



## Brief Self-Assessment

### City Of York Council CPA Waste Management June 2007

“Cleaner, Greener, Safer”



## Context

### Introduction

1. York is a nationally and internationally prominent city for a range of reasons; not only as a historical city and an important location for the Church of England, but also as one of the UK's most visited tourist destinations. The City of York Council covers an area of 105 square miles and comprises an urban area, which is surrounded by many small rural and semi-rural settlements. Around 85 square miles of the York area is greenbelt.
2. Approximately 186,800 people live in York. However, this increases significantly between September and May when around 20,000 higher education students attend the university and colleges (that's an 11% increase).
3. The population of the city is constantly increasing and is expected to reach 192,000 by 2011. Life expectancy at birth for children born in York between 1998 - 2000 is greater than the national average. This, together with rapid economic growth and a decrease in the average number of people per household is placing pressure on housing.

### The Council's Journey Since 2004

4. In 2004 the Council's Waste Management was assessed as being a 'fair', one-star service, which had uncertain prospects for improvement. Since then we have made significant progress.
5. In response to the judgement, the Council established a 'Waste Strategy Board' consisting of the Director of Commercial Services (Chair), the Director of Resources and the Deputy Chief Executive. This has transformed the Council's approach to Waste Management and significantly enhanced the profile of waste minimisation and recycling across the city. The 2004/05 Council Plan reflected the need for sustainability and York recognised waste management as a major concern. It made links to the Corporate Aims 1.5 (Minimise waste arising from both residents and businesses) and 1.6 (Maximise recycling opportunities for residents and businesses). The plan noted the previous years performance on recycling at 15%, exceeding the government target of 12% but needed to reduce household waste levels which were still rising. Targets for the following two years, 2005/06 and 2006/07 for kg of household waste collected per head of population (BVPI84) was set at a 2% annual rise, being 1% below the national average. The target for 2006/07 was set at 576kg per head of population. Today's actual is 538.5kg per head.
6. A project delivery team was established with the Assistant Director of Commercial Services as Lead Officer. His role was to apply the revised waste strategy [Executive report – York's Waste Strategy – Reviewed and Amended 9<sup>th</sup> November 2004](#) and guide the team in its delivery. Establishing timed and costed action plans in order to manage the improvement process and to report any problems to the Waste Strategy Board, the project sponsor. [Scoping Document](#)
7. The team established seven distinct action plans that would contribute to the delivery of the revised York Waste Strategy. In doing so, it took advantage of local, regional, national and international initiatives and sought to maximise such grants as they became available. [Grant application summary](#)
  - **Action Plan 1.1 – Consultation:** Awareness raising and education is essential to ensure the success of the Strategy. Section 3 of the York and North Yorkshire Waste Management Partnership sets in place the process for successful consultation. [Action plan](#)
  - **Action Plan 1.2 – Minimisation:** Delivering change required actions by individuals, manufacturers, retailers and government bodies. York set out its overall objective for Waste Minimisation in [\(E-MAP report – Environment and Sustainability 14<sup>th</sup> July 2004\)](#) [Minimisation impact document](#)

- **Action Plan 1.3 – Green Waste and Recycling/Kerbside Collection and ‘bring sites’:** The Council is committed to recycling and intends to recycle as much waste as possible within the bounds of resources and markets. [Kerbside recycling and green waste impact document](#)
- **Action Plan 1.4 – Household Waste Sites (HWS):** Well-managed HWS with clear targets and incentives are one of the easiest and most cost effective methods of collecting recyclable materials. [HWRC impact document](#)
- **Action Plan 1.5 – Mass Treatment Facilities:** Despite the above, the residual waste will remain at levels where further treatment will be necessary if the obligations of the Landfill Directive is to be met. A partnership approach with North Yorkshire is addressing this challenge. [PFI Overview](#)
- **Action Plan 1.6 – Procurement:** Rigorous soft market testing and options appraisals are necessary to ensure value for money. The initial focus has been on the Landfill and composting contract, the bulky collection and the management of Household Waste Sites. [Bulky waste service impact document](#) [HWRC tender documents](#) In addition, the opportunity to tender for the waste management for York University enabled our operational costs to be tested. [University impact document](#) (Links: [Russell, abandoned cars](#))
- **Action Plan 1.7 – Disposal:** Rigorous market testing of the Material Recycling Facility (MRF), and review of disposal options in the short-term leading up to the Mass Treatment Facility as in 1.5 above. [Disposal and recycling tender](#)

## Impact Assessment

8. The following are the headlines of York’s proud achievements since 2003/04:
- Household waste arisings held at 2004/05 levels despite 2,100 (2.6%) additional properties and national trends in waste growth; Target set in 2004/05 was a 2% waste growth, being 1% below the national forecast. [Performance management](#)
  - Household waste going to landfill reduced from 83,400 tonnes in 2003/04 to 60,430 in 2006/07;
  - All municipal waste arisings including Commercial Waste, down over 1,000 tonnes since 2004/05
  - Total recycling up from 15.4% to 39.9% (yet to be audited);
  - Kg of waste collected per head of population down from 554.43kg to 538.5kg;
  - Percentage of households served by kerbside collection of at least one recyclable at 87.5%
  - An expanded range of recyclable materials collected from kerbside from over 60,000 (75% of the households) are:
    - Tin cans
    - Aluminium cans
    - Clear glass
    - Coloured glass
    - Paper
    - Cardboard
    - Plastic bottles
  - Overall satisfaction with waste collection at 72%, down on levels pre alternate week but 3% higher than the national average for unitary authorities who have move to alternate week over the last three years.
  - High recycling participation monitoring [Participation monitoring report](#) [committed recycler report](#)
  - Household Waste Recycling Centres (HWRC’s) average recycling performance has improved from 31.7% in 2003/04 to over 59% in 2006/07. These figures exclude inert waste.

## Ambition

## Local Area Agreement (LAA)

9. York's 20-year Vision and Community Strategy (Without Walls [2004] *York: A City Making History – York City Vision and Community Strategy 2004-2024*) took two years to develop and was agreed by key public, private, voluntary and community sector partners across the city. Development of the vision was led by the Without Walls Executive Board and based on widespread consultation with residents, local public service providers, businesses, and voluntary and community groups through a 'Festival of Ideas'. Hundreds of residents and visitors took part, including many whose views are not normally heard. Activities included live public debates, ward-based community planning events and 'postcards from the future'. [Extract from LAA](#)
10. One of the Local Strategic Partnership's (LSP) seven top-level objectives (as outlined in the Community Strategy) is 'to be a model environmentally sustainable city'. LSP strategic aims within this objective are to significantly reduce the adverse impact on the environment of current lifestyles, promote taking pride in the environment to local people and to support them in improving the quality of their communities. By prioritising the reduction in waste to landfill and increase recycling and making York cleaner and greener through improved levels of street cleanliness. [Service Plan](#)

## Prioritisation

### Corporate Strategy

11. The Corporate Strategy links to the LAA and sets out the Council's 13 priorities, which will be delivered over the next three years. These priorities cover key areas of the Council's business. They focus on improving key areas that are important locally and nationally. [Corporate strategy summary](#)
  - **Priority** – Decrease the tonnage of biodegradable waste and recyclable products going to landfill.

## Securing Continuous Improvement

### Performance Reporting

12. Over the recent years our performance management arrangements have developed from simple monitoring to more robust management that focus on outcomes and results. We integrate our performance monitoring reports with financial and health and safety data. [Senior management performance report](#)

### Scrutiny and Policy

13. Our scrutiny arrangements have strengthened over the last year with the introduction of the revised Constitution. This saw an expansion of the scrutiny process from members of the dedicated advisory panel being restricted to their own portfolio to a more robust, crosscutting scrutiny regime. [Waste from Terraced Properties Scrutiny report](#)

## European Foundation for Quality Management (EFQM)

14. The Directorate undertake regular Self Assessment using the EFQM Excellence Model to drive improvements and develop service plans. This had been recognised by the 'Committed to Excellence Award' [EFQM feedback report](#)

## Charter Mark

15. The assessment by the East Midlands Quality Centre said the Directorate provided a good customer focused service across its areas of service delivery. We actively seek feedback from customers and this is generally positive. We work closely in partnership with other services providing a seamless service around waste strategy and collection and recycling. *Evidence available on-site*

**Figure 1 – Judgement 1: How Good is the Service**

Key Line of Enquiry (KLOE)	Source of Current State, Priorities and Improvements	Impact
<p><b>What has the service aimed to achieve in terms of community, regional and national priorities and corporate ambitions</b></p>	<ul style="list-style-type: none"> <li>• <a href="#">Local Area Agreement LAA</a></li> <li>• <a href="#">Corporate Strategy</a></li> <li>• <a href="#">York and NYCC Waste Partnership</a></li> <li>• <a href="#">‘Lets Talk Less Rubbish’</a></li> <li>• <a href="#">Partnership achievements</a></li> <li>• <a href="#">LATS</a></li> <li>• PI’s</li> <li>• Assisted Collection</li> <li>• <a href="#">LPSA 2 Agreement</a></li> </ul>	<p>York has set out its commitment to driving down the impact on waste in the City. The LAA demonstrates the commitment of the LSP that leads through into the Corporate Strategy. Service plans reflect these ambitions and priorities. Partnership working with NYCC structures the longer-term ambitions of the two councils. LATS is another key issue with regular monitoring by the Internal Waste Board. As a result of user participation in recycling, and the momentum achieved through the rollout of kerbside collection of plastic, the outcomes have gone significantly beyond the stretched targets set out in the LPSA 2 agreement.</p>
<p><b>Access, customer care and user and/or community focus</b></p>	<ul style="list-style-type: none"> <li>• York’s Web Site – A to Z</li> <li>• Easy @ York - <a href="#">Customer Call Centre</a></li> <li>• <a href="#">Service Level Agreement</a></li> <li>• <a href="#">Policy Report</a></li> <li>• <a href="#">Cardboard and plastic consultation</a></li> <li>• DEPAG reports</li> <li>• HWRC – Customer Care Policy</li> <li>• Hazardous Waste</li> <li>• VW 19</li> <li>• Missed Bins</li> <li>• Bulky Collection</li> <li>• WEEE</li> </ul>	<p>The customer call centre is well established and the number is prominent in many places, including all waste services vehicles. On line customer reporting is established for the waste collection and street environment services. Service level agreement and policies are well defined and built into the automatic responses from on-line enquiries. Customer care is a priority for York. The Senior</p>

<p><b>Diversity</b></p>	<ul style="list-style-type: none"> <li>• Fly tipping</li>   <li>• <a href="#">Equalities Policy</a></li> <li>• <a href="#">Assisted Collections</a></li> <li>• <a href="#">Medical Collections</a></li> </ul>	<p>Management Group of the Neighbourhood Services Directorate monitors the numbers of missed bins on a weekly basis.</p> <p>The Council has made significant strides in the field of equalities in recent years. In 2003 we adopted a new “comprehensive equalities policy”. We were determined this policy was not just to be fine words so it committed us to developing the policies and plans we needed to make equality a reality. It also committed us to implementing the Equality Standard for Local Government, to provide a structure and measure for the success of our work.</p>
<p><b>Service outcomes for users and communities</b></p>	<ul style="list-style-type: none"> <li>• Waste Flow Data</li> <li>• Annual Residents Opinion Survey</li> <li>• <a href="#">Waste minimisation survey</a></li> <li>• <a href="#">Service Level Agreement</a></li> <li>• <a href="#">Talk-about</a></li> <li>• Quality Inspections</li> <li>• Commercial Waste Partnership</li> <li>• Doorstep Surveys</li> <li>• BVPI 84</li> <li>• <a href="#">Packaging Enforcement</a></li> </ul>	<p>Missed bins are a critical driver in terms of customer outcomes for the waste service. Close scrutiny of performance is carried out weekly, with actions taken when and where necessary. Neighbourhood Services currently carry out quality inspections regularly throughout the day. In all, supervisors carry out 40 inspections each month, with 4 per month by the Head of Service and Operations Managers.</p> <p>Each inspection covers such items as:</p> <ul style="list-style-type: none"> <li>▪ Position of bins after emptying</li> <li>▪ Appearance of crew and vehicle</li> <li>▪ Any spilled litter</li> <li>▪ Defective equipment</li> <li>▪ General Health and Safety</li> <li>▪ Crew issues</li> </ul>
<p><b>How do the organisation’s costs</b></p>	<ul style="list-style-type: none"> <li>• <a href="#">BVPI – Cost of Collection</a></li> <li>• Waste data flow</li> </ul>	<p>The 2005/06 benchmarking</p>

<p><b>compare to others, allowing for local context, performance and policy choices</b></p> <p><b>How is value for money managed, including through partnership and procurement and taking a long-term view</b></p>	<ul style="list-style-type: none"> <li>• Management Accounts</li> <li>• <a href="#">University contract</a></li> <li>• Disposal contract</li> <li>• <a href="#">HWRC contract and Performance Measures</a></li> <li>• Bulky collections contract</li> <li>• <a href="#">Abandoned cars contract</a></li> </ul> <ul style="list-style-type: none"> <li>• PFI</li> <li>• <a href="#">Procurement strategy</a></li> <li>• <a href="#">Procurement methods</a></li> <li>• University – 3 way partnership</li> <li>• Commercial Waste with Yorwaste</li> <li>• Grants, including <a href="#">LPSA 2</a></li> <li>• Community involvement – <a href="#">Friends of St Nicholas Fields</a></li> <li>• <a href="#">Service Plans</a></li> </ul>	<p>comparators indicated that York was in the lowest quartile for both cost of collection and disposal, compared with other unitary authorities. Several elements of the service have recently been exposed to market competition and the collection service has recently been soft market tested through the award of the university contract.</p> <p>The Council is committed to improving the delivery of its services and, as a result of an internal review in 2003, decided to create a Corporate Procurement Team to help drive these improvements forward. The team is headed by a Procurement Manager and is supported by a team of three. Its remit is to advise on policy and strategy, the letting and administration of corporate contracts, contract monitoring, collecting procurement information across the council, overseeing devolved buying, and acting as an internal source of expertise for devolved purchasing/ procurement practitioners and Service Managers in Directorates.</p>
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**Figure 2 – Judgement 2: (Prospects for Improvement)**

Key Line of Enquiry (KLOE)	Source of Current State, Priorities and Improvements	Impact
<p><b>What is the service track record in delivering improvements</b></p>	<ul style="list-style-type: none"> <li>• PI's</li> <li>• <a href="#">Waste data flow</a></li> <li>• HWRCs</li> <li>• <a href="#">Expending kerbside recycling materials</a></li> <li>• <a href="#">Kerbsiders and their development</a></li> <li>• Doorstep surveys</li> <li>• <a href="#">Waste review - DIP's</a></li> <li>• Disposal Contract</li> </ul>	<p>York has been very successful in diverting waste from landfill, a top priority since 2003/04. Waste growth has remained static, despite increases in both population and properties. Waste entering landfill has fallen by 22,970 tonnes</p>

**How well does the service manage performance**

- Council Strategy – Priorities
- Local Area Agreement (LAA)
- York and North Yorkshire Waste Strategy
- PI's
- [Service plans](#)
- Management accounts
- [DMT performance reports](#)
- Waste review
- Minimisation strategy
- Education and awareness
- Consultation
- Involvement with area working
- Regional meetings

(72% of its 2003/04 level) between 2003 and 2007. Customer satisfaction remains relatively high, when compared with other unitary authorities that have made the move to alternate week collection.

There is a clear vision set out in the LAA (Without Walls). This is translated through the Council Strategy and into the service plans. Key indicators are monitored weekly or monthly, with quarterly performance reports presented to members. The authority recognises its commitment to landfill diversion and expanding the kerbside collection of recyclables.

**Does the service have capacity to improve**

- Waste Board
- Priorities
- LATS strategy
- Easy @ York - online forms
- Training and development
- Staff surveys
- Sickness absence
- Contract for agency staff
- Equalities
- Grants
- Budget savings and growth bids
- Vehicle Tracking and Commercial Waste Software:
  - [Business case](#)
  - [Specification 1](#)
  - [Specification 2](#)

The LSP, through the LAA, support the systematic improvement in the service within the restrictions of the budget position. Councillors and members of the Internal Waste Board are clear about the medium and long-term strategy and the day-to-day operations. Over the coming months, ICT will add further to the efficiency of the service, as vehicle tracking will be integrated into the corporate mapping system allowing the service to become far more responsive to customer needs and requests. In addition, a new software system for managing the commercial waste service will be introduced (it is currently in procurement).