



## Notice of meeting of

### Executive

<b>To:</b>	Councillors Waller (Chair), Steve Galloway, Sue Galloway, Jamieson-Ball, Reid, Runciman and Vassie
<b>Date:</b>	Tuesday, 23 September 2008
<b>Time:</b>	2.00 pm
<b>Venue:</b>	The Guildhall, York

### AGENDA

#### Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

**10:00 am on Monday 22 September 2008**, if an item is called in *before* a decision is taken, *or*

**4:00 pm on Thursday 25 September 2008**, if an item is called in *after* a decision has been taken.

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

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

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

**2. Minutes** (Pages 3 - 16)

To approve and sign the minutes of the Executive meeting held on 9 September 2008.

**3. Public Participation**

At this point in the meeting, members of the public who registered their wish to speak regarding an item on the agenda or an issue within the Executive's remit can do so. The deadline for registering is **5:00 pm on Monday 22 September 2008.**

**4. Executive Forward Plan** (Pages 17 - 22)

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

**5. Joint Strategic Needs Assessment for York** (Pages 23 - 62)

This report introduces the Joint Strategic Needs Assessment (JSNA) for York, which is intended to improve health and wellbeing across the City. It asks Members to accept the report, make recommendations for future inclusion and agree how those recommendations which relate to City of York Council should be taken forward.

**6. Cycling City Strategy** (Pages 63 - 90)

This report asks Members to approve a draft strategy and action plan for submission to Cycling England, following the success of the Council's bid for cycling city status and associated grant funding.

**7. Outer Ring Road Improvement Options** (Pages 91 - 126)

This report presents the results of a study of the projected performance of the Outer Ring Road, provides options for improvements to be included in a proposed Access York Phase 2 bid to the Regional Transport Board (RTB) and seeks approval in principle to submit a bid to the RTB.

**8. Medium Term Financial Strategy 2009/10 to 2011/12** (Pages 127 - 136)

This report covers sets out the Council's financial position for the next three years and potential options for bridging the gap between the expected budgetary position and the funding available and seeks endorsement of a number of longer term improvements to the financial planning and budget process to help to secure the Council's financial position in the future.

**9. Waste Management Strategy 2008/2014 - Refresh** (Pages 137 - 158)

This report provides an update on the Waste Strategy approved by the Executive in October 2007, considers the impact of the Waste Strategy for England 2007, and recommends the adoption of a 50% recycling target for the City and action plans to achieve this.

**10. Waste Minimisation Strategy and Action Plan 2008-2011** (Pages 159 - 188)

This report seeks approval for a comprehensive waste minimisation strategy and action plan for the period 2008 to 2011.

**11. Household Waste Recycling Centres - Permits and Controls** (Pages 189 - 208)

This report asks Members to consider introducing a permits scheme to help control trailers and the size of vehicles using the Council's Household Waste Recycling Centres, in order to reduce the level of illegal trade waste disposal and limit the amount of construction and demolition waste that can be disposed of at the sites.

**12. Urgent Business**

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

Democracy Officer:

Name: Fiona Young

Contact details:

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

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

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

Contact details are set out above.

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If you would, you will need to:

- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

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

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

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If you have any further access requirements such as parking close-by or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

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

The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

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

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

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

- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
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City of York Council

Committee Minutes

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MEETING	EXECUTIVE
DATE	9 SEPTEMBER 2008
PRESENT	COUNCILLORS WALLER (CHAIR), STEVE GALLOWAY, REID, RUNCIMAN AND VASSIE
APOLOGIES	COUNCILLORS SUE GALLOWAY AND JAMIESON- BALL
IN ATTENDANCE	COUNCILLOR R MOORE

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**53. DECLARATIONS OF INTEREST**

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

**54. EXCLUSION OF PRESS AND PUBLIC**

RESOLVED: That the press and public be excluded from the meeting during consideration of:

- Annexes E, F, H and I to agenda item 7 (Hungate Council Headquarters – Update)
- Annex 2 to agenda item 12 (Improved Direct Communication with Residents)
- Annex 2 to agenda item 15 (Museum Gardens Public Toilets)

on the grounds that these documents contain information relating to the financial or business affairs of any particular person (including the authority holding that information), which 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).

**55. MINUTES**

RESOLVED: That the minutes of the Executive meeting held on 29 July 2008 be approved and signed by the Chair as a correct record.

**56. PUBLIC PARTICIPATION**

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

Chair indicated that he would use his discretion to permit Jason McGill, Chair of the York City Football Club (YCFC) to address the meeting regarding agenda item 8 (Update Report on the Progress towards a Community Stadium).

Mr Mc Gill expressed concern about recent press reports indicating a large shortfall in the budget for the community stadium project. He asked Members to support the project by appointing a project manager, as agreed by the Urgency Committee on 21 May, and by providing a letter of intent to the Football Foundation (FF) indicating the Council's commitment to the delivery of a stadium by 2012. This would add the necessary weight to YCFC's request to the FF that they roll up the interest on the existing loan. Approval of that request would enable progress to be made without the need for a loan from the Council.

#### **57. EXECUTIVE FORWARD PLAN**

Members received and noted details of those items that were currently listed on the Executive Forward Plan for the next two meetings of the Executive.

#### **58. MINUTES OF WORKING GROUPS**

Members considered a report which presented the minutes of the following meetings of working groups:

- the Local Development Framework (LDF) Working Group meetings held on 15 July and 4 August 2008 (Annexes A and B)
- the Social Inclusion Working Group meeting held on 8 July 2008 (Annex C)
- the Young People's Working Group meetings held on 23 April and 10 July 2008 (Annexes D and E)

Members' attention was drawn in particular to the recommendations contained in Minutes 5 and 6 of the Young People's Working Group and to the comments and suggestions in Minutes 9 and 13 of the LDF Working Group and Minutes 6 and 8 of the Social Inclusion Working Group. The Young People's Working Group had recommended that the Executive support a proposal to make a bid to the Myplace fund (Minute 5 ) and support the "11 Million Takeover Day" event and activities (Minute 6).<sup>1</sup>

Having noted the comments of the Shadow Executive on this item, it was

**RESOLVED:** That the minutes of the Working Group meetings be noted and that the recommendations contained therein be endorsed.

**REASON:** In accordance with the constitutional role of Working Groups as advisory bodies to the Executive.

#### Action Required

1. Proceed with bid to the Myplace fund

ST



**59. HUNGATE COUNCIL HEADQUARTERS - UPDATE**

Members considered a report which provided an update on progress made on the Council Headquarters project since withdrawal of the Hungate planning application and outlined the process to be adopted to review the Council's options and select an appropriate way forward.

The report re-iterated the benefits of the project, which remained unchanged, and the response from English Heritage that had led to the withdrawal of the planning application on 11 July 2008. A review had since been undertaken of the leadership and project management process and of the roles taken within the Council and by partners. This had enabled the Council to consider lessons learnt and to prepare future strategies. It was now proposed to consider setting up a 'design consultation forum' and to undertake further work on a communications and engagement strategy for the 'external audience'.

The Project Team had undertaken a high level analysis of a long list of available sites, which had highlighted four site options with the potential to meet most of the Council's needs. Details of the evaluation were attached as Annex F to the report. Members were now asked to confirm or otherwise comment on this initial evaluation and to provide a steer on the prioritising and / or weighting of the detailed appraisal criteria set out in paragraphs 32 and 33 of the report, in order to develop some scheme solutions.

Having noted the comments of the Shadow Executive on this item, it was

RESOLVED: (i) That the contents of the report be noted.

(ii) That it be noted that the following high-level approaches are the options available to the Council:

- a) a single site in the city centre (within the inner ring road);
- b) a single site on the edge of the city centre;
- c) a split site in the city centre;
- d) a split site combination of city centre and edge of city centre (e.g. Monk's Cross).

(iii) That the content of the high level appraisal at Annex F to the report be noted.

(iv) That the following detailed appraisal criteria, as outlined in paragraphs 32 and 33 of the report, prioritising and / or weighting as appropriate, be used in evaluating the short-listed sites identified in Annex F:

- a) availability;
- b) deliverability;
- c) accessibility and suitability (to include sustainability);
- d) finance;
- e) risk;

f) qualitative assessment.

(v) That the proposal to set up a 'Design Consultation Group', and the use of experts and public exhibitions, be approved in principle.<sup>1</sup>

(vi) That a clear communications strategy be developed to inform the public of the sequence of decisions and the work that is being undertaken to develop a solution.<sup>2</sup>

(vii) That Officers be requested to provide to Members updates of the financial appraisal of the options referred to in Resolution (ii) above.<sup>3</sup>

REASON: In order to progress this project and ensure that the best result is achieved on behalf of the City, taking account of the need to keep within existing budgets and to ensure objective assessment of, and proper consultation on, the available options.

Action Required

- |  |    |
|--|----|
| 1. Set up Design Consultation Group  | SL |
| 2. Develop a communications strategy   | SL |
| 3. Provide an update report on financial appraisal of the options - add item to Forward Plan | SL |

**60. UPDATE REPORT ON THE PROGRESS TOWARDS A COMMUNITY STADIUM**

Members considered a report which provided an update on progress made towards meeting the conditions of a proposed loan to York City Football Club (YCFC) since the matter last came before the Executive, on 15 July 2008 (Minute 37 of that meeting refers).

In July, the Executive had recommended that full Council approve the loan in principle, subject to ensuring that the Council was protected in securing any loan against the existing ground and subject also to ensuring sound financial management in YCFC and its majority shareholder, JM Packaging. Another important factor was the status of the Football Stadia Improvement Grant. Currently, YCFC were unable to meet the conditions of their existing loan, which could mean the loss of a £2 million Grant to the project.

The report outlined the following options for Members' consideration:

**Option 1** – do nothing, as set out in the July report to Executive;

**Option 2** - replace the Football Foundation (FF) loan, as previously recommended, subject to the required conditions being met;

**Option 3** – provide a loan to cover interest on the FF loan. This would mean that the Council's total outlay and liability would be less and that the FF would turn their loan into a grant when work began on the new stadium. Further work would be needed to examine the advantages and disadvantages of this option.

**Option 4** – buy the freehold of Bootham Crescent and rent it back to YCFC pending completion of a new stadium. A considerable amount of work would be needed to evaluate this option, which would further delay the decision.

In the light of recent discussions with YCFC, and the comments made on this item under Public Participation, Members also considered a fifth option, namely to provide the alternative support requested by YCFC rather than recommending the grant of a loan from the Council.

Having noted the comments of the Shadow Executive on this item, it was

- \*RESOLVED:
- (i) That the Executive re-affirms its commitment to a Community Stadium and recognises the importance of securing the £2 million Football Foundation grant to that end.
  - (ii) That no further action be undertaken at this time to extend a loan from the City of York Council to York City Football Club, on the understanding that the Club is undertaking negotiations with the Football Foundation in order to have the interest on that body's loan to the Club rolled over into the future sale value of Bootham Crescent Football Stadium.
  - (iii) That the Director of City Strategy recruit, in accordance with the decision of the Staffing Matters and Urgency Committee on 21 May, to secure the appointment of a project manager to:<sup>1</sup>
    - a) establish a site;
    - b) consult on the design and operation for the wider benefit of the community of the City;
    - c) establish the cost of, and sources of funding for, a community stadium and
    - d) deliver a community stadium by 2012.
  - (iv) That Officers continue their dialogue with York City Football Club, and York Knights, on how to sustain spectator sports in the City, and on the continuation of other sports clubs based at Huntington Stadium.<sup>2</sup>
  - (v) That the Chief Executive write to the Football Foundation setting out the actions decided in Resolution (iii) above and the commitment of the Council to work in partnership with YCFC to deliver the community stadium.<sup>3</sup>

REASON: To support and progress the project to provide a new community stadium, which will have a positive effect upon York's local pride, commercial momentum and civic profile.

\* *Note: These resolutions supersede the recommendations made at the Executive meeting on 15 July 2008 (Minute 37 refers); those recommendations will not, therefore, be put before Full Council.*

Action Required

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|---|----|
| 1. Proceed with recruitment of a project manager        | SL |
| 2. Continue discussions with YCFC and York City Knights | SL |
| 3. Write to the Football Foundation                     | SC |

**61. WASTE UPDATE**

Members considered a report which provided an update on the relocation options for Beckfield Lane Household Waste Recycling Centre (HWRC) and on negotiations regarding the interim contract for waste disposal.

Initial feasibility work had been undertaken on the three options identified after the full options analysis carried out in May 2007. However, it was estimated that a further £35k would be needed to obtain sufficient information to enable a decision to be taken on these options. Members were therefore asked to consider the priority of this work in the current financial year and decide between the following options:

**Option 1** – do nothing and continue to use the facilities at Beckfield Lane - this was not recommended, due to ongoing anti-social behaviour issues, traffic congestion and proximity to housing;

**Option 2** – undertake additional feasibility work in 2008/09;

**Option 3** – ask Council to prioritise funding for the feasibility work as part of the 2009/10 budget process.

With regard to the interim contract, the Council had been working with North Yorkshire County Council (NYCC) to find an interim solution to cover the period until the Inter Authority Agreement with NYCC, to provide long term waste disposal facilities through a PFI scheme, became operational. Negotiations had not yet been completed, however, and a report would be brought back to Members once the outcome was known.

Having noted the comments of the Shadow Executive on this item, it was

RESOLVED: (i) That the position on the interim waste contract be noted.

(ii) That Option 2 be agreed (undertake additional feasibility work in 2008/09) and that a one-off sum of £35,000 be allocated from contingency to fund further design work on the new west of York recycling centre to be located at Harewood Whin.<sup>1</sup>

REASON: To progress the provision of improved recycling facilities in the west of the City, building on the success of Hazel Court in the east, without further delay.

Action Required

1. Undertake additional feasibility work, funded from contingency

SL

**62. INCOME POLICY FRAMEWORK**

Members considered a report that presented for discussion, comment and approval the Council's income policy framework.

The policy, attached as Annex A to the report, was intended to improve efficiency and ensure consistency in the way that income was generated, collected, monitored and reported. It was based upon a set of key principles, supported by guidance notes to be developed with the Section 151 Officer. Implementation of the policy framework would begin as soon as it had been approved. A summary plan, attached as Annex B, had been developed to guide the implementation. Detailed implementation plans were being developed for each directorate.

Having noted the comments of the Shadow Executive on this item, it was

RESOLVED: That the income policy at Annex A to the report, and the summary implementation plan at Annex B, be approved for implementation from 1 October 2008.<sup>1</sup>

REASON: To ensure that compliance with the policy and guidance is achieved across all council services within the timescales set out in the action plan.

Action Required

1. Begin implementation of policy, in accordance with implementation plan

SA

**63. AN INTEGRATED CROSS-CITY BUS TICKET FOR YORK**

Members considered a report which provided details of the outcome of a study into integrated cross-city bus ticketing for York and sought approval to progress one of the options identified by the study. It was noted that there were no funds set aside for this initiative, which had not been included in the 2008/09 budget proposals.

The study, prepared by Halcrow, had been undertaken in response to a motion approved by Full Council on 29 November 2007 (Minute 48 of that meeting refers). The full version of the Halcrow report had been made available as a background paper. It outlined five ticket types that could be covered by a block exemption from The Competition Act 1998 and The Transport Act 2008. These formed the basis of the options available for development in the York area and comprised:

- Multi-operator Travelcards (MTCs)
- Through Tickets (TTs)
- Multi-operator Individual Tickets
- Short Distance Add-ons

- Long-Distance Add-ons

The Halcrow report concluded that, in the short term, and to confirm that latent demand for such a product existed, the Council should develop a paper-based MTC.

Members were asked to consider the following options:

**Option A** – to proceed with the introduction of a paper-based MTC, with a view to introducing a smartcard solution in the longer term. Subject to the agreement of bus operators, this would result in a ticket acceptable on all bus services across the City. A paper-based travelcard could be introduced more quickly and far more cheaply than a smartcard. However, it would still involve set-up costs of £187k as well as ongoing running costs of £130k.

**Option B** – to proceed with the immediate introduction of a smartcard product, for introduction in 2012. Without financial support from regional or central government, the cost would be prohibitive, at an estimated £2.7m.

**Option C** – not to introduce a cross city bus ticket unless it formed part of the wider ‘Yorcard’ scheme currently being trialled in Sheffield. There were currently no plans to introduce the scheme in York but when the opportunity arose (probably in 3-5 years), the estimated cost of £2m in the first year could be funded through the Regional Financial Allocation.

Supplementary information outlining work carried out to review the possibility of introducing a ‘through ticket’ product was circulated at the meeting. *[This has been made available on-line as an additional annex to the report on this item].*

Having noted the comments of the Shadow Executive on this item, it was

RESOLVED: (i) That the estimated cost implications and realistic timescales for the introduction of an integrated cross-city bus ticket be noted.

(ii) That, in the short term, Officers be requested to pursue the idea of establishing a cross ticketing regime on key high usage corridors serving destinations such as the Hospital and the University.<sup>1</sup>

(iii) That the results of their investigations be reported back to a future Executive meeting, together with an update on the options for accelerating the roll out of the Yorcard into York.<sup>2</sup>

REASON: To provide an appropriate response to this issue, given that the lack of cross ticketing affects relatively few City of York residents and that the cost of introducing a separate system for York is beyond the financial resources currently available to the Council.

Action Required

1. Investigate possibility of introducing cross ticketing on high use routes SL
2. Include item on Forward Plan and produce update report SL

**64. IMPROVED DIRECT COMMUNICATIONS WITH RESIDENTS**

Members considered a report which sought approval to proceed with the production of a new monthly council publication designed to improve communications with residents, and to appoint a preferred supplier to work in partnership with the Council on this.

Approval in principal to introduce a monthly publication delivered free to all households had originally been granted by the Executive on 24 July 2007 (Minute 34 of that meeting refers). The report outlined action taken since that date to address issues raised by Members regarding funding and procurement. An OJEU procurement process had been undertaken, resulting in two responses to the invitation to tender (ITT), from Newsquest and York Local Link. Evaluation of these bids had taken some time, due to the complexity of the options presented and the differing funding models. Following evaluation, a report had been taken to Corporate Management Team (CMT) seeking approval to create a budget from existing resources, which CMT had agreed.

Details of the bids were contained in (exempt) Annex 2 to the report. Newsquest had presented four options under a Business Plan A and a further three options under a Business Plan B. Your Local Link had presented three options, as outlined in the annex. Following evaluation in accordance with the criteria set out in the ITT, attached as Annex 1 to the report, Members were invited to approve either Option A or Option C in the Your Local Link bid.

Having noted the comments of the Shadow Executive on this item, it was

RESOLVED: That Officers be instructed to negotiate with both the tenderers for the service, with the aim of establishing a stand alone publication that can be published within the resources available.<sup>1</sup>

REASON: A stand alone publication would be more likely to be read by residents and would accord with best practice from other local authorities.

Action Required

1. Carry out negotiations with tenderers

GR

**65. PROPOSED ACTIONS AS A RESPONSE TO THE INDEX OF MULTIPLE DEPRIVATION SCORE**

Members considered a report which sought approval and funding for a set of proposed actions to tackle deprivation within the worst performing Index of Multiple Deprivation (IMD) area in the City.

The proposals had arisen from the Executive's decision on 12 February 2008 to establish a pilot project aimed at reducing deprivation, initially in

the Westfield 'Super Output Area' or SOA (Minute 159 of that meeting refers). To date, an audit of current activity in the Westfield area was still ongoing and Executive Members had completed a doorstep survey across the City, the results of which had not yet been fully analysed.

Proposed actions arising from the pilot project were set out in paragraphs 14 and 15 of the report, with estimated required budgets. They included:

- Supporting the formation of an active residents' group and providing them with appropriate Community Development Training (£2.5k)
- Developing and delivering at least one activity targeted at each of the IMD domains, as detailed in paragraph 16 (£27.8k)
- Producing and delivering a quarterly local newsletter detailing information and activity, with timetables and venues (2k)
- Developing performance measures for each action adopted.

Total costs of these proposals were £32,300. There was no existing budget for this work and Members were therefore asked to consider releasing funds from contingency to support the project.

Having noted the comments of the Shadow Executive, it was

RESOLVED: (i) That the actions identified in the report be agreed.<sup>1</sup>

(ii) That an allocation from contingency be authorised to implement the actions, as detailed in paragraphs 14 to 16 of the report, as a response to tackling deprivation within the worst IMD area in the City.<sup>2</sup>

REASON: To reduce deprivation in the City and to inform the Council and the Local Strategic Partnership on the development of an effective city-wide response to deprivation.

Action Required

- |  |    |
|--|----|
| 1. Make arrangements to implement the actions outlined in the report | SL |
| 2. Allocate funds from contingency                                   | SA |

**66. A BIG SCREEN FOR YORK**

Members considered a report which asked them to decide whether they wished York to be considered as a site for a Big Screen.

Big Screens were part of the BBC's 2012 'Livesites' initiative, which aimed to roll out a nationwide network of 30-60 Big Screens across the country by 2012. Screens had already been installed in a number of cities and there was likely to be a further roll out of the programme from next year. A primary requisite for consideration was to have planning permission in place. With such permission, York would be a strong applicant. Screens would only be considered for high profile city-centre locations, would network nationally and internationally and were expected to broadcast local as well as national content. Given the potential impact on the historic environment, it was considered that the new St John Square, in Hungate,



would be the best long-term site for a Big Screen in York. However, in view of the delay to the Hungate development, waiting for this site could result in York losing out.

Members were asked to consider whether to approve further feasibility work relating to a Big Screen for York. Subject to that approval, it was suggested that that options for its location be considered in the context of the City Centre Area Action Plan, in particular the Issues and Options paper, which was open to consultation until 22 September.

Having noted the comments of the Shadow Executive on this item, it was

RESOLVED: (i) That the public consultation on whether a Big Screen should be established in York take place as part of the LDF build process and that the Big Screen option be added to the 'Issues and Options' consultation on the City Centre Area Action Plan.<sup>1</sup>

(ii) That potential sites for a temporary screen be identified.<sup>2</sup>

(iii) That the preferred long-term location for any screen would be to integrate it within a new development such as Hungate, and that Officers be requested to appraise this option further as opportunities arise.<sup>3</sup>

REASON: To take advantage of the opportunity to showcase the culture and heritage of the City and provide an outlet for local higher education training, subject to testing the views of local residents and finding a suitable site which will not have a negative impact on the historic environment.

Action Required

- |   |    |
|---|----|
| 1. Add this option to the Issues and Options consultation on City Centre Area Action Plan | SL |
| 2. Identify potential temporary sites   | ST |
| 3. Make arrangements to appraise this option in relevant circumstances                    | ST |

**67. MUSEUM GARDENS PUBLIC TOILETS**

Members considered a report which sought approval to grant a long lease of the site of the Museum Gardens toilets, and an adjacent store building and adjoining area (the Property), to The Lendal Tower Venture (the Developer).

The Property was illustrated on the plan attached as Annex 1 to the report. Members had already agreed in principle to closing the toilets and leasing the site to the Developer as part of a scheme to build a restaurant with an outdoor terrace. That scheme had now received planning permission. Ward Members were supportive of the development and it was considered

that the advantages to Museum Gardens outweighed the loss of the public toilets.

The available options were:

**Option A** – grant a lease of the Property for the proposed restaurant scheme. This was the recommended option.

**Option B**- retain the Property. This was not recommended, as the chance to provide an enhanced entrance to Museum Gardens would be lost.

Having noted the comments of the Shadow Executive on this item, it was

RESOLVED: (i) That, subject to obtaining the Charity Commission's consent to the transaction, Option A be approved and the Property be leased to The Lendal Tower Venture based on the Heads of Terms Development Agreement included in Annex 2 to the report.

REASON: To improve a publicly accessible space.

(ii) That the consideration sum be applied to the benefit of the Yorkshire Museum and Gardens Charity.<sup>1</sup>

REASON: To comply with the Council's obligations as custodian trustee.

(iii) That, if necessary, at the next Full Council meeting a sub-committee be constituted as the Yorkshire Museum Gardens Committee, in accordance with the 1960 Charitable Scheme (pending the final agreement of the new replacement Scheme), in order to remove from the endowment the property required to build the proposed restaurant, in compliance with the Charities Act 2006.<sup>2</sup>

REASON: To comply with the Charities Act 2006 and to make a proper application to the Charity Commission for consent to dispose of the property.

Action Required

1. Make arrangements to apply the consideration sum to the benefit of the YM SA
2. Advise Democratic Services whether sub-committee needs to be constituted at the next Council meeting, on 25 September SA

**68. URGENT BUSINESS - REFERENCE REPORT: LOAN TO SCIENCE CITY YORK**

Members considered a reference report which presented a recommendation from the meeting of the Executive Members for City Strategy and Advisory Panel (EMAP) held on 8 September 2008, in respect of a loan to Science City York. The original report to EMAP was attached as Annex 1 to the report.

The Chair had agreed to deal with this matter as urgent business in order to avoid any unnecessary delay in the decision making process. It had been referred to the Executive because the amount of the loan was such that it fell outside the delegated powers of the Executive Member.

The recommendation was:

*“that the Executive approve a loan of £50,000 from the Council to the Science City York Company Limited by guarantee to assist with its cash flow.”*

RESOLVED: That the recommendation be accepted and a loan of £50,000 be approved from the Council to the Science City York Company Limited by guarantee to assist with its cash flow.<sup>1</sup>

REASON: In accordance with the delegation scheme set out in the Council’s Constitution and to support the development of Science City York and the contribution it makes to the City and to the Council’s strategic objectives.

Action Required

1. Make arrangements to implement the loan agreement SL

**69. CHAIR’S REMARKS**

The Chair noted that this was the last Executive meeting to be attended by the Council’s Head of Finance, Sian Hansom, who was leaving to take up a position with North Yorkshire County Council. On behalf of Executive Members, he thanked Sian for her work and wished her well in her new post.

A Waller, Chair

[The meeting started at 2:00 pm finished at 3:15 pm]

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**EXECUTIVE FORWARD PLAN**

<b>Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 7 October 2008</b>		
<b>Title &amp; Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Maximising Attendance</b></p> <p><i>Purpose of report: To inform Members of the work to maximise attendance of staff at the Council.</i></p> <p><i>Members are asked to: Note the report and make resulting recommendations.</i></p>	Chris Tissiman	Executive Member for Corporate Services
<p><b>First Corporate Performance &amp; Finance Monitor</b></p> <p><i>Provision of the latest forecast of the Council's financial and performance position. Actions may be required to agree proposed amendments to plans, mitigation for identified issues and financial adjustments (such as allocations from contingency and virements) which are reserved to the Executive.</i></p>	Janet Lornie/Peter Lowe	Executive Member for Corporate Services
<p><b>First Capital Monitor</b></p> <p><i>Provision of the latest forecast of the Council's financial and performance position. Actions may be required to agree proposed amendments to the capital programme and financial adjustments which are reserved to the Executive.</i></p>	Ross Brown	Executive Member for Corporate Services
<p><b>Thriving City Report Back</b></p> <p><i>Purpose of report: Members received a report "Future of York as a Thriving City" in July. This further report will update Members on actions that have been/will be undertaken in response to the recommendations in that report. There are potentially a city-wide range of beneficiaries from the business and individual focused measures covered. Some issues are already being addressed and others need to be implemented quickly to help counter the effects of the economic downturn.</i></p>	Simon Hornsby	Executive Member for City Strategy

<p><i>Members are asked to: Endorse the actions taken and comment further on proposals identified within.</i></p>		
<p><b>Update on Review of Community Transport</b></p> <p><i>Purpose of report: This report will update the Executive on progress on the review of client transport by highlighting the operational changes that have taken place and the financial efficiency savings that have been achieved. The effect of the review on customers who use transport has been ongoing since the review started. The project is due to be completed by September 2009.</i></p> <p><i>Members are asked to: Note the progress being made on the review.</i></p>	<p>Simon Wing/Steve Morton</p>	<p>Executive Members for Housing and Adult Social Services &amp; Corporate Services</p>
<p><b>Adopted Regional Spatial Strategy and Partial Review</b></p> <p><i>Purpose of report: The report summarises the key elements of the recently adopted RSS and highlights the key issues for York. It then sets out the timetable for the recently started Partial Review of the RSS which is necessary in order to respond to the government's Housing Green Paper. The first part of the Partial Review process is a Call for Evidence from the Regional Assembly.</i></p> <p><i>Members are asked to: Note the key elements of the recently adopted RSS and some key issues for York. Note and comment on the submission made by officers to the Call for Evidence as part of the Partial Review of RSS.</i></p>	<p>David Caulfield</p>	<p>Executive Member for City Strategy</p>
<p><b>Customer Strategy</b></p> <p><i>To consult Members on the revised Customer Strategy and advise them of the proposed timeline for consultation with customers and final approval. The strategy will set the framework for the physical, organisational and business process design for identifying and responding to customers needs and delivering high quality customer-focussed service across all Council services in the new Customer Centre at Hungate.</i></p>	<p>Jane Collingwood</p>	<p>Executive Member for Corporate Services</p>

**Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 21 October 2008**

Title & Description	Author	Portfolio Holder
<p><b>Edmund Wilson Pool, Thanet Road</b></p> <p><i>Members are asked to select a preferred developer to purchase the Edmund Wilson Pool site, for a food store development, following a market testing campaign. Any sale of the site will be subject to the developer obtaining a satisfactory planning permission for its development and the closure of the pool. The Edmund Wilson Pool is due to close in October 2009 when a new pool opens at York High School.</i></p>	John Urwin	Executive Leader
<p><b>Strategic Risk Register, Annual Risk Management Report &amp; Update on Risk Management Strategy</b></p> <p><i>To inform Members of identified strategic risks and actions taken to mitigate them. It is a regulatory requirement to report these to Members.</i></p>	David Walker	Executive Member for Corporate Services

**Table 3: Items slipped on the Forward Plan with the agreement of the Group Leaders**

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p><b>Update on Review of Community Transport</b></p> <p><i>Purpose of report: This report will update the Executive on progress on the review of client transport by highlighting the operational changes that have taken place and the financial efficiency savings that have been achieved. The effect of the review on customers who use transport has been ongoing since the</i></p>	Simon Wing/Steve Morton	Executive Members for Housing and Adult Social Services & Corporate Services	23/09/08	07/10/08	To manage the amount of business on the Executive agenda for 23/09/08

<p><i>review started. The project is due to be completed by September 2009.</i></p> <p><i>Members are asked to: Note the progress being made on the review.</i></p>					
<p><b>Adopted Regional Spatial Strategy and Partial Review</b></p> <p><i>Purpose of report: The report summarises the key elements of the recently adopted RSS and highlights the key issues for York. It then sets out the timetable for the recently started Partial Review of the RSS which is necessary in order to respond to the government's Housing Green Paper. The first part of the Partial Review process is a Call for Evidence from the Regional Assembly.</i></p> <p><i>Members are asked to: Note the key elements of the recently adopted RSS and some key issues for York. Note and comment on the submission made by officers to the Call for Evidence as part of the</i></p>	David Caulfield	Executive Member for City Strategy	23/09/08	07/10/08	To manage the amount of business on the Executive agenda for 23/09/08



<p><i>Partial Review of RSS.</i></p> <p><b>Customer Strategy</b></p> <p><i>To consult Members on the revised Customer Strategy and advise them of the proposed timeline for consultation with customers and final approval. The strategy will set the framework for the physical, organisational and business process design for identifying and responding to customers needs and delivering high quality customer-focussed service across all Council services in the new Customer Centre at Hungate.</i></p>	<p>Jane Collingwood</p>	<p>Executive Member for Corporate Services</p>	<p>23/09/08</p>	<p>07/10/08</p>	<p>For further input from officers.</p>
<p><b>Transfer of Services to Neighbourhood Services</b></p> <p><i>Purpose of report: Staff in City Strategy and LCCS will come under a different senior management in Neighbourhood Services. Implementation will take place in October. Changes to the improvement in services will take place over the</i></p>	<p>Damon Copperthwaite</p>	<p>Executive Member for City Strategy</p>	<p>23/09/08</p>	<p>TBC</p>	<p>For further work.</p>

*remainder of the year.*

*Members are asked to:  
Approve the transfer of  
highway, parking and  
grounds maintenance  
services to  
Neighbourhood Services.*

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Executive

23<sup>rd</sup> September 2008

Report of the Associate Director of Public Health,  
Director, Learning, Culture and Children's Services  
Director of Housing and Adult Social Services

## **JOINT STRATEGIC NEEDS ASSESSMENT FOR YORK**

### **Summary**

1. This paper introduces the Joint Strategic Needs Assessment (JSNA) for York and asks members to accept the report, make recommendations for future inclusion and agree how those recommendations which relate to City of York Council should be take forward.

### **Background**

2. Joint Strategic Needs Assessment is a process that identifies current and future health and wellbeing needs of a local population, informing the priorities and targets set by Local Area Agreements and leading to shared commissioning priorities that will improve outcomes and reduce health inequalities.
3. The Local Government and Public Involvement in Health Act (2007) places a duty on upper tier authorities and PCTs to undertake Joint Strategic Needs Assessment (JSNA). Specifically the expectation is that the Directors of Adult Services, Children's Services and Public Health should jointly lead the process, in collaboration with Directors of Commissioning and should be responsible for presenting the findings and recommendations.
4. In York this work has been led by the Associate Director of Public Health as a joint appointment between North Yorkshire & York PCT and City of York Council. It has been supported by the CYC Directors and teams in Housing and Adult Social Services and Learning, Culture and Children's Services, as well as the PCT commissioning team.

### **Consultation**

5. The JSNA has been developed with key City of York Council staff and partners including North Yorkