and approach. The new model will support providers in developing capacity, networks and developing partnerships and skills within communities.

14. There are increasing challenges and uncertainty regarding support services for vulnerable people that do not receive statutory provision. This is particularly so with the impact of welfare reform which creates greater risk of homelessness as well as threatening the viability of existing supported housing services. We believe the model being proposed will deliver better services and outcomes within the resources available and that as a result there is a need to change the model. It is therefore imperative that the successful support provider is able to have contractual flexibility to continue to maximise outcomes while adapting to a changing climate that has significant impacts on York residents that are on low income.

### **Local Housing Allowance**

15. As detailed in paragraph 7, The Government Spending Review on the 25th November 2015 announced that there would be a cap placed on Housing Benefit (HB) for social housing tenants in line with Local Housing Allowance (LHA) rates – the amount received by claimants in the private rented sector.
16. The move is expected to have the largest impact on supported housing and specifically adapted properties because they are more costly to develop and manage. The Government currently have no plans to exempt any particular property types or tenants of pension age. However in response to widespread concern from the housing and care sector about the future viability of such schemes the Government have now announced that Department of Communities and Local Government (DCLG) and Department of Work and Pensions (DWP) will undertake a strategic review of how supported housing is funded.
17. Officers have held discussions with landlord partners and one key partner specifically, who owns or leases the majority of buildings from which the support services included in this tender are currently delivered. There is concern from this partner that the uncertainty surrounding supported housing and the LHA will detrimentally affect the tender submissions. This is because they will not be able to guarantee any rental income, above LHA, to supplement support funding.

18. This rental income currently helps to provide a range of additional services needed to provide a safe and secure home and applies to all supported living and hostel provision. They have been advised that they should issue all new supported tenants or renewed tenancies after April 2017 with a letter explaining that the LHA cap will apply from April 2018.
19. Whilst there has been a pause in implementation to allow for more thinking time from central government there is no indication as yet if it will proceed and what may be exempt. There is likely to be an increase in the discretionary housing fund that can be used by LA's to supplement the shortfalls but as yet it is not confirmed to what extent this will mitigate the impact and for how long.
20. If the limit (described at paragraph 15 above) is adopted and agreed in full, the impact will be significant on one key partner in York. This partner provides a significant proportion of the properties within the current programme whereby Housing Benefit supplements the eligible tasks carried out in the schemes. It is estimated that the shortfall in revenue that local support providers could receive through HB if the cap was implemented fully would be in excess of £1m. Approaches have been made by some providers requesting that the tender timetable is delayed but as indicated in Paragraph 23, we are proposing that we continue with the approach identified within the timescales specified.
21. From a wider perspective the direction of travel of central government is thought to be towards a mixed social market where there will be:
  - Reduced levels of public revenue
  - The likely elimination of public capital outside of the statutory sector, and reductions within it
  - Wider freedoms for quasi-social/quasi-private landlords, including Housing Associations, to set rents
  - The "socialisation" of existing private sector accommodation and the development of new buildings from non-statutory funding sources
  - The introduction of social investment for capital (especially from pension funds which have significant amounts of money, a social responsibility obligation and an interest in long-term, low yield, risk-free investments) and revenue funding
  - A change of emphasis from buildings to people where additional needs are an issue

- A levelling of the playing field to include statutory, non- profit and private providers on equal terms (although the statutory players will be encouraged to become non-statutory)
- A much wider and deeper role for non-statutory providers
- A focus on investment in prevention as an alternative to statutory sector intervention
- A system of accreditation for all providers of services to people with additional needs based on quality of outcome and social and financial return on investment
- The creation of a Community-Based Prevention Fund from devolved enhanced Housing Benefit, NHS & Local Authority funding
- A unified commissioning infrastructure

*(Support Solutions UK - February 2016)*

22. The proposed model for developing Inclusive Health and Wellbeing Support is one of less reliance on traditional buildings based models of support and adopting a co-design approach, although partners will propose their own models. As a result it is difficult to assess the full impact of any changes as it is not known yet if any such changes will be implemented fully.
23. The proposal is that the approach identified within this report is continued and proceed to tender the services (further details of which are set out at paragraphs [40] to [46] below). By the time new contracts can be awarded there should be an outcome to the debate taking place with ministers nationally, if the result was to present as a result as un-affordable, the Council would need to cease the current re-commissioning proposals and re-evaluate the options. These might include reducing the service offer in order to deliver a new model affording efficiencies.
24. Members are asked to note the implications of the above Government announcement which may impact on the final direction of the development of a new service model.
25. However recognition is required that there will need to at least be some hostel provision, so whilst reference to the use of specific buildings was not originally anticipated, it is recommended that the proposed tender specifies the requirement of using one property (Union Terrace) which is the only purpose built hostel provision within York. Built in 2008 at a cost of £3.8m, the scheme was grant funded by two sources, - Housing Corporation finance as a direct grant to the Housing Association and the CLG Capital Project fund for hostels via the City of York Council.

This funding may be required to be repaid in the event the hostel ceases to be used for the purpose it was funded. The balance of the funding was provided by the Housing Association who own the property and their funding hasn't yet been recovered through rental income. Not utilising this property would have a significant impact on effectively delivering a service that can meet council protocols of No Second Night Out and Severe Weather Procedure which mitigate against the risk to street homelessness. The property is also unlikely to be able to be used for an alternative function. The position regarding the growth in street homelessness (30% increase nationally this year and 44% in York with 39% in use of emergency homeless beds) and the national publicity around insufficient provision to meet this increasing demand.

26. Other neighbouring authorities are also considering moving in a similar direction to York; Leeds are looking to tender accommodation provision in the summer and are taking a view regarding approaches taken by other Local Authorities. They are rationalising their provision and creating one floating and one accommodation based provision, increasing the floating provision and decreasing the accommodation provision but are not going down a co-design model and are using the traditional approach of specifying accommodation and how it will be used.
27. Sheffield are currently tendering some elements of supported housing provision and North Yorkshire County Council are currently out to tender on offender support services. Both authorities are taking the decision to proceed with plans on the basis that the outcome of the Local Housing Allowance is not known.
28. Lincolnshire have already commissioned a new service model in 2015 based on a single access point and services based on need rather than client group. Based on one contract for direct access accommodation and one for supported housing per district and a county wide floating support contract.

### **Background**

29. The services which are provided at present were initially part of the Council's Supporting People Services but have been part of Adult Social Care "base" budget provision since April 2012. Services provided are Non-Statutory and on the whole not provided to customers who are eligible for social care services. The provision however is seen as a vital aspect of the Council's preventative approach.



30. There has been a significant debate regarding the need for not only Adult Social Care (ASC) but the whole Council to continue to adopt a preventative approach whilst acknowledging that the services provided were not statutory and in some instances not relevant for ASC to continue to manage and fund via its budgets. It was agreed that an approach was needed where efficiencies could be achieved by a consolidation of existing services taking a transformational view of the service model. It was also acknowledged that all parties who would be affected by any proposals to change the Council's delivery of Housing Related Support Services needed to be part of the discussions and a working group involving CANS, Children's Services and Public Health was established.
31. As part of the efficiencies programme in ASC, significant savings have been realised, on a year by year basis, during the period 2007-15. This was part of a planned programme to make efficiencies by reducing the number of services previously commissioned and undertaking service reviews enabling services to be delivered on a more efficient basis. Members may also be aware that in 2013-14 it was agreed to transfer both budget and management responsibility for services provided directly by the Council to CANS and this was effective from October 2013.
32. During the past year there has been an extensive engagement programme with partners, the Voluntary and Community Sector, internal Directorate colleagues and in June 2015 a customer consultation exercise was undertaken across all service areas (see Annex B). A number of meetings have been held with partner organisations and the Council has been pro-actively working with partners on the proposed service delivery model and the development of consortiums to deliver the proposed vision. The Council is also committed to further engagement with customers during the process of implementing the proposals and during the initial phase of the new service model.
33. It is acknowledged that the significant transformation of the programme may cause disruption to service users and in some instances whilst a new approach is embedded there is likely to be a reduction in the levels of service provision given the levels of efficiencies proposed. Officers have looked at mitigating these but with any major service change, we have to recognise the potential implications whilst a new direction and vision becomes embedded. Service activity increases but more importantly be delivered in line with a transformational and preventative approach for customers.

34. During the engagement process, partners and service users have understood and appear to be in agreement with the vision for the future service delivery. A number of providers openly looking forward to the challenge of defining the future service model rather than just delivering against an exacting service specification. There is however apprehension amongst providers and partners regarding the significant service change that will take place and any resulting reductions in capacity. Some customers have also expressed anxiety over potential change of providers but this will not be known until after the outcome of the proposed “tender” exercise. It should also be noted that most services are short term, with the exception of older people services, and it is likely that current customers will have stopped receiving services by February 2017, the proposed date of implementing the new approach.

### **Community Wellbeing and Support (Housing Related Support)**

35. Under it's previous form, Housing Related Support is not a key aspect of ASC nor eligible under the Care Act 2014 but is seen as a preventative role best defined as “Support services which are provided to any person for the purpose of developing that person’s capacity to live independently, or sustaining his/her capacity to do so”
36. Although provision is not eligible under the Care Act 2014 the services meet:

“The local authority’s responsibilities for prevention apply to all adults, including:

- people who do not have any current needs for care and support;
- adults with needs for care and support, whether their needs are eligible and/ or met by the local authority or not”

In addition the Care Act 2014 (section 2) states a duty to provide or arrange provision of services, facilities or resources that it considers will prevent, reduce or delay needs.

37. This can be within their home, supported housing or hostels. Most support is classified as short term (up to two years) to develop confidence and life skills to live independently. Client groups for short term services include: homeless, young people at risk (16-25 year olds including care leavers and teenage parents) offenders, mental health, substance misuse and domestic violence. Long term services are to

support residents with permanent needs including: older people; learning disabilities and mental health.

38. Housing-related support services are not general health, social care or statutory personal care services, but rather services whose aim is to support more independent living arrangements.

The initial CLG definition of support tasks was:

- ✓ Help In Setting Up And Maintaining Home Or Tenancy
- ✓ Developing Domestic/Life Skills
- ✓ Developing Social Skills/ Behaviour Management
- ✓ Advice, Advocacy And Liaison
- ✓ Help In Managing Finances And Benefit Claims
- ✓ Emotional Support, Counselling And Advice
- ✓ Help In Gaining Access To Other Services
- ✓ Help In Establishing Social Contacts And Activities
- ✓ Help In Establishing Personal Safety And Security
- ✓ Supervision Or Monitoring Medication
- ✓ Peer Support And Befriending
- ✓ Help Finding Other Accommodation
- ✓ Provision Of Community Or Social Alarms
- ✓ Help Maintaining The Safety And Security Of The Dwelling
- ✓ Cleaning Of Own Rooms (As Defined Under THBS)
- ✓ Liaison With Probation
- ✓ Risk Assessment (Likely To Be Enhanced In Offender Provision)
- ✓ Advice And Support On Repair Work/Home Improvement Work
- ✓ Management Of Handyperson Services
- ✓ Help With Shopping, Errand Running And Good Neighbour Tasks
- ✓ Liaison And Advocacy Support From The Same Ethnic Group
- ✓ Culture Specific Counselling/Emotional Support
- ✓ Access To Local Community Organisations
- ✓ Security Support Related To Racial Harassment
- ✓ Signposting To Culture Specific Legal Services
- ✓ Signposting To Culture Specific Health/Treatment Services

It is worth noting that now the funding for these services are part of the base budget and no longer ring-fenced, we have the flexibility to amend eligibility criteria to best meet the needs of the community. This has specifically been looked at with Older People's services with consideration of widening tasks to include previously in-eligible tasks like collecting medication or carrying out shopping when the customer is ill and socially isolated.

Outcomes for commissioned services were also defined by the CLG through a National Outcome Framework. This no longer exists and the ASC commissioning team aligned outcomes with statutory service outcomes through a cross service Quality Assurance Framework. This Framework is being revised to take into consideration the implementation of the Care Act 2014 so they are fit for future. The intended outcomes for this and other service areas are:

Outcome 1:

Customers feel treated with dignity and respect

Outcome 2:

Customers feel supported with their physical, mental health and emotional wellbeing

Outcome 3:

Customers are protected from abuse and neglect

Outcome 4:

Customers are involved in the planning and review of support they receive

Outcome 5:

Customers are enabled to participate in work, education, training or recreation

Outcome 6:

Customers identified social and economic wellbeing needs are effectively met

Outcome 7:

Customers are effectively supported in domestic, family and personal relationships

Outcome 8:

Customers are supported to obtain and maintain suitable living accommodation

Outcome 9:

Customers are enabled to contribute to society

With an additional prevention outcome of:

Outcome 10

Customers are supported to minimise requirement to or delay the need to access statutory services (including ASC; health services; prisons etc)

## **Options & Analysis**

39. As indicated there are two options for consideration by the Executive:

Option A - Analysis

40. Whilst recognising that there would be a reduction in the initial level of service delivery due to the efficiencies from services, all parties agree and recognise that the approach is one that should longer term increase availability and access to services as they become more embedded in the community.
41. As part of the proposed approach it was agreed that a small number of services should be outside the revised service structure as they were part of other strategic reviews or projects

Services outside of revised service model;

- Handypersons Service – Working in Conjunction with colleagues in Health to move towards a joint commissioned approach to deliver services.
  - Shipton Road and New Lane (mental health supported housing – short-term)- Part of ASC Mental Health Review of Accommodation and Support
  - MH Projects (mental health supported housing – permanent) – Services do not align with cluster of service areas outlined within this report.
  - Individual Customer Payments – This is a small and scaled down reducing process with no new customers.
  - IDAS – Domestic Violence services. The review proposes these services are not part of a re-commissioning approach.
  - Women’s Housing Project – The review proposes these services are not part of a re-commissioning approach
  - Making Safe – Client Group does not fit within the proposed co-design proposals
  - Family Support – Client Group does not fit within the proposed co-design proposals.
42. The commitment for the eight areas referred to in paragraph 41 above, is at present approximately £498K. It is proposed to re-commission the remaining services as 3 contracts covering:

- Community Wellbeing and Support Service - Adults (including Mental Health, Homeless, substance misuse, offenders and Young People)
- Community Wellbeing and Support Service - Older Persons
- Young People – Supported Lodgings

43. Based on existing costs for Housing Related Support, the proposed service model budgets would be in the region of £1.274m plus £498K for services excluded from new contract proposals realising a potential efficiency of £750K. This, as detailed previously will lead to a reduction in the capacity of services available but a proposed model can be flexible and re-designed dependent on the level of efficiencies to be achieved. This level of efficiency is regarded as a maximum to maintain a sustainable service model
44. It is proposed to adopt an innovative approach to the re-commissioning of services, one that will enable providers to design the service working as part of consortiums under a lead provider. It is envisaged that this will enable a flexible approach to future service delivery and create a transformational approach to delivering added value in all areas. It is proposed that the Council will stipulate a number of “essential” aspects only that are to be provided but then ask providers to submit proposals based on the budget “envelopes” within this report.
45. Providers will be asked to design the service and outline their approach to service delivery and their vision for a five year period. It is envisaged that this vision will include the added value that can be provided which will enable them to access alternative funding streams alongside taking a transformational approach to service delivery. Providers will be asked to identify additional efficiencies and added value that will be achieved during the duration of the new contract period(s).
46. Attached at Annex A is a summary of the current services and the proposed service models which identify the profile of the new approach and outline the risks, reduced capacity and mitigations in each of the three areas.

#### Option B – Analysis

47. The alternative option for Members to consider is to retain the existing service programme but change the name from Housing Related Support to Community Health and Support.
48. This would not deliver the Council’s vision of developing a community focused model and if Members adopt this recommendation the £750K

required efficiencies will have to be found from elsewhere in the Council budget.

### **Consultation**

49. A provider and stakeholder event was organised as part of Housing Week on 7<sup>th</sup> November 2014 to consult on the future direction of Housing Related Support services. There were focus groups organised around excluded client groups; mental health; older people and younger people.
50. This was followed by internal meetings inviting public health housing, children's services and Youth Offending Team.
51. Based on these sessions a further series of meetings took place with providers in the week of 23<sup>rd</sup> February 2015 where an outline plan was provided along with clarification around which services that were "in scope". The session also discussed how to effectively consult with the customer groups with buy in from providers to support the process.
52. Due to the complexity of services with excluded client groups a follow on meeting took place as part of the Resettlement Strategic Group to define the customer questions and approach.
53. The Young People's consultation took place as a Survey Monkey with paper questionnaire provided on request.
54. The Older People's consultation consisted of requesting the landlords of sheltered housing to have scheme meetings with residents followed by paper questionnaires delivered on a scheme by scheme basis.
55. The Excluded client group consultation took place as Survey Monkey with paper questionnaires provided on request. It also included two customer discussion sessions to help customers define what feedback they would like to provide.
56. All consultations took place in June 2015 and is detailed in the attached as Annex B of this report.
57. The consultations have informed the recommendations and will be issued as information to inform prospective organisations. In addition the scoring of submitted bids will need to take into consideration customer and stakeholder feedback as part of the co-design approach. The successful provider/consortium would also need to evidence in their bid how they would fully include customers in the journey to a

more community focused approach and one of co-produced solutions in how their services are delivered.

### **Timetable for Proposals**

58. A draft timetable for implementing option A is detailed below;

Date	Milestone
28 <sup>th</sup> April 2016	Council Executive Meeting
25 <sup>th</sup> May 2016	Tender issued for co-design approach to new service
6 <sup>th</sup> July 2016	Deadline for return of tender submissions
7 <sup>th</sup> July – 15 <sup>th</sup> July 2016	Evaluation
25 <sup>th</sup> July – 10 <sup>th</sup> August 2016	Formal Clarification Process
12 <sup>th</sup> August 2016	Decision and Standstill Period
1 <sup>st</sup> September 2016	Award of contract
September – January 2017	Implementation Plan
1 <sup>st</sup> February 2017	Community Based model commences

### **Council Plan**

59. This report supports the priorities within the Council Plan that focuses on frontline services and listens to residents.

### **Implications**

#### Financial

60. The table below gives a summary of the new contract projections and efficiencies of proceeding with Option A as detailed in this report:



<b>Service Area</b>	<b>Projection</b>
Community Wellbeing Support Service	£1,007,527
Older People Services	£156,668
Young People – Supported Lodgings	£110,000
<b>Total</b>	<b>£1,274,195</b>

Current Housing Related Support Budget	£2,522,550
Proposed New Contracts	£1,274,195
Excluded Services	£498,534
Efficiencies	-£749,821

Savings that will be achieved in 2016/17 will be £124,970 with a full year effect of £749,821 from April 2017. This will mean a shortfall of £625k against the original transformation savings target for 2016/17 expected from this project.

The Department is investigating several areas to make up this shortfall including amongst other things:

- Reviewing Continuing Health Care and Direct Payment arrangements
- Reviewing charging policy to ensure we are recovering full cost of services
- Introducing a Reablement pathway aligned with Health to ensure customers can live independently where possible or with greatly reduced care packages

It is proposed that the implementation date of the new service delivery model is February 2017. It is potentially feasible to commence the new model earlier, mid January or possibly late December. Partner organisations though have asked that “start” dates are not during the winter period so as not to affect services at a critical time (no second night out, emergency beds etc) and would prefer a 1<sup>st</sup> April start date.

No efficiencies would be achieved if an April 2017 date were to be agreed in the 2016/17 financial year and it is proposed that the timetable outlined in paragraph 58 is adopted.

### Human Resources

61. There are significant Human Resource and specific TUPE issues for the proposals in respect to external providers, and the provider/consortiums that are successful. As a result there is a longer “lead” in time that would normally be present within the implementation phase of the contract award.

### Equalities

62. A Communities Impact Assessment is attached as Annex C of this report.

### Legal

63. The report identifies that these services are non statutory. In other words there is no individual who has been assessed as having a need which the Council is obliged to meet and does so by means of providing to them any of the services covered by this report.

In considering this matter the Council must have regard to the public sector equality duty. In summary, those subject to the equality duty must, in the exercise of their functions, have due regard to the need to:

- a. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
- b. Advance equality of opportunity between people who share a protected characteristic and those who do not.
- c. Foster good relations between people who share a protected characteristic and those who do not.

The Act explains that having due regard for advancing equality involves:

- a. Removing or minimising disadvantages suffered by people due to their protected characteristics.
- b. Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.

- c. Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low

A community impact assessment is annexed which highlights the equalities implications of the proposal.

Legal advice will be required over the details of the proposed contractual arrangements.

#### Crime & Disorder

- 64. There are no known additional implications

#### Information Technology (IT)

- 65. There are no known additional implications

#### Property

- 66. There are a number of properties identified as in scope, some of which CYC own. If the properties were no longer required as part of the new service models then the future use of these properties would need to be considered by the Capital Asset Management Board or could return to CANS Management.

#### Information & Technology

- 67. There are no implications noted at this stage.

#### Risk Management

- 68. The proposals described in this report are complex and will require a new approach to commissioning i.e. one of co-design which may be testing for both the Council and partners. There are many risks associated with change of this complexity, these have been identified and are noted with Annex A. All risks will be kept under review and carefully managed as the re-commissioning progresses.

## Contact Details

### Contact Details Author:

Gary Brittain  
Head of Commissioning  
Adult Social Care  
Tel No.01904 554099

### Chief Officer Responsible for the report:

Martin Farran  
Director of Adult Social Care

Michael Melvin  
Assistant Director (Adult Social Care)

**Report** ✓  
**Approved**

**Date** 14/03/2016

**Wards Affected:** All ✓

For further information please contact the author of the report

### Annexes:

Annex A – Summary of Proposed new Contracts  
Annex B – June 2015 Service User Consultation Report  
Annex C – Community Impact Assessment

### Glossary of abbreviations used in the report:

ASC – Adult Social Care  
CAN's – Communities and Neighbourhoods  
CPN - Community Psychiatric Nurse  
DCLG – Department of Communities and Local Government  
DWP – Department of Work and Pensions  
FTE – Full time equivalent  
GP's – General Practitioners  
HB – Housing Benefit  
JRHT – Joseph Rowntree Housing Trust  
LHA - Local Housing Allowance  
NHS - National Health Service  
PD – Physical Disability  
TUPE - Transfer of Undertakings (Protection of Employment) Regulations 1981  
YACRO - York Association for the Care and Resettlement of Offenders  
YHA – York Housing Association

This page is intentionally left blank

**Annex A**

**Summary of Proposed new Contracts**

As mentioned within this report, the Council is moving towards a new operating model which re-shapes how the Council works in terms of early intervention and prevention, community capacity, place making and is area focused.

Communities may need assistance to identify problems early and try to put in place preventative help, it will need to work across the whole city in order to join up approaches, target resource, avoid duplication, improve intelligence and communication and to save money. The proposed new model of Community Wellbeing and Support supports this direction and approach. The new model will support providers in developing capacity, networks and developing partnerships and skills within communities.

Over the next three years a new operating model for Adult Social Care in York will be developed, focusing on providing three main types of support.

1. Services that everyone can use and are quick and easy to access
2. More targeted support for those that need more help in the short term – this will be the vision and direction for services currently provided with the Housing Related Support Programme as we develop a new focus for Community Wellbeing and Support.
3. Longer term support for those with the highest needs

The model of support envisaged for Community Wellbeing is one that will use and develop community assets and resources, moves away from traditional building based models albeit accepting that in some instances a building is the most appropriate way of delivering some solutions.

It is proposed to deliver Community Support and Wellbeing via three new contracts focusing on specific areas of support but there will be synergies and overlaps in the delivery of these and successful organisations will need to work alongside one another to ensure service delivery is focused and using community resources to the best advantage of the city and its residents.

**Contract 1 – Community Wellbeing Support Service**

This includes services for Homeless, offenders, mental health and substance misuse and Young People.

Current Service	Provider
Offenders Floating Support Scheme	Foundation
Robinson Court hostel, supported housing and floating support	YACRO
Women's House	YACRO
Feversham Crescent	Richmond Fellowship
Union Terrace and Orwin House	Arclight Ltd
Homeless Prevention Scheme – floating support	York Housing Association
Resettlement Supported Housing & Floating Support	Foundation
Substance misuse supported housing and floating support	Peasholme Charity
Mental Health Floating Support	Richmond Fellowship
Scarcroft Project(supported housing and floating support)	YHA
SMART + Southlands (supported housing and floating support)	Foundation

- Current services employ approximately 54 FTE Staff
  - Services provide 68 Hostel Beds, 76 supported housing units and 282 units of floating support
1. The original proposal was for there to be three co-production tenders. However the proposal has now reduced this for the following reasons: additional efficiencies were required and this will reduce administration to both the commissioner and provider; there are more young people that are now 18+ (adult) partly due to the introduction of an internal young persons hostel and partly thought to be due to the single room rent; it is possible that one of the supported housing units will not be used as it is not fit for purpose making the provision relatively small.
  2. The dis-advantage of this approach is that there will not be an alternative provider if their tenancy fails. This also applies to their approach to adults provision. The commissioned provider would therefore as part of their provision need to have appropriate inclusive processes and options in place to reduce street homelessness.

3. Projected tender/contract value - £1,007,527. This has been projected using current service costs and benchmarking.
4. In addition to the above provision there are 101 customers on the waiting list as at February 2016.
5. 15 customers have been transferred to an Intensive Housing Management Scheme funded through Housing Benefit and therefore helping to reduce the above waiting list. There has now been approval to extend the Intensive Housing Management approach with a further 32 customers identified for transferring to no longer be part of contracted provision by the end of this financial year. However due to the significant changes in welfare reform there is still outstanding uncertainty around the future ability to develop and maintain this initiative.
6. It is acknowledged that the successful provider may identify not using some properties that are currently in use..

#### Service Model Requirements

- Consortium/Providers will be required to submit a model that deliver against the specified outcomes with a transitional approach over the lifetime of the contract. It is recognised that implementing a new service model and providing a more community based service will take time to implement and in order to enable an innovative approach the contract needs to remove outputs.
- A five year contractual agreement for all three contracts is proposed.
- The proposal will require the consortium/Provider to take on all customers on the waiting list, even if this is just offering a basic drop-in provision initially.
- The provider can determine the balance of hostel/ supported housing/ visiting support/ drop-in and other engagement processes and can again take a transitional approach in development of a suitable model for the most effective use of resources as well maximising positive outcomes.
- The provider/consortium would still be required to deliver against city homeless initiatives which include the Homelessness Strategy; No Second Night Out, Bed Ahead and Every Adult Matters.
- The provider/consortium will determine the length of time customers are supported for based on the balance between need, resources and signposting opportunities.
- The provider/consortium will be required to ensure there are designated “champions” for mental health; offending; young people; substance



misuse and homelessness to ensure there is expertise maintained by the change to a more holistic service.

### Mitigation and Risks

- There will be a risk that customers will not receive the type of service that best meets their needs. For example a visiting support service is more time intensive than a drop-in provision and some customers may not engage in drop-in services. It will be for the provider that is successful through the evaluation process to demonstrate how they will achieve the best outcomes.
- There is already an identified un-met need for tier 2 provision which is affecting the transfer of young people through the resettlement process and therefore reducing effectiveness of the Howe Hill hostel provision. The successful service model would need to address the balance and ensure there is an effective approach towards developing independence.
- Young vulnerable people tend to require a longer period of time to reach independence due to their age. Depending on the model adopted it is possible that more young people would need to move into general needs accommodation and will be at greater risk of failing their tenancy.
- There is the potential that there will be an impact on local Community and Voluntary Sector Providers if they are not part of the successful partnership chosen to deliver the new service model. All referrals will be able to access the triage provision for informal support and crisis management. This will be in the form of drop-ins, phone-calls, unscheduled visits, workshops etc, defined by the successful bid.
- Those that become street homeless can access the Salvation Army Early Intervention and Prevention Service which is funded through the homeless prevention funding allocated by the City of York Council homeless team.
- Provider events have encouraged consideration of Consortiums which will reduce the number of providers placed “at risk”. Feedback from 5 out of 6 current providers has shown that they are already making progress in consortium approaches.
- Sharing of customer consultation feedback in the outline information for the bid will encourage providers to consider more options like volunteering and mentoring and to move from a co-design to more of a co-production model.
- The combined service approach will enable there to be one out of hours contact point for excluded customers, creating economies of scale. A separate piece of work is being carried out looking at all out of hour services enabling the possibility for further joined up working.

- Southlands for young people is still required to be a 24 hour provision due to its residential location although the development of Howe Hill has meant that referrals will initially have support at Howe Hill and will have developed some independency skills before they move to supported housing. Therefore from a needs perspective, it is no longer required as 24 hour. This service is therefore considered as part of this re-commissioning. This provides the opportunity to de-commission or remodel this provision due to this being part of a larger range of accommodation options.
- Scarcroft Project requires overnight cover due to being a young person's provision. The overnight costs have now been re-defined as Housing Management.
- Welfare Reform will have continued impact on service provision and the viability of some service model options. The successful provider will need to have or develop strong relationships with landlords as well as flexibility
- in adapting to the changing market place.

<b>Current Service</b>	<b>Provider</b>
<b>Hardwired Alarm</b>	
Hardwire & Estate Lifeline Alarm Service	Yorkshire Housing
Combined Lifelines Service & Lifelines Service 1	JRHT
Holybank	The Riverside Group
<b>Sheltered Schemes</b>	
Barleyfields, Saddlebrook and Guardian Court	Anchor Trust
De La Salle	The Riverside Group
Hanover Court	Hanover Housing Association
Campbell Court	Housing 21
Field Court, Hempland Lane	Methodist Housing Association
Minstrel, Sturdy Court, Dower Court, William Plows Av, Hawthorne Close, Sandacre Court,	JRHT
Forest Ct, Haverah, Jubilee	Yorkshire Housing
Bretgate, Margaret Philipson Court	York Housing Association

Beckfield Lane and Regency Mews	Abbeyfield
Garth Court	Yorkshire Housing
Red Lodge	JRHT
<b>Floating Support</b>	
Independent Living Service	Yorkshire Housing

## **Contract 2 - Older Person Services**

- Services provide 680 Eligible units of support

### **Service Model Requirements**

1. The proposal is to re-commission the Current “Independent Living Service” Floating Support Scheme at an increased capacity of 55 units but decommission sheltered and frail elderly services
2. Proposed projected contract value of £156,668. Based on decommissioning of sheltered housing provision and hardwired alarm provision allowing for an increase in capacity within the city wide service for those customers in sheltered housing that would chose to access the support service. This represents being able to offer 16% (55 customers) of sheltered tenants support through the commissioned service. The previous re-modelling in 2012 resulted in 14% (39) of customers referred to Independent Living Service. This low take up is also shown within other local authority areas where decommissioning of sheltered housing provision took place.
3. Unlike most commissioned services, sheltered housing provision can include customers that do not require support which is demonstrated by low uptake in visiting support services.

### **Mitigation and Risks**

- Maintaining provision in sheltered housing schemes will be a landlord decision but would likely to continue to meet the remit of a sheltered housing provision. There is the contingency for referral to Be Independent for community alarm and Independent Living Scheme for support where there is any loss in service provision going forward.
- The additional decision to not continue the Hardwired Alarm provision with Yorkshire Housing, Joseph Rowntrees Housing Trust and The

Riverside Group may result in referrals to Be Independent. This is being phased in at an earlier stage to ensure any impact is managed effectively.

- If the provider maintains the same level of service, there is a risk that current eligible customers would need to pay the warden cost themselves. This on top of other ineligible costs may potentially result in the resident needing to move as they can no longer afford to live in their present accommodation. All providers are not for profit social landlords with a strong working relationship with the City of York Council. Any significant decisions are likely to include discussion with the council and consideration for social values and equality of access.
- Prospective providers would need to assess the implication that there may be some TUPE implications if the capacity of the current contract is increased. This will depend on apportionment of warden staff time.

### **Contract 3 – Young People**

<b>Service</b>	<b>Provider</b>
SASH(Supported Lodgings)	SASH

### **Service Model Requirements**

- Projected contract value £110,000. This is based on benchmarking information, remodelling of supported lodgings and consideration of significant savings already achieved through negotiation with existing providers.
- This will involve re-modelling Supported Lodgings (18 people) so that hosts provide the support and the provider recruits and supports the host as well as supports the sign up and move on process. (£110K)
- To including funding from Homeless Grant held by CANS to enable there to continue to be one provider for host provision for Nightstop (normally up to 3 nights) and Supported Lodgings (currently up to 2 years). There is currently £15K paid to SASH for this service however numbers of Nightstop referrals have dropped over the last two years (19 in 2014/15 and 16 in first 3 quarters of 2015/16. This represents 140 bed nights and 79 bed nights respectively) so an efficiency will be required as part of the process. It has been agreed that CANS will

align with the timing of this commissioning process. The projected funding for Nightstop is £8K.

### Mitigation and Risks

- If a more cost effective model for supported lodgings can not be achieved then the reduction in funding would result in less young people having this option available.
- Supported Lodgings is a good practice model as it enables young people to live in a family home environment and therefore normalises their development of lifeskills and independence. Further work could be done to increase capacity of supported lodgings with care leaver funding.
- Supported Lodgings can be re-modelled so that hosts provide the support and the provider recruits and supports the host as well as supports the sign up and move on process.
- More recent changes in access to services for care leavers has resulted in an increase in care leavers accessing supported lodgings. This creates a potential saving to the council in comparison to other options care leavers. Joint funding arrangements will be considered with this option.

# HOUSING RELATED SUPPORT CUSTOMER CONSULTATION ON FUTURE SERVICES JUNE 2015

## SURVEY RESULTS REPORT

### EXECUTIVE SUMMARY

This survey has been conducted throughout June with the customers of Housing Related Support Services to gain their views on the shape of services in the future. All customers have been included and surveyed appropriately in separate groups, **Young People, Adults (Excluded), Older People**.

Full analyses of the results, including samples of customers' expressed views are attached. This summary sets out the key findings.

### YOUNG PEOPLE'S SURVEY

Almost 50% responded.

- 70% agree that having a peer mentor would benefit them.
- There is a divided view (47% No 45% Yes) on whether their needs would still be met if we reduced visits in their own homes but kept in touch through social media.

- Asked about their experience of the services, there was high praise for providers and their staff for their help and support in turning lives around. Negatives were mainly individual, one-off experiences, although a key message was “smaller hostels, not big ones”.
- 86% said ‘No’ when we asked if the services could be improved.

### **ADULTS (EXCLUDED GROUP) SURVEY**

22% responded.

The questionnaire had 4 sections asking customers to complete according to the service they were currently receiving from:

#### **Visiting Support, Hostel/Supported Housing, Follow-On Support or Drop-in Services**

- 95% have had a positive experience of the services overall. Described as vital, a god-send, a life line.

#### **Visiting Support**

- 80% had found the service useful
- There were a number of suggestions for improvement including the provision of more intensive and longer term support, more support worker time, more floating and out of hours support, a support phone line and reduced waiting times.
- Asked if more drop-in options would help if visiting support stopped sooner a majority of 57% said ‘No’
- Concerns were expressed by people regarding drop-in provision, although this appears to be from people that currently do not access the service. If arrangements are made to continue or extend this provision it is clear that assurances are required around continuity of support staff and privacy as well as suitability for people with disabilities.

#### **Hostel/Supported Housing**

- The majority of customers who commented on what had worked well for them spoke highly of the services. Their comments described their experience as ‘life changing’, ‘treated as an individual’, saved me from a life on the street’.
- 15% suggested some improvements including some expansion, modernisation, better facilities. More support.

- When asked to suggest changes that might reduce their length of stay these included building more council properties; increasing availability of self-contained move on properties; a quicker turnover.

### **Follow-on Support**

- Customers responding to what had worked well with the service said weekly one to one support; good communication; reliable contacts. One customer said the service “...*keep me up to date and feel supported and never let down*”
- The majority of those who commented on whether more drop in options would help them finish the service earlier said ‘No’, preferring home visits or in-house support.

### **Drop in Service**

- When asked about preferred opening times, 65% of customers said that during the day (Mon-Fri) was the most important time for this service to be open.
- Recommendations for improvement included more knowledgeable staff for physical disability and mental health needs.

## **OLDER PERSON’S SURVEY**

Approximately 23% responded to this survey.

It appears that providers have struggled to brief customers sufficiently on the purpose of the survey which has led to some confusion. The quality of questionnaire completion has, therefore, been patchy. There have been no returns from 2 units which means that these customers views are not fully represented in these results.

- In considering widening the type of support tasks our visiting wardens can offer where possible, we asked customers which tasks they felt would be most useful.

Consideration to include tasks where the customer normally is able to carry out these tasks themselves (e.g. just come out of hospital, recent fall, short-term illness) were well received by the residents. Topping the list is shopping with 67%, then cleaning 57%, laundry 46%, collecting medication 32%.

- 55% have said there are no additional tasks they would add to our suggested list. However, additions that have been suggested include; help with personal care and chiropody; Several customers have expressed fears of social isolation and



made suggestions for help with socialising, additional warden presence and routine calls.

- 75% think it's a good idea to be referred through one point with support offered based on those that need it the most, rather than where they live.
- 47% have said they need to continue to have a pull cord/pendent.
- Responses to the question – '*after you have spoken to your landlord about the options that will be available to you for the alarm, do you have any outstanding concerns?*'- have been confused, it would appear due to a lack of information being given about the options.

There seemed to be some confusion about the workings of the warden call system generally.

- Customers were asked if there are any different ways in which a service can be provided that customers feel would help older people to live more independently. 68% said 'No'. However, fears of isolation, mobility and getting around generally concerned some and suggestions are made to help.

The survey analyses and customer comments are detailed in the report.

## **SURVEY ANALYSIS REPORT**

### **Introduction**

This survey has been run in stages from 3<sup>rd</sup> to 29<sup>th</sup> June for the following groups of Housing Related Support services' customers, the methods used are also indicated:

<b>Customer group</b>	<b>Survey period</b>	<b>Survey method</b>
<b>Young People</b>	3 <sup>rd</sup> – 17 <sup>th</sup> June 2015	Survey Monkey/hard copy postal questionnaire
<b>Adults (excluded group)</b>	9 <sup>th</sup> – 26 <sup>th</sup> June 2015	Survey Monkey/hard copy postal questionnaire
<b>Older People</b>	2 <sup>nd</sup> – 29 <sup>th</sup> June 2015	Hard copy postal questionnaire

The Individual survey reports are attached, these include response analyses and key comments.

## YOUNG PEOPLE

### Introduction

#### **We introduced the customers to the survey as follows**

'We are looking at the options we have to provide services for young people over the next six years. This will mainly be for 18-21 year olds but can range from 16-25 year olds. As part of this we would very much appreciate your views.

The feedback will be summarised and fed back to the provider and customers, and will be anonymous.

### Response to the survey

<b>Number of customers targeted</b>	<b>74</b>
<b>Number of customers who responded</b>	<b>36 (49%)</b>

### Questions and Responses

<b>Question</b>	<b>Yes</b>	<b>No</b>	<b>Not sure</b>
<p><b>1. If support services had a peer mentor (a young person that has received support and had similar experiences to current customers in the service) do you think young people would access support and guidance from them?</b></p> <p><b>Note:</b> 2 people skipped this question.</p>	<p><b>24</b> (70%)</p>	<p><b>6</b> (18%)</p>	<p><b>4</b> (12%)</p>
<p><b>Comments</b></p> <p><b>The majority were in favour:</b></p> <p><i>"Good idea..as they would have been in your situation"</i></p> <p><i>"Someone to talk to and give advice on what they did and help feel more comfortable."</i></p> <p><i>"I think it would work as you could ask them for advice and help."</i></p> <p><i>"Would find this helpful to understand the re-settlement process better."</i></p> <p><i>"Help to go to appointments etc"</i></p> <p><b>A few were not</b></p> <p><i>"I don't think that young people would be able to work with another young person...."</i></p> <p><i>"Much prefer to speak to someone older."</i></p>			

<b>Question</b>	<b>Yes</b>	<b>No</b>	<b>Not sure</b>
<p><b>2. If we had to reduce the number of young people we could visit in their homes, would a range of ways of contacting them, help to ensure we continued to meet their needs (e.g. text,</b></p>	<p>16 (45%)</p>	<p>17 (47%)</p>	<p>3 (8%)</p>

<p>skype, twitter, facebook, whatsapp, snapchat)?</p>			
<p><b>Comments</b>  <b>For and against responses were almost equal.</b>  <b>For</b>  <i>“Could communicate via text message etc to make sure things are OK....could meet more if needed.”</i>  <i>“These would be a good way to support them as not always face to face etc.”</i>  <b>Against</b>  <i>“Facebook is not practical due to privacy concerns. Others sound fine but not to replace 1:1s.”</i>  <i>“Some internet ways to get in touch would be OK but some not, e.g. not Snapchat, meeting in person more important and professional, internet should only be back-up.”</i>  <i>“Do not feel you can provide the right amount of support to a young person who all have individual needs with a message or tweet on facebook.....”</i>  <i>“I would prefer to meet face to face. You can not always rely on the above.”</i>  <i>“Doesn't seem professional or appropriate.....seems less safe.”</i></p>			

### 3. Question We would like to know what your experience is with services you have received.

#### 3a. What do you think works well?

##### **On specific providers and staff**

*“Support in SASH.....if I didn't have them I would be in a mess...”*

*“I'm in SASH away from a hostel so don't involved in any trouble...”*

*“Feel safe and secure at SASH..”*

*“In SASH was the best thing I ever did...”*

*“Great support from Howe Hill..”* *“Southlands is small so it works better...Howe Hill did not work for me.”*

*“Foundation has been fantastic...”*

*“My support worker has given me motivation to take up new hobbies....has given me confidence in dealing with communication skills.”*

##### **How the services help**

*“The independence and growth of life skills and improving yourself as an individual.”*

*“Moving options and financial support..”*

*“Help to sort out things like housing benefit.”*

*“Minding the baby meeting, helping with bills, regular contact to provide prompts.”*

*“I am moving on and doing well because of the 1:1 group sessions..”*

*“Moving on and living more independently..”*

*“Being in a family home been much better, changed who I am..”*

##### **In general**

*“The support I receive is amazing..”*

*“I have received fantastic support”*

*“All good.”*

**3b. What do you think works not so well?**

**Some comments were about personal experiences but there were some which related to the services in general.**

*“Howe Hill staff.”*

*“At first being told I had to go to a hostel, this changed thankfully.”*

*“Me and my partner are in separate rooms, but it’s fine.”*

*“The idea of changing staff, meaning support worker not being available to speak in person some days.”*

*“Some sessions I was forced to go into even though I didn’t need it, such as anti-social behaviour and prison convictions etc”*

*“Possibility if support workers have too many young people they’d struggle to fit you in for a chat”.*

*“Some smaller hostels, not big ones”.*

Question	Yes	No	Not sure
<b>4. Are there any suggestions that you can make which could make the service better in helping you to live more independently?</b>	1 (3%)	32 (86%)	2 (11%)
<b>Note:</b> 2 people skipped this question.			

**Comments**

**There was an overwhelming ‘No’ response to this question.**

*“There are more than enough choices to live independently at the Scarcroft Project which helps massively to be able to learn for when you get your own place.”*

*“No, everything is covered already by my sessions at Southlands.”*

*“Everything has worked well for me.”*

*“Don’t think there is anything that needs to be improved.”*

**There were just 2 suggestions:**

*“There has to be a balance in being helped and helping yourself, effort by everyone involved.”*

*“Less guest and house rules.”*

## **ADULTS (EXCLUDED GROUP) SURVEY**

### **Introduction**

#### **We introduced the customers to the survey as follows**

We are looking at the options we have to provide services for residents in York who may not be able to access main stream services (e.g. residents that are homeless, have a mental health problem, a substance misuse problem, an offender or someone at risk of offending). As part of this we would very much appreciate your views.

You will not be required to give your name. The feedback we receive will be summarised per organisation/scheme and fed back to the providers and residents of those schemes. After this your views will be taken into consideration in any decision made by City of York Council about how services should be provided.

We will also be providing you with the opportunity to talk to us directly in case you have any questions before completing the questionnaire. Please speak to your support worker about this.

Please note that not all of the questions apply to everyone so please only answer those that apply to you and the services you are receiving now or have received in the past.

### **Questions and Responses**

<b>Number of customers targeted</b>	<b>362</b>
<b>Number of customers who have responded</b>	<b>79 (22%)</b>

**These are the services being used by the customers who have responded. A number of customers did in fact tick more than one service.**

<b>Support Service</b>	<b>Organisation</b>	<b>No. of cust.</b>	<b>%</b>
<b>Visiting Support</b>	Foundation - Making Safe	9	11%
	Foundation - Offenders at Risk	7	9%
	Peasholme Charity - Substance Misuse	8	10%
	Richmond Fellowship - Mental Health	4	5%
	York Housing Association	20	25%
<b>Hostel Provision</b>	Arc Light - Union Terrace	4	5%
	YACRO - Robinson Court	1	1%
	YACRO - Women's House	3	4%
<b>Supported</b>	Arc Light - Orwin House	2	3%

<b>Housing</b>	Foundation - Supported Housing	8	10%
	Richmond Fellowship - Feversham Crescent	3	4%
	YACRO - Supported Housing	3	4%
	Peasholme Charity - Melbourne	0	0%
<b>Follow On Support</b>	Foundation - Resettlement Support	12	15%
	YACRO - Resettlement Support	0	0%

The customers rated their satisfaction with the service they are receiving as follows:

Response	Yes	%
Very Positive	50	63%
Positive	25	32%
Neither Positive or Poor	2	3%
Poor	0	0%
Very Poor	0	0%
Skipped	2	3%

We asked customers to answer questions about the service they were currently receiving. The questionnaire therefore was divided into 4 areas covering:

- Visiting Support Services
- A Hostel or Supported Housing
- Follow-on Support Services
- Drop in Services

Their responses on each service are as follows:

## VISITING SUPPORT SERVICES

York Housing Association, Foundation, Peasholme Charity, Richmond Fellowship, YACRO

<b>Question 3. Have you, or do you, receive any support from a visiting support service from the following providers?</b>		
<b>Yes</b>	63	80%
<b>No</b>	15	19%
<p><b>If Yes, please tell us which services were useful</b></p> <p><b>Comments</b></p> <p>Foundation, Peasholme and YHA were the most mentioned. These were common responses</p> <p><i>"From Foundation Offenders Team "</i></p> <p><i>"Foundation and Peasholme very useful"</i></p> <p><i>"FOUNDATION very useful floating support received in the past"</i></p>		

*"YHA floating support"*

*"YHA home visits"*

*"Peasholme Hostel; Now receiving floating support from Peasholme substance misuse & tenancy support"*

*"YACRO Women's Project - the project has 24hours support. Lifeline and alcohol services come up to the project once per week. A debt management programme run by Peasholme*

*"Grief counselling, Drink counselling "*

*"I have found the whole of the visiting support system helpful. Because of my mental health issues I find drop in services difficult to access"*

*"My support with Peasholme has helped me organise my husband's funeral and all my benefits;"*

*" Practical support that I couldn't have managed by myself."*

*"All amazing I've got my own place and its up to me now, to put the work into maintain it."*

*"Partner sees someone from YHA and Foundation and gives me someone to talk to"*

*"Richmond Fellowship are amazing!"*

**Question 3a. Can you suggest any improvements to visiting support services?**

<b>Suggest Improvement?</b>	<b>Total</b>	<b>Percentage</b>
Yes	13	16%
No	49	62%
Skipped	1	1%

**Comments**

**The majority of customers were happy with the services as they are, typical comments being:**

*"It has been really good - can't think of a way to improve the service."*

*They helped me loads; don't know what I'd have done without their support. Foundation never let me down and it's a good service.*

*"works really well and a massive help to me."*

*"Really good and always there when needed"*

*Arc Light have given excellent support.*

*YACRO very supportive*

*If I know there was a place to go which I'd still be able to receive that little bit of support I'd be happy to use a drop in.*

**However, the following improvements were suggested:**



**Several customers said**

*“More time to work with my support worker on my support needs. “*

*“more frequent, longer visits”*

*“out of hours”*

*“drop in services to be more frequent”*

*“waiting list times need to be reduced”*

*“reduce waiting list times to access floating support quicker”*

**One customer said**

*“More funding to help more people, more funding to provide long term support.*

*the system by whichever name a service goes by is so over stretched already. Please don't cut help even further as people really need the help.”*

**Question 3b.**

**Do you think you would be able to finish receiving visiting support sooner, if there were more drop-in options available for support?**

	<b>Total</b>	<b>Percentage</b>
Yes	21	27%
No	45	57%

**HOSTEL OR SUPPORTED HOUSING**

**Question 4.**

**Have you, or do you, live in supported housing or a hostel provided by any of the following providers?**

**Arc Light, YACRO, Foundation, Richmond Fellowship, Peasholme Charity.**

	<b>Total</b>	<b>%</b>
Yes	28	35%
No	43	54%
Skipped	8	10%

**If Yes, please tell us what has worked well for you:**

**These were some of the comments:**

*“Enjoyed living in shared housing as I did not feel as isolated.”*

*“Foundation is great the support has been life changing. “*

*“Arc Light, Peasholme and currently in Foundation, worked well for me”*

*"I have lived in Arc Light, Peasholme & am currently living with foundation. I have found that foundation is a far better organisation as they have treated me as an individual whereas I was felt to feel more like a number at other places I lived."*

*"Peasholme hostel - privacy is easy; option to do cooking and/or other workshops. workshops keep you busy and focused. day staff very approachable and helpful. "*

*"Arc Light. Having somewhere to live has worked best. The support is spot on, staff are always approachable and there are plenty of activities if you want to do them. Having somewhere to live saved me from a life on the street."*

*"I entered the resettlement programme through Arc Light at which time I had an addiction, no direction in life... the staff were very welcoming, helpful and guided me to change my life, without them I would have not changed my life, got clean and used the time and support available to do this."*

*"All of the experiences I have had with Peasholme and Arc Light have been positive for me the way the system works and the staff made a very bad situation for me much easier to cope with."*

*"Arc Light centre offers excellent standard of accommodation combined with staff that are experienced and highly competent without criticisms "*

*"Having lived in a hostel for 2 years following a mental breakdown it was a big adjustment to make but a vital 'half way house' for me before I make a big big jump to living on my own."*

*"Richmond Fellowship as they have got great staff which are very supportive for the mental health, and we can talk one to one and if we went to a drop-in we would have to wait or not go as I would find it hard. That's why I have one-to-one and the support from Richmond Fellowship"*

*" Women's Project YACRO - The project is small which allows all the women to receive better support. - the Project is women only which is a lot better and safer."*

**There were 2 negative comments**

*"Peasholme... found this service poor"*

*"Ordnance Lane - terrible experience; 10 years ago."*

**Question 4a.****Can you suggest any improvements?**

<b>Suggest improvements?</b>	<b>Total</b>	<b>%</b>
Yes	12	15%
No	28	35%
Blank	38	48%

**These were some of the customers' suggestions for improvement:**

*There needs to be stricter rules when dealing with people who persistently use drugs within the shared houses. Either provide 1 dry house or crack down on the people who disobey the law of using drugs in the house.*

*I feel that the cameras in Peasholme should be removed as I feel that they are completely unnecessary.....*

*... modernisation, better facilities free WiFi*

*....a faster turnover of stays in hostels.....*

*....extended and expanded to support more people.*

*"I would rather do my resettlement in one spot instead of having to move on. I can't handle having to constantly move, causes me stress and anxiety and many others feel the same."*

*".....more support via funding - this process is valuable and does work if used properly; to avoid people going through the process several times then get it right the first time around; also the 'providers' involved should be allocated more funding for food and such".*

*"A more clear system in the initial stages + a support worker just to help & advise."*

*"Arc Light centre should be expanded and receive more funding as they are proficient and more homeless people could be helped."*

*"more floating support - at present only 4 hours a day."*

*"Just keep on doing what you do best."*

**Question 4b. Do you think there are any changes that could be made to reduce the length of your stay in a hostel/supported housing unit?**

	<b>Total</b>	<b>Percentage</b>
<b>Yes</b>	11	14%
<b>No</b>	32	41%
<b>Blank</b>	36	46%

**These were some of the recommendations:**

*“Build more council properties”*

*“more availability of self-contained move on properties”*

*“I think that if someone is very ready to move out, I think they and the key-worker should be able to look at getting moved out sooner rather than later. In the hostels it should be quicker especially when you can look after yourself. In the hostels I felt like they treated you like a baby.”*

*“Assess each individual on their merits instead of going through all the courses they put you through. Some of us have had tenancies and for a long time in some cases but we have to go through a 2 year resettlement”.*

*“Not everybody needs the use of the access courses available at Peasholme. I myself made an error which led me losing my tenancy - I realised this straight away. I am not vulnerable or stupid and the things on the courses I already know”*

*“ each individual should be assessed accordingly - money could be saved by not sending me on these courses to achieve gold band and paying the tutor a wage.*

*more floating support; a more specific - ie SMART Pathway for each customer instead of a blanket approach ie courses (a bit like a triage)”*

*“maybe think about temporary accommodation to accommodate women's children”.*

*“More move-on spaces for women in the YACRO scheme”*

## **FOLLOW ON SUPPORT**

### **Question 5.**

**If you have now left a hostel or supported housing, are you receiving follow on support?**

<b>Support?</b>	<b>Total</b>	<b>%</b>
Yes	12	15%
No	8	10%
Not applicable	44	56%
Blank	15	19%

***If yes, please tell us what has worked well for you***

#### **Weekly one to one support**

*"Having weekly support when I need it."*

*"Yes I see my key-worker on a weekly basis when possible."*

*"flexible key-work appointments"*

#### **Other**

*"Following on from Bail Hostel (Southview) - good communication -reliable  
- Foundation keep me up to date and feel supported and never let down."*

*"..I am beginning to do things. And the support from Foundation is helping me with making things happen. I am finding it easier because I am involved in more groups with the community and this helps with mental health and confidence."*

*"I receive floating support"*

*"If I know a regular drop-in was available I'd be happy to use it knowing that I could still get that high level of support"*

**Question 5a.****Can you suggest any improvements?**

<b>Suggest improvement?</b>	<b>Total</b>	<b>%</b>
Yes	3	4%
No	23	29%
Blank	53	67%

**Comments:**

**One customer said the services “must still be made available to those who are in need”.**

**Just one suggestion detailed “always to have reliable contact who knows your case if would save on re-explaining oneself”**

**Question 5b.**

**Do you think you would be able to finish receiving follow on support at an earlier stage if there were more drop-in options available to support you?**

	<b>Total</b>	<b>%</b>
<b>Yes</b>	7	9%
<b>No</b>	21	27%
<b>Blank</b>	51	65%

**Comments**

**The majority who responded said No, giving the following reasons**

*“Find home visits much more beneficial, more private and also you know that help with support worker is yours alone”.*

*“Drop in can be busy and you can see people who you don't want to see”.*

*“ I feel I need to have gradual support”.*

*“Personally I don't use drop-in. Instead I rely on in-house support – key-worker at Feversham.*

*to an awful lot of people the visits are a definite lifeline”.*

*“I receive all necessary support through Arc Light and the Lifeline Project”*

**DROP IN SERVICE****Question 6.**

**Have you, or do you, access a drop-in service from any of the following providers?**

Service	Total	%
Foundation	17	22%
Peasholme	4	5%
York Housing Association	15	19%
Richmond Fellowship	5	6%

**Question 6a.**

**If yes, what do you think are the most important times that a drop-in service should be available?**

opening times	Total	%
During the day (Mon-Fri)	51	65%
Weekends	28	36%
Evenings	29	37%
Blank	27	35%

Most important drop in opening times	Response	Percentage
During the day only	24	31%
Weekends only	2	3%
Evenings only	1	1%
During the day & Weekends	2	3%
Weekends & Evenings	3	4%
During the day & Evenings	4	5%
During the day & Weekends & Evenings	21	27%

**We asked customers to provide any additional comments about drop in services.**

*“24 hr support should be available at all the services.”*

*“I will be leaving foundation in the near future where I will be going back to work therefore I think evening drop ins would be a great idea.”*

*“It would be good to have more drop-in services throughout the week, just in case I needed advice/help.”*

*“Drop-in at weekends would be a help due to child care commitments through the week.”*

*“... to have drop-in that I could access out of normal office hours”.*

*“Making Safe drop in has been very helpful for me when I need to talk to someone.”*

*“more the better”*

*“telephone advice would be good.”*

*“I love this service”*

*“I believe you should carry on with the visit support service. Why change something that works well?”*

*“people with mental health would forget about drop-in services and they might not be able to talk to a stranger to them. I use to go to a drop-in and it didn't help me. then my CPN got me with Richmond Fellowship and the staff there give you one-to-one as I live at Feversham Crescent which is part of Richmond Fellowship”*

### **Question 7.**

**Finally we asked customers if there were any new services or different ways in which a service can be provided that they felt would help them to live more independently?**

	<b>No.</b>	<b>%</b>
<b>Answered</b>	26	33%
<b>No Answer</b>	34	43%
<b>Not sure, N/A, Don't know</b>	19	24%

### **Comments**

**33% of customers did make comments and most were happy with the current services**

*“.. happy with the progress I am making and what's on offer”*

*“Just for the Peasholme charity to stay as it is”*

*“If it ain't broke don't fix it! Do not want to lose current support”*

*“I like how Peasholme do it now. No changes thank you”*

*“No, I feel it works well as it is. Group work might help but this can be stressful as there can be conflict within the group due to different people and opinions.”*

**Their suggestions for new/different services were as follows:**

*weekend support (several)*

*more availability*

*out of hours (several)*

*evening support*

*Support available when in crisis - short term support at own home*

*more knowledgeable staff regarding PD.*



*specific mental health advisor/support worker.  
more knowledge about mental health*

*gardening services*

*“Improve communication with GPs. I was under the care of my GP for 4 years and she never referred me to the service. She didn't know about it and/or didn't think it would help me”.*

*“more affordable housing that is realistic in regards to people living on a minimum wage.”*

### **Other comments**

*“ I don't think you should be centralising all the services into one as that will only benefit the money men. Why try and fix something when it doesn't need fixing? The only thing that will help us live independently is to not be in the situation we are in and to have our own place. Salvation Army need to be involved in the process whatever you decide”*

*“I believe Salvation Army should have more recognition as they are the first port of call. Orwich House is fantastic as it provides more independency before you go into your own home. I strongly believe that the services provided are key and rather than trying to make savings through this you should be pushing to support them more. this will result in the process working first time which could save money itself. More information should be provided on available service. If nothing is broken - why fix it? also an opportunity to express our views face to face rather than through questionnaires.”*

*“at first stage information for all: homeless + potential homeless + access to support/ consultation to prevent potential homelessness”.*

*“I think Arc Light who as a part of its organisation have a shared housing Burnholme House should be able to expand have more property due to the nature of Arc Light been expert of dealing with the challenge of homelessness and the individuals who are at risk of not been a part of society”*

*“ this is a VITAL service for people with mental illness - please don't take it away this is a VITAL step in our rehabilitation”*

.

*“I lived in Holgate COYC Hostel for a while and got very limited support. Support workers were not available when needed or did not return . I now feel fully supported with floating support from York Housing Association, who helped set up my tenancy and bills with me.”*

## OLDER PEOPLE

### Introduction

**Note:** This survey has not yet closed but due to it being conducted as a postal questionnaire we have been able to produce a full overall analysis on the responses received so far. The individual provider results will be produced at a later date.

### **We opened the survey with the following introduction:**

We are looking at the options available to us in providing services in York for older people. This includes any financial contributions we make to sheltered housing services as well as older people living in other properties. We therefore would very much appreciate your views.

The feedback will be summarised per organisation/scheme and fed back to the provider and residents anonymously.

<b>Number of customers targeted</b>	<b>631</b>
<b>Number of customers who have responded so far</b>	<b>144 (23%)</b>

JRT	Yorkshire Housing	MHA	Anchor	Abbey- field	Hanover	River side	Housing 21
31/190 16%	56/190 29%	8/30 27%	28/107 26%		11/35 31%	5/33 15%	5/34 15%

### **Questions and responses:**

Question	Yes
<b>We are considering widening the type of support tasks our visiting wardens can offer where possible. Arranging Practical jobs that you cannot do due to e.g. just coming out of hospital, having a recent fall, a short term illness. Which tasks do you feel would be most useful? Please tick (✓) those that apply</b>	
Vacuuming/cleaning	<b>82 57%</b>
Washing up	<b>32 22%</b>
Laundry	<b>61 46%</b>

Shopping	96 67%
Collecting Pension	22 15%
Collecting Medication	46 32%
Internet Shopping	13 9%
Relationship Support	20 14%
Appointments	34 24%
Health Appointments	25 17%
Medication Prompts	27 19%
Nutritional Advice	25 17%
No Response	14 10%

Question	Yes	No	No Response
<b>2. We are considering widening the type of support tasks our visiting wardens can offer where possible. Are there any other tasks that you think should be provided which you believe may be difficult in getting support with?</b>	<b>32 (24%)</b>	<b>74 (55%)</b>	<b>35 (24%)</b>

**Customers were asked to tell us what these were:**

**Several customers expressed fears of social isolation and suggested**

Asking for "*Wardens longer on site than 1/2 hour.*"

*"Just entering the flat asking what does the ill person require at that moment, as family might live few miles away."*

*"Social support, befriending, socialising."*

*"Checking (perhaps by phone) each morning that you are up and ok. This may make 'morning visits' less demanding, then following up where a visit is needed."*

*"A late evening call around 9:30pm to prompt, chat and reassure before bedtime. Just to show that someone cares and that it is nearly time for bed. This will be good especially for anyone with Dementia who lives alone."*

*"A lot of people would just like to get out of their homes and meet other people - loneliness is prevalent with older people who cannot get out."*

*"I think that any help is better than none at any level."*

*"I am visually impaired so any help is good."*

*"Just getting support."*

*"Help to bring in volunteers."*

*"Arranging more planned and facilitated activities e.g. keep fit/yoga/falls prevention/maintaining mobility."*

**A few said help with various aspects of personal care:**

*"Help with bathing or washing like showering."*

*"Chiropody."*

**For those with mobility problems:**

*"Help with attending for appointments: hospital, dentist, opticians."*

*"Arranging shopping trips on return from hospital; arranging help getting to the doctor."*

*"Escorts for outings."*

**Then there were everyday practical tasks:**

*"Making up bed".*

*"Putting new light bulbs in..... Taking down curtains to wash and putting back when laundered."*

*"Filling in forms."*

*"Ironing."*

*"Taking out rubbish."*

*"Shopping, inside window cleaning."*

*"Replacing light bulbs, turning off water stop taps when required."*

*"Changing bed linen".*

**Some suggested:**

*"Availability of say approved contractors for the home i.e. painting decorating, TV and appliances repairs etc. perhaps in the form of a brochure or phone help line."*

*"Putting in a light bulb; make sure all know where water stop taps are and are easy to get to; same applies to point of fuse boxes; useful to know people who can help in emergency - plumber, electrician, gas etc."*

*"It would be a help when you ask for something to be done that you are NOT waiting nearly 9 months for it done; that you get help within a month."*

**Some customers took the opportunity to comment on their current visiting warden service and general building maintenance:**

*"What visiting wardens?"*

*"We never see the warden."*

*"It would be a great help to have a regular visitor to talk to."*

*"We do not appear to have any 'housekeeping' for outside the building – grass cutting is regular but gardens are neglected."*

**Some said that having a warden to rely on was a comfort:**

*"I hope with all these new things you want to do. We do not want to lose our scheme manager as I think it is important to be able to speak to her daily."*

*"If any problems arise it is over the weekends or bank holidays, when no warden is on duty. This is when we have a good family relationship to watch & help one another."*

Question	Yes	No	Not Sure	No Response
<b>3. All older people needing support (rather than care) would be referred through one point with support offered based on those that need it the most, rather than where they live. Do you think this is a good idea?</b>	<b>107 (75%)</b>	<b>5 (3%)</b>	<b>24 (17%)</b>	<b>8 (6%)</b>

**Comments:**

**Some said that personal circumstances as well as needs had to be taken into account:**

*"I have family who live close by - if you don't, it is very different."*

*"This form is badly worded and makes little sense; how would we know what is needed – e.g. after time in hospital."*

*"Person needs assessing properly, rather than 'one cap fits all'."*

**Some were hoping for more efficient methods of working;**

*"One stop point would make things easier for older person, relatives and carers and has information about older person is in one place it will make communication with all agencies involved much easier for everyone thereby avoiding misunderstandings that arise when messages aren't passed on."*

*"All this would need update as we grow older, we manage at the present with difficulty."*

"We would need updating on all these queries as we become older we are both in our 80's now."

Question	Yes	No	No Response
<p><b>4.</b> As part of the services you receive there is a pull cord/ pendent you can use to ask for assistance. As this is part of the property most of the costs are covered through the rent, however the council does fund the cost of the call centre and response service. If the council no longer funds the sheltered housing scheme then there will be an alarm service that can be provided that links to your telephone for those that need it only. Your landlord will explain the options to you.</p> <p><b>Do you currently need a pull cord/pendent?</b></p>	<p><b>68 (47%)</b></p>	<p><b>60 (42%)</b></p>	<p><b>16 (11%)</b></p>
<p><b>After you have spoken to your landlord about the options that will be available to you for the alarm, do you have any outstanding concerns?</b></p>	<p><b>Text only</b></p>		

### Comments:

#### General

**As regards pull cords** *"Wasted areas are communal room (not used much); kitchen communal area. Some [people] are not able to evaluate what wardens can do or what the pull cord is for. A lady fell on Haverah site - no-one pulled the cord. She waited in the cold 1 hour for ambulance to come; broke her hip, age 87. We pay additional cost for most things we do not use or need. We feel as via our recent rent rises this put an extra strain on."*

#### **There seemed to be a bit of confusion about the workings of the warden call system**

*"What if the telephone not working for any reason?"*

*"What happens if you fall in a room and cannot reach the phone?"*

*"How can the alarm system decide who needs it?? I have never needed to pull the cord until 10 days ago when I had a heart attack. I believe this saved my life. Because I have never needed it since February 2009 when moving in - does this mean that I would not be considered to have a need? Who decides and how can one decide if a person is going to need it in the future?"*

*"Not all people can afford a telephone. I myself am one of them. So how do I get support if I have a fall if pull cords go???"*

**There seemed to be some confusion with what they have/need now and what the future holds;**

*"Landlord refuses to answer!"*

*"We need to discuss this with Joseph Rowntree Housing Trust; we already have a pull cord and pendant."*

Question	
<p><b>5. Are there any different ways in which a service can be provided that you feel would help older people to live more independently?</b></p> <p><b>If 'Yes' Please tell us what these are.</b></p>	<p><b>Text only</b></p>

**Note:** There was a 68% no response return on this question.

### **Comments**

**Mobility and generally getting around concerned a number of customers**

*"Mobility is the key issue. Quite a lot of elderly people do not move about enough."*

*"More help providing information for local transport."*

*"In order for older people to maintain their independence for as long as possible they need stimulation, activities, friendships and provide sense of wellbeing. This is often left to individual tenants who don't always understand what all need. You need someone who is skilled to facilitate activities and who can motivate the individuals whose voice often goes unheard."*

*"Improve the condition of pavements and roads. I am worried about falling due to the poor condition of the pavement so I don't go out."*

*"Make 'dial a ride' more easily available to all elderly people everywhere, advertise it and help us to make more use of it, lots of folk think it's only for very poorly people."*

*"We would like to know the availability of 'dial a ride' buses - days and time when available."*

*"Would like to know about social life in York."*

*"There is a mixed age group in sheltered housing, not all are old and these people still need support."*

**Again a fear of isolation and these were some suggestions**

*"Some older people are lonely - could volunteers call to chat with them if they can't get out much?"*



*"I am 90, it would be nice for someone to call say once monthly i.e. A doctor or nurse just to check you are well".*

*"A daily social visit so you feel less isolated."*

*"Drop-in/social call; to see someone for just five minutes every day would be very reassuring."*

*Sadly one despondent customer felt "we are heading towards the gas chamber"*

**There were more suggestions about the Warden Call service:**

*"Would like a warden again; pop-in calls."*

*"Warden on site; pop-in."*

*"It is essential for me (aged 85) to have pull chords and pendant."*

**Other suggestions**

*"Taking people shopping, to appointments - eg doctors, foot clinic, hospital appointment."*

*"It would be a good idea for a handyman for an area where you live so if a fuse went you could call them instead of having to call the housing workmen out that could be doing bigger jobs. The fuse boxes are so high , a lot cannot reach them."*

*"More care at home."*

*"Do not mix those with serious disabilities with more able bodied as no warden is here all the time. I feel some of the residents are at risk."*

*"The pull cord/pendant is a service which works well. Some form of communication should be available to all - ie those who now are unwell or restricted, plus those who are fully fit who can become unwell in a very short time. (fall/heart attack etc)"*

*"Make access to help and support easier. Older people find forms etc confusing. Make help and support quicker to put into place. Keep the wardens."*

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

Housing Related Support Services commissioned by Adults Commissioning & Contracts Team.

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

The objective of the services is to maximise independence and reduce the requirement for hospital admissions, care homes, prisons and street homelessness.

Support will be delivered against commissioned outcomes which align with statutory Adult Social Care services. These are as follows:

Outcome 1:

Customers feel treated with dignity and respect

Outcome 2:

Customers feel supported with their physical, mental health and emotional wellbeing

Outcome 3:

Customers are protected from abuse and neglect

Outcome 4:

Customers are involved in the planning and review of support they receive

Outcome 5:

Customers are enabled to participate in work, education, training or recreation

Outcome 6:

Customers identified social and economic wellbeing needs are effectively met

Outcome 7:

Customers are effectively supported in domestic, family and personal relationships

Outcome 8:

Customers are supported to obtain and maintain suitable living accommodation

Outcome 9:

Customers are enabled to contribute to society

With an additional prevention outcome of:

Outcome 10

Customers are supported to minimise requirement to or delay the need to access statutory services (including ASC; health services; prisons etc)

**3. Name and Job Title of person completing assessment:** Carl Wain – Commissioning Manager (Early Intervention & Prevention)

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

Yes

**Community of Identity affected:**

Older People & Physical Disability  
Mental Health  
Substance Misuse  
Homeless and risk of homelessness  
Young People (16-25 year olds)  
Offenders and ex-offenders

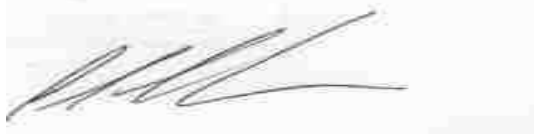
**Summary of impact:**

The proposal is to commission services on a co-design model which requires the successful provider/consortium to identify the most effect model and approach to delivering support within the budget envelope that maximised positive outcomes and minimises equality impacts.

The specifics of identified impacts are identified below against each equality strand.

**5. Date CIA completed:** 8<sup>th</sup> January 2016

6. Signed off by:



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

**Name:** Gary Brittain

**Position:** Head of Commissioning

**Date:** 8<sup>th</sup> January 2016

8. **Decision-making body:**

**Date:**

**Decision Details:**

Decision session for the Executive Member for Adult Social Care and Health

28th January  
2016

Pending

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

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

Community Impact Assessment (CIA)

**Community Impact Assessment Title:**

Housing Related Support

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

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

**Community of Identity: Age**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p><b><u>Older People</u></b></p> <p><u>Overview and background</u></p> <p>The proposed re-modelling of HRS services includes commissioned Sheltered Housing provision. This predominantly consists of older people a number of which are frail.</p> <p>The sheltered housing schemes are not specifically needs</p>	<p><b>Longevity</b> – providing HRS to older people based on the outcomes above will improve wellbeing and reduce hospital and care home admissions.</p> <p><b>Health</b> – visiting support to vulnerable older people will help to identify deterioration in health and therefore prevent more significant and costly</p>	<p>The proposals are both positive and negative as identified.</p>	<p>Although there are wardens that provide on site support at each sheltered housing scheme</p>

<p>based and fund a warden on site, along with hardwired alarm provision.</p> <p>The proposal is to decommission the Sheltered Housing contracts and provide visiting support based on need rather than where an elderly person lives. More elderly people are choosing to live at home so funding available needs to be personalised rather than generic and targeted at those in need.</p> <p>In 2012 an initial step was taken in this respect with a city wide floating support scheme commissioned and sheltered housing schemes having reduced commissioned warden time to just provide informal support and refer to the city wide service where structured support is needed.</p> <p>The city wide approach showed to be effective with further investment in Dec 2014 to increase capacity and meet the needs of 30 customers on the waiting list.</p> <p><u>Evidence – National</u></p> <p>The Age UK report ‘Later Life in the UK’ provides information about a range of quality of life indicators. The services in scope can contribute to improving:</p> <ul style="list-style-type: none"> <li>• 11% of older people describe their quality of life as very poor, quite poor or neither good nor poor</li> </ul>	<p>health intervention.</p> <p><b>Standard of living</b> – support planning to deliver against the above outcomes is holistic and personalised and will help to maximise independence and standard of living.</p>		<p>based in the report most staff will have at least 50% of their time that is not funded through the contract. TUPE is therefore not likely to apply although there is potential staffing impacts for the relevant Housing Associations.</p>
---	---	--	---

- 24% of older people in the UK reported that their quality of life had got worse over the last year, whereas 9 per cent said it had improved

#### Evidence - York

The Over 60 Population by 2021 will:

- Rise by 16%
- Actual 60+ population will rise by 7292

The Over 80 population by 2021 will:

- Rise by 29%
- Actual 80+ population will rise by 2921

The Joint Strategic needs Assessment identified a range of frail elderly issues or relevance to older people. Those that the Housing Related Support services in scope will contribute to include:

- Loneliness and isolation
- poverty (to include fuel and food poverty)
- housing, independent living, supported living arrangements, housing adaptations and independence
- hospital admissions, hospital discharges, social care support arrangements and the process of 're-ablement' following a hospital stay

The Fairness Commission highlighted that 7% of York's population live in areas that are in the 20% most deprived in England and noted that a rapidly ageing population is bringing challenges, particularly on health, social care and housing options. There is a challenge involved in responding to frailty and identifying factors that are protective. That is, the things a person can do to protect against developing frailty or preventing its worsening such as exercising or eating well.

For frail older people a relatively small change in health or a minor adverse incident can result in significant deterioration (British Geriatric Society, 2014).

Outcomes for older people in commissioned floating support scheme for older people:

<b>Economic Well-Being</b>	<b>Outcome Achieved?</b>
Does the client need support to maximise their income, including receipt of the correct welfare benefits?	100.0%
Does the client need support to better understand their overall finances?	100.0%
<b>Enjoy and Achieve</b>	<b>Outcome Achieved?</b>
Does the client need support to participate in leisure/cultural/faith activities?	80.0%



Does the client need support to establish contact with external services/groups?	94.4%			
Does the client need support to establish contact with friends/family?	100.0%			
<b>Be Healthy</b>	<b>Outcome Achieved?</b>			
Does the client need support to better understand or improve morale regarding their physical health?	96.2%			
Does the client need support to better understand or improve morale regarding their mental health?	92.9%			
Are assistive technologies, aids and adaptations helping the client to maintain independence (eg by helping prevent falls)?	100.0%			
<b>Stay Safe</b>	<b>Outcome Achieved?</b>			
Does the client need support to better understand personal safety / security inside their home?	91.7%			
Does the client need support to better understand personal safety /security in their local area?	71.4%			
Does the client need support to maintain their accommodation?	90.9%			
Does the client need support to minimise harm or the risk of harm, harassment or discrimination from others?	90.9%			
<b>Make a Positive Contribution</b>	<b>Outcome Achieved?</b>			

Does the client need support in developing confidence and ability to have greater choice and / or control and / or involvement?	100.0%			
Does the client need support to make a positive contribution to the local community?	75.0%			
Does the client need support to make a positive contribution to the service?	96.7%	<p><b>Standard of living</b> – all services include helping to maximise independence and reduce risk of homelessness, prison or hospital.</p> <p><b>Health</b> – service support and provide positive outcomes for customers with both physical and mental health.</p> <p><b>Productive and valued activities</b> – services will help customers to access a range of appropriate activities including re-engaging with family. Accessing work can be particularly challenging outcome to achieve particularly when customers do not have permanent accommodation.</p>	The proposals are both positive and negative as identified.	It is anticipated that the proposals may result with around 20 FTE reduction in staff. This will be dependent on the service model and the quantity of relief staff in post (providers have been cautious with
<p><b>Adults</b></p> <p><u>Overview and background</u></p> <p>The proposed re-modelling of HRS services includes re-commissioning a range of services for vulnerable people. This includes homeless and homeless prevention; offenders and ex-offenders; mental health and substance misuse. The proposal is to no longer commission based on client group but to rationalise provision for one adult service (including young people below). Many customers have a range of support needs and therefore commissioning based on client group is no longer justified and a generic approach prevents stigmatisation. Customers in these services are predominantly 18-60 but not exclusively so.</p> <p><u>Evidence - York</u></p> <p><b>Substance misuse</b> – York has a lower estimated number of opiate and / or crack cocaine users compared to England</p>				

rates. This is estimated to be 6.5 people in every 1,000 people compared to 8.7 people in every 1,000 people across England.

However, York has a higher rate of recorded injecting drug use than England rates - 3.8 people in every 1,000 compared to 2.7 people in every 1,000 in England (Public Health England, 2014).

York has a much higher estimated treatment penetration rate – that is, the percentage of people who are accessing treatment as a proportion of those who are estimated to use drugs. For York, 71% of all people estimated to use drugs were in treatment during 2012-2013 compared with 53% nationally (Public Health England, 2014).

York follows the national trend over the last two years of a falling number of people using opiates (heroin) or crack cocaine who are in treatment.

York has slightly lower rates of successful completions from drug treatment when compared to England. However, York has similar rates of clients who do not return to treatment after completing treatment which is a positive indicator for people achieving sustained recovery from substance use and dependency. 88% of people successfully completing treatment in York do not return to treatment within 6

recruitment of permanent posts due to significant pending changes).

months. This is the same percentage seen across England.

The most recent Local Alcohol Profile data for York shows that of the residents who reported drinking and were aged 16 years or over:

- 7.7% of York residents drink at higher risk levels
- 20.9% of York residents drink at increasing risk levels

When York data is compared to national information, levels of binge drinking and the proportion of employees who work in bars are both worse than national averages.

Out of the 326 areas that were compared, York is placed 320th for its levels of binge drinking. This means that York has the 7th worst estimated levels of binge drinking in the country.

Of the 25 measures that the local alcohol profiles consider, York is rated as:

- Significantly better than the national average on 9 measures which are; specific hospital admissions and alcohol attributable hospital admissions for both males and females (alcohol related admissions to hospital have fallen slightly in York from a rate of 1,413 per 100,000 in 2010/2011 to 1,390 in 2011/2012, with rates for women being about half

<p>those for men), Alcohol related crime, violent crime and sexual offences and numbers of incapacity benefit claimants.</p> <ul style="list-style-type: none"> <li>• Not significantly different on 12 measures which are; alcohol specific mortality, alcohol attributable mortality and mortality from chronic liver disease for both males and females. Alcohol specific hospital admissions for under 18's and mortality from transport accidents. Estimated levels of abstainers from alcohol, estimated lower risk, increasing risk and higher risk proportion of drinkers.</li> <li>• Significantly worse on 2 measures which are; levels of binge drinking and the number of employees working in bars.</li> <li>• Locally, there is a strong correlation between deprivation and the number of people accessing alcohol treatment. Wards with more deprivation also have a higher proportion of people accessing alcohol treatment living in them.</li> </ul> <p>The cost of ambulance attendances in North Yorkshire and York where alcohol was involved was nearly a quarter of a million pounds in just one three month period between April–May 2013. Costs for North Yorkshire and York were £223,000 for this period. As part of that total, the costs for NHS Vale of York Clinical Commissioning Group were</p>			
---	--	--	--

£101,821.

The HRS substance misuse service provides support related to the impact of addiction rather than clinical intervention. Meeting holistic needs will improve the chances of someone not requiring further treatment, including access to hospital or risk of police involvement. The table below shows that 85.7% of customers supported through this commissioned service had a positive outcome in respect to managing their substance misuse.

<b>61 customers</b>	<i>%</i>
<b>2014/15 outcomes for HRS substance misuse provision</b>	<i>Customers requiring support who achieved outcome</i>

**Achieve Economic Wellbeing**

Maximise income	92.7%
Reduce overall debt	90.2%
Obtain paid work:	
<i>Now in paid work</i>	66.7%
<i>Has participated in paid work</i>	66.7%

**Enjoy and Achieve**

Training / education

<i>Has participated in desired training / education</i>	83.3%		
<i>Has achieved applicable qualifications</i>	0.0%		
Leisure / culture / informal learning			
Work-like activities	50.0%		
Establish contact			
<i>Has established contact with services / groups</i>	93.1%		
<i>Has established contact with friends / family</i>	85.7%		
<b>Be Healthy</b>			
Manage physical health	94.7%		
Manage mental health	92.6%		
Manage substance misuse	85.7%		
Assistive Technology etc	100.0%		
<b>Stay Safe</b>			
Avoid eviction	90.3%		
Obtain / secure settled accommodation	78.1%		
Comply with stat. orders / related processes	80.0%		
Better manage self-harm	100.0%		
Avoid causing harm to others			
Minimise risk / harm from others	100.0%		
<b>Make a Positive Contribution</b>			

Develop involvement / choice / control 90.9%

**Offenders –**

Since 1 June 2014, probation trusts have been replaced by the National Probation Service (NPS), which manages the most high-risk offenders across seven divisions; and 21 new Community Rehabilitation Companies (CRCs), who manage medium and low-risk offenders.

Evidence National

- There were 16,687 female offenders in the community (15.1% of all offenders in the community) as at 31 December 2014.
- 15.8% of offenders in the community are Black and Minority Ethnic (BME) as at 31 December 2014. In comparison, 12.4% of the population of England & Wales aged 18 and over were recorded as BME in the 2011 census.
- There has been a change in the age profile offenders in the community where the proportion of offenders aged under 25 has fallen from 34.3% in December 2009 to 27.5% in December 2014 and the proportion of those aged 50 and over has risen from 5.7% to 8.5%.
- The percentage of Licence and Court Orders that



were successfully completed for offenders aged 60 was 94.7% while offenders aged 18-20 had a success rate of 75.0%.

Evidence York

Re-offending rate for 2013 was 11.6% in comparison to the regional average of 9.9% with York having the 3<sup>rd</sup> highest re-offending rate in the region.

The table below shows that over 80% of customers in commissioned support services for offenders managed to comply with statutory orders as well as reduce risk to themselves and others.

**105 customers**

*% Customers requiring support who achieved outcome*

**2014/15 outcomes for HRS Offender prevision**

**Achieve Economic Wellbeing**

Maximise income	97.9%
Reduce overall debt	70.2%
Obtain paid work:	
<i>Now in paid work</i>	40.5%

<i>Has participated in paid work</i>	50.6%		
<b>Enjoy and Achieve</b>			
Training / education			
<i>Has participated in desired training / education</i>	63.8%		
<i>Has achieved applicable qualifications</i>	50.0%		
Leisure / culture / informal learning	72.6%		
Work-like activities	58.4%		
Establish contact			
<i>Has established contact with services / groups</i>	96.7%		
<i>Has established contact with friends / family</i>	81.2%		
<b>Be Healthy</b>			
Manage physical health	85.9%		
Manage mental health	84.0%		
Manage substance misuse	65.6%		
Assistive Technology etc	100.0%		
<b>Stay Safe</b>			
Avoid eviction	66.8%		
Obtain / secure settled accommodation	72.1%		
Comply with stat. orders / related processes	83.9%		

Better manage self-harm	88.9%			
Avoid causing harm to others	91.5%			
Minimise risk / harm from others	86.7%			
<b>Make a Positive Contribution</b>				
Develop involvement / choice / control	78.4%			
<b>Homeless –</b>				
<u>York Evidence</u>				
<p>York’s housing market is characterised by high levels of housing demand. Strong competition from a growing population has fuelled high house prices and private sector rents. The price of a home in York is well above the regional average and has been for many years.</p> <p>Strong competition, coupled with a relatively small supply of affordable rented homes means those least able to compete in the housing market can find their options limited. Young people, young families and vulnerable households are particularly disadvantaged by current housing options. Lack of choice in the housing market undermines efforts to build the local economy (Homelessness Strategy 2013)</p>				

<ul style="list-style-type: none"> <li>➤ To prevent homelessness. There were 665 homeless prevention cases in 2014/15, which is slightly less than 2013/14 but a considerable achievement in light of current economic climate and with no negative impact on homeless acceptances;</li> <li>➤ The rough sleeper submission for quarter 3, 2015/16 (based on DCLG assessment criteria) was 13, an increase from previous year of 9 (44% increase). National statistics show a 13.7% increase. The majority of rough sleepers are known to services but choose not to engage.</li> <li>➤ The concept of resettlement is firmly established and working well, with 56 customers being resettled into permanent accommodation this year</li> <li>➤ In total 192 individuals were accommodated in emergency beds, an increase from 138 in 2013/14 (39% increase in the use of emergency beds).</li> <li>➤ 38 travel warrants were issued in 14/15 in comparison to 40 in 13/14 to assist people to return home / access accommodation in their local area or out of area placements as part of a planned re-housing process.</li> </ul> <p>(Executive Member for Homes and Safer Communities report)</p>			
--	--	--	--

<b>160 customers</b>	<i>% Customers requiring support who achieved outcome</i>			
<b>2014/15 outcomes for HRS Offender prevision</b>				
<b>Achieve Economic Wellbeing</b>				
Maximise income	98.9%			
Reduce overall debt	91.0%			
Obtain paid work:				
<i>Now in paid work</i>	43.4%			
<i>Has participated in paid work</i>	60.4%			
<b>Enjoy and Achieve</b>				
Training / education				
<i>Has participated in desired training / education</i>	75.2%			
<i>Has achieved applicable qualifications</i>	29.0%			
Leisure / culture / informal learning	94.8%			
Work-like activities	84.2%			
Establish contact				
<i>Has established contact with services / groups</i>	94.6%			
<i>Has established contact with friends / family</i>	96.8%			
<b>Be Healthy</b>				
Manage physical health	85.9%			

Manage mental health	84.1%
Manage substance misuse	78.2%
Assistive Technology etc	100.0%

**Stay Safe**

Avoid eviction	80.4%
Obtain / secure settled accommodation	80.3%
Comply with stat. orders / related processes	92.3%
Better manage self-harm	86.1%
Avoid causing harm to others	89.0%
Minimise risk / harm from others	91.2%

**Make a Positive Contribution**

Develop involvement / choice / control	94.0%
--	-------

**Mental health -**

The Community Mental Health Profile shows a range of performance indicators for mental health services in York. The full profile can be accessed [here](#). Some of the measures are highlighted below. These show that York has:

- Higher rates of hospital admissions for mental health conditions and specifically for unipolar depression (that is, depression that is not bi-polar in diagnosis),

<p>Alzheimer’s and Schizophrenia than the England average. For Alzheimer and Schizophrenia hospital admission rates, these are significantly worse than the England averages.</p> <ul style="list-style-type: none"> <li>➤ A higher number of in-patient ‘bed days’ – that is, the amount of time a person will spend in hospital with a mental health problem – per head of population than the England average</li> <li>➤ A higher number of people using secondary care adult mental health services but a lower number of total contacts with mental health services compared to the England average. The number of contacts with mental health services is significantly lower.</li> <li>➤ A significantly lower number of contacts with community psychiatric nurses than the England average</li> <li>➤ A lower spend on mental health per head of population than the England average</li> </ul> <p>The commissioned mental health support provision shows that 91.2% of customers had a positive outcome in respect to managing their mental health.</p> <p><b>35 Customers</b></p> <p><b>Jan 14 to Mar 15</b></p> <p><b>Customer Outcomes</b></p>			
---	--	--	--

*%  
Customers  
requiring  
support who  
achieved  
outcome*

**Achieve Economic Wellbeing**

Maximise income	95.5%
Reduce overall debt	87.5%
Obtain paid work:	
<i>Now in paid work</i>	33.3%
<i>Has participated in paid work</i>	33.3%

**Enjoy and Achieve**

Training / education	
<i>Has participated in desired training / education</i>	80.0%
<i>Has achieved applicable qualifications</i>	20.0%
Leisure / culture / informal learning	85.7%
Work-like activities	77.8%
Establish contact	
<i>Has established contact with services / groups</i>	96.4%
<i>Has established contact with friends / family</i>	100.0%

**Be Healthy**

Manage physical health	91.7%
Manage mental health	91.2%
Manage substance misuse	80.0%



<p>Assistive Technology etc 100.0%</p> <p><b>Stay Safe</b></p> <p>Avoid eviction 100.0%</p> <p>Obtain / secure settled accommodation 100.0%</p> <p>Comply with stat. orders / related processes</p> <p>Better manage self-harm 83.3%</p> <p>Avoid causing harm to others 100.0%</p> <p>Minimise risk / harm from others 87.5%</p> <p><b>Make a Positive Contribution</b></p> <p>Develop involvement / choice / control 93.9%</p>			
<p><u><b>Younger People</b></u></p> <p><u>Overview and background</u></p> <p>The proposed re-modelling of HRS services includes commissioned younger people provision (16-25 year olds). Initially there was consideration as to whether these services were in scope as they were historically predominantly 16-17 year olds estranged from their family. Therefore it was questioned whether this should be an adults provision. However the demographics of referrals have changed over recent years partly due to their being a front line hostel in place for young people (not in scope)</p>	<p><b>Education &amp; Productive and valued activities</b> – estrangement from family and or homelessness can lead to poor educational outcomes and often NEET.</p> <p><b>Standard of living &amp; Individual, family and social life</b> – young people estranged from their family can often come from a dysfunctional family upbringing with poor social and independent life skills.</p>	<p>The proposals are both positive and negative as identified.</p>	<p>See Adults section</p>

and partly down to other factors like changes in welfare reform like single room rent. As the majority of customers are now 18+ it was decided to include these services within the proposed adults tender.

With the young people's supported lodgings scheme. Due to the specialist nature of this host provision this service is proposed to be commissioned separately.

Evidence - York

York is ranked 5th lowest in the Yorkshire & Humber region of Local Authorities for numbers of young people not in education, employment or training

In York the teenage conception rate (age under 18) is maintaining its downward trend with a rate of 23.0 per 1,000 girls in the age group in 2012 (Office for National Statistics).

Commissioned young people supported services have achieved an 83.4% positive outcome for maintain secure accommodation.

Outcome evidence from an existing young people support service:

<p><b>28 Customers 2014/15</b></p>	<p><i>% Customers requiring support who achieved outcome</i></p>		
<p><b>Achieve Economic Wellbeing</b></p>			
<p>Maximise income</p>	<p>100.0%</p>		
<p>Reduce overall debt</p>	<p>86.6%</p>		
<p>Obtain paid work:</p>			
<p><i>Now in paid work</i></p>	<p>49.1%</p>		
<p><i>Has participated in paid work</i></p>	<p>77.3%</p>		
<p><b>Enjoy and Achieve</b></p>			
<p>Training / education</p>			
<p><i>Has participated in desired training / education</i></p>	<p>75.0%</p>		
<p><i>Has achieved applicable qualifications</i></p>	<p>37.5%</p>		
<p>Leisure / culture / informal learning</p>	<p>88.9%</p>		
<p>Work-like activities</p>	<p>70.0%</p>		
<p>Establish contact</p>			
<p><i>Has established contact with services / groups</i></p>	<p>100.0%</p>		
<p><i>Has established contact with friends / family</i></p>	<p>100.0%</p>		

<p><b>Be Healthy</b></p> <p>Manage physical health 100.0%</p> <p>Manage mental health 89.1%</p> <p>Manage substance misuse 93.8%</p> <p>Assistive Technology etc</p> <p><b>Stay Safe</b></p> <p>Avoid eviction 83.4%</p> <p>Obtain / secure settled accommodation 83.4%</p> <p>Comply with stat. orders / related processes 94.6%</p> <p>Better manage self-harm 100.0%</p> <p>Avoid causing harm to others</p> <p>Minimise risk / harm from others 100.0%</p> <p><b>Make a Positive Contribution</b></p> <p>Develop involvement / choice / control 95.0%</p>				
<b>Details of Impact</b>	<b><i>Can negative impacts be justified?</i></b>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>
Due to efficiencies identified the successful tenders will have fewer resources than the	Yes	There is some mitigation in the fact that currently generic warden provision	Carl Wain	The new proposed

<p>total current provision. This will have partial impact in reducing the ability to either support the same quantity of customers or provide the same level of support.</p>		<p>includes sheltered housing residents that do not require support. Resources need to be targeted at those that need the support so there is an equitable approach based on need rather than where someone lives.</p> <p>With respect to adult provision (including young people), existing contracts have been developing triage approaches which include drop-in provision that helps to reduce the quantity of support visits.</p>		<p>model is currently scheduled to be in place by Dec 2016</p>
<p>The current proposed budget envelope does not allow for growth (in respect to older people services) which is anticipated due to the evidenced demographics.</p>	<p>Yes</p>	<p>Where there is an increase in demand a growth bid will need to be considered against other budget pressures. There is not a statutory requirement to deliver this service.</p>		
<p>Customer consultation very much indicated that they appreciate a warden presence.</p>	<p>Yes</p>	<p>Sheltered housing schemes have a requirement for a warden presence regardless of whether this is funded by the city of York council. This will be part of resident's tenancy agreement. Negotiation with Housing Benefit team took place over the last two years to increase allocation of warden time such</p>		

		<p>that 50% is eligible for HB. This allows the landlord to continue to provide some warden presence. Further consultation will need to take place between the landlord (Housing Associations) and the residents to determine how they would like warden presence to be delivered, potentially providing greater choice although there may be some cost implications to the landlord and/or customers.</p>		
<p>There is a risk that customer contributions will increase for residents in sheltered housing. Those on low income may no longer be able to afford to live in these schemes creating an equitable issue around access to service.</p>	<p>Yes</p>	<p>There is a history of Housing Associations subsidising sheltered schemes through their rental income, the actual impact is likely to be minimised due to the ethos of the not for profit landlords who will manage the impact to residents. The risk is likely to be more in respect to future referrals which is partially mitigated though internal sheltered housing not being in scope with these proposals.</p> <p>The review of the balance between HRS and Housing management tasks for wardens has resulted in more warden time being eligible for Housing Benefit</p>	<p>As above</p>	

		and therefore not impacted by the proposed changes.		
There is a risk, with all age groups, that with reduced preventative support there will be more customers requesting an ASC assessment at both an earlier stage and with higher level of needs.	Yes	It is not possible to maintain the same or greater level of preventative support without first releasing funding up-stream. The successful providers will be given freedom to deliver against outcomes rather than also outputs, this will help to provide a more customer focussed and targeted approach to meeting needs and reducing risk.	As above	As above
The is a risk of further increase in street homeless with any reduction in preventative and homeless resettlement support	Yes	The successful provider/consortium will have greater opportunity to manage the service model and adjust the balance between responsive support and structured support to meet changing community needs. The provider/consortium will also be better placed to attract additional funding and use innovative and person centred approaches to reduce risk.	As above	As above
There is a risk of increased offending/ substance misuse to any reduction in support to customers that access these services.	Yes	The successful provider/consortium will have greater opportunity to manage the service model and adjust the balance between responsive support and structured support to meet changing	As above	

		community needs. The provider/consortium will also be better placed to attract additional funding and use innovative and person centred approaches to reduce risk.		
There is a risk that any reduction in mental health preventative support will lead to greater access to professional services		Currently there are a significant proportion of customers with mental health needs across this range of services. Rationalising this provision will enable there to be equitable access to mental health support across the customers accessing this range of services. This should also provider greater opportunities for pathways from HRS services to professional support provision.	As above	

<b>Community of Identity: Carers of Older or Disabled People</b>				
<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
N/A				
<b>Details of Impact</b>	<b><i>Can negative impacts be</i></b>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>



	<i>justified?</i>			

<b>Community of Identity: Disability</b>				
<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
As per older people. Sheltered housing schemes also include people with physical disabilities.				
<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>

<b>Community of Identity: Gender</b>			
<b>Evidence</b>	<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
There are no gender specific services within scope except for the Women’s House. The Women’s House is a 24 hour supported provision for women offenders and ex-	<b>Physical security</b> – providing separate supported housing reduces the risk of	<b>Unknown</b> – there will be a requirement	Staff employed at this

<p>offenders. It has been identified and evidenced both locally and nationally that it is not always appropriate to mix male and female offenders in the community.</p>		<p>sexual abuse to vulnerable women.</p>	<p>within the tender specification that the provider/consortium demonstrates how they meet the needs of vulnerable women. The successful bid may use a different approach to meeting this need</p>	<p>supported housing scheme are currently through a third sector provider – 95 contracted hours + 197 Housing Management Hours</p>
<p><b>Details of Impact</b></p>	<p><i>Can negative impacts be justified?</i></p>	<p><b>Reason/Action</b></p>	<p><b>Lead Officer</b></p>	<p><b>Completion Date</b></p>
<p>Due to the efficiencies identified there is no guarantee that this supported housing scheme will continue.</p>	<p>Yes</p>	<p>There are other methods of providing support to vulnerable women in a non mixed hostel environment.</p>	<p>Carl Wain</p>	<p>The new proposed model is currently</p>

				scheduled to be in place by Dec 2016
--	--	--	--	--------------------------------------

**Community of Identity: Gender Reassignment**

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

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

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

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

**Community of Identity: Pregnancy / Maternity**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
The young people floating support scheme includes supporting teenage parents. This may also include young pregnant women.	<p>Education – this enables teenage parents to be better equipped to provide support and care to their child.</p> <p>Standard of living – this enables the support to be put in place to ensure the mother and child have as good a start as possible.</p>	The proposals are both positive and negative as identified.	Contracted hours employed through two third sector providers as part of a larger contract provision. The hours are not specifically split out for teenage parents.	
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

Due to the efficiencies identified this may result in the reduction of young people supported or the quantity of commissioned hours provided.	Yes	<p>The co-design approach will provide greater opportunities for accessing alternative funding streams and community cohesion.</p> <p>The rationalising of service provision to one inclusive support service enables the successful provider to target based on need rather than client group.</p>	Carl Wain	The new proposed model is currently scheduled to be in place by Dec 2016
---	-----	---	-----------	--

<b>Community of Identity: Race</b>				
<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
N/A all service provision will be required to deliver support regardless of race.				
<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>

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

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/A all service provision will be required to deliver support regardless religion/spirituality/belief				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

<b>Community of Identity: Sexual Orientation</b>				
Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/A all service provision will be required to deliver support regardless sexual orientation				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

This page is intentionally left blank



---

**Executive****28 April 2016**

Report of the Assistant Director of Finance, Property and Procurement  
Portfolio of the Executive Leader, Finance and Performance

**Letting of Red Tower, Foss Islands Road.****Summary**

1. Red Tower is a 2 storey Grade 1 listed scheduled ancient monument parts of which date back to the 16<sup>th</sup> century although it was largely reconstructed in the nineteenth century. It immediately adjoins the city wall in Foss Islands Road. Access to the first floor is by ladder only and there are no utility services connected to the building. It has no current use nor has it been used in the recent past.
2. It brings into beneficial use a building which has been vacant and unused for many years. The Executive are requested to agree to a letting of the building together with a small area of the adjoining land to a community organisation for the promotion of community led local projects. The plan attached shows the extent of the proposed letting outlined in red with the land shown hatched green and a right of access shown hatched brown.

**Recommendations**

3. Executive are requested to agree to let the tower and part of the adjacent land to The Incredible Movement in York (TIM) for a term of 30 years at a peppercorn rent.

Reason: To enable an unused council building to be utilised and improved and thereby provide a resource which will benefit the local community.



## **Background**

4. The building has been vacant for many years apart from its occasional use for storage. The council's archaeologist John Oxley has been approached by Imelda Havers of The Incredible Movement in York (TIM) a voluntary community involvement group with a proposal to lease the premises to provide a residents meeting place and to engage with the community to promote improvement of the neighbourhood.
5. Their vision is to install utility services into the building and to provide a kitchen and w.c., central heating, lighting, roof insulation and windows. A staircase will be provided to the first floor which presently has only ladder access. The cost of the improvement works has been estimated to be in the region of £40,000. They envisage creation of a meeting space for community organisations with ancillary kitchen and cafe space, together with an adjacent garden for the growing of edible crops.
6. They are keen to explore how best to refurbish the building and provide functional space whilst retaining the historic integrity of the building and its site.
7. The Incredible Movement in York have applied to the Department for Communities and Local Government for Community Ownership and Management of Assets (COMA) funding. In November 2015 a grant of £9,898 was awarded.
8. This has enabled them to obtain a structural survey of the building and have an outline design prepared to show how services can be introduced, access to the first floor improved, and optimum use made of the space in a historically sensitive way.
9. Further work can subsequently be undertaken on obtaining scheduled monument consent, costing of the improvements and identifying potential funding sources.
10. In order to attract and process the necessary funding and investment into the building they have requested a 30 year lease at a peppercorn rent.

## **Consultation**

11. TIM originally approached the Council's Archaeologist regarding their proposed use of the building and he has voiced his support for the proposal.
12. English Heritage have also attended site meetings and Keith Emerick of English Heritage has expressed an in principle approval.
13. TIM have worked with Friends Of York Walls to engage a range of local people and have publicised the project in the local press, website and social media. They have opened the building on a number of occasions including for York residents weekend in January 2015 when they had 635 visitors over the 2 days. They received some useful feedback which was all positive and supportive. Through engagement with local people they have discovered that there is a need for such a facility in the area.
14. A briefing note on the potential letting of the premises to TIM has been taken to the Capital & Asset Board previously in April 2015.
15. The local Ward Councillors are supportive of the proposal.

## **Options and Analysis**

16. Option 1- Let the premises on a long lease to TIM

### Advantages

- It brings into beneficial use a building which has been vacant and unused for many years.
- Enables a coordinated approach to be made to seek funding to install services into the building and allow it to be sympathetically refurbished
- It will provide a resource for local residents to meet and engage in creative activities which will improve the neighbourhood.

Option 2 – Decline to let the premises

Advantages

- The premises would be available to the council as a small basic structure which may be used as a storage facility.

**Council Plan 2015 - 2019**

17. Under the Council Plan this proposal will assist in supporting;
- A prosperous city for all
    - Local residents enjoy a facility to promote creativity and the well being of those in the neighbourhood.
    - Residents can enjoy use of a building which is part of the city's unique heritage and be included in a range of activities.
  - A focus on frontline services
    - Everyone has access to opportunities regardless of their background
    - Residents are encouraged and supported to live healthily
  - A council that listens to residents
    - Engaging with the community to provide creative space for local residents

**Implications**

- 18.
- **Financial** – The proposed letting will facilitate improvements being undertaken to a council asset with no direct council capital outlay. The asset however will not generate a rental income.
  - **Human Resources (HR)** - none
  - **Equalities** - none
  - **Legal** –
  - Under S.123 of the Local Government Act 1972:
    - (i) before disposing (including granting a lease) of 'open space' the Council must advertise the proposed disposal in two consecutive editions of a local newspaper and give due

consideration to any objections or other comments received in response to the advertisement. S.20 of the Open Spaces Act 1906 defines open space as any land (whether or not fenced/enclosed) on which there are no buildings or of which not more than 5% is covered with buildings and the whole or remainder of which is used for recreational purposes or which lies waste and unoccupied. The land in question is unoccupied and undeveloped and therefore could fall within the definition of open space. It is considered that before the Council disposes of this land the proposal should be advertised and any objections or other comments should be properly considered.

- **Crime and Disorder** – none
- **Information Technology (IT)** - none
- **Property** – contained in the report
- **Public Health** – None

**Risk Management**

19. There are no particular risks associated with the recommendation.

**Contact Details**

**Author:**  
**Paul Fox**  
**Property Surveyor**  
**Property Services**  
 01904 553357

**Officer Responsible for the report:**  
**Tracey Carter**  
**Assistant Director – Finance, Property**  
**and Procurement**

**Report**  **Date** 18 April 2016  
**Approved**

**Specialist Implications Officer(s)**

Financial  
 Deborah Mitchell  
 Corporate Finance & Commercial  
 Procurement Manager  
 Tel No. 01904 554161

Legal  
 Gerard Allen  
 Senior Solicitor

Tel No.01904 552004

**Wards Affected: Guildhall**

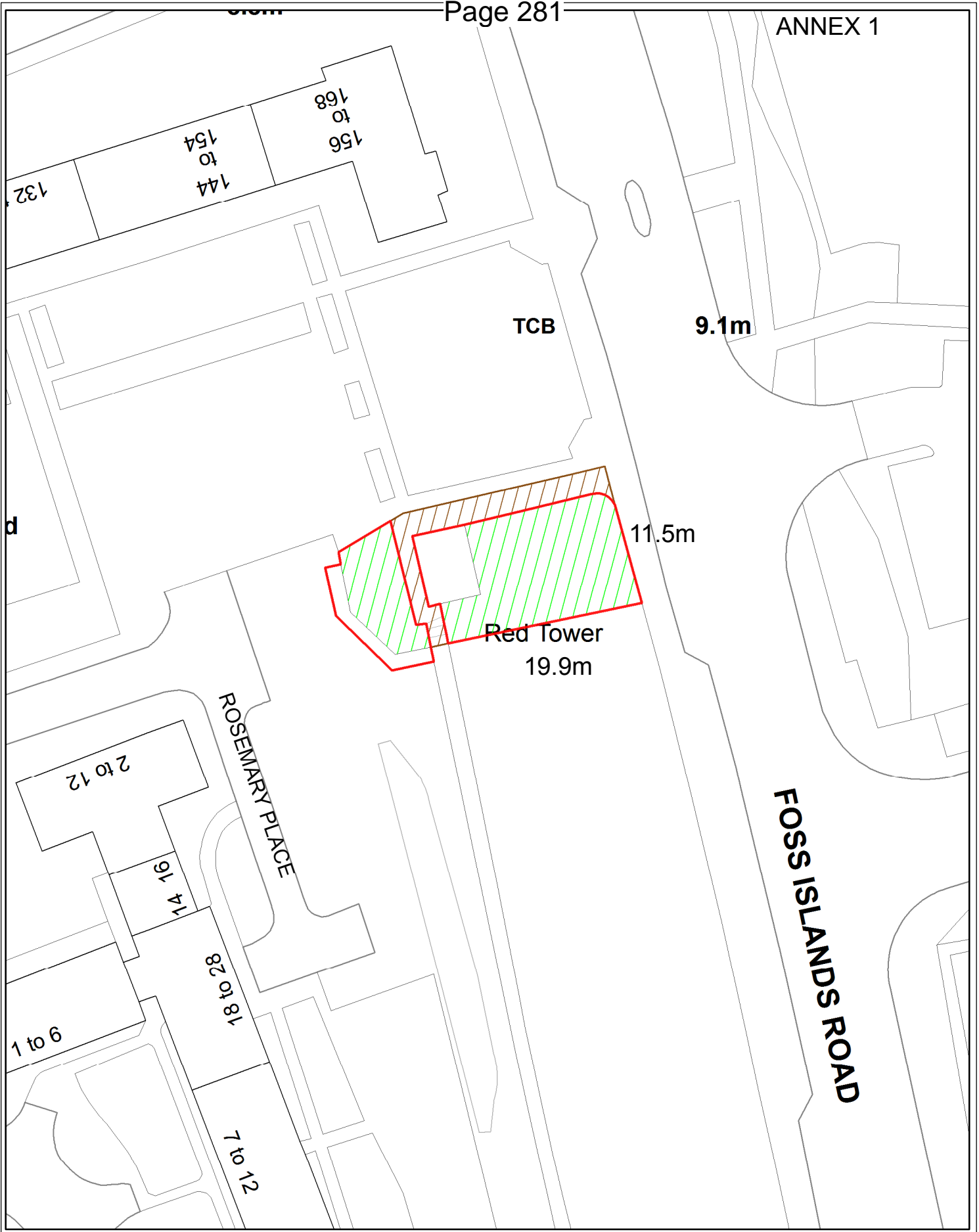
**All**  *tick*

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

**Background Papers:** None

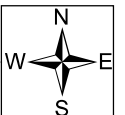
**Annexes**

Annex 1 – Site Plan.



**CBSS**  
*Asset & Property  
Management*

Red Tower, Foss Island's Road



SCALE 1:500

DRAWN BY: DH

DATE: 18/02/2016

Originating Group:

**Asset & Property Management**

Drawing No.

**E00204\_5**

Reproduced from the Ordnance Survey with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright.  
Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.  
City of York Council 100020818

This page is intentionally left blank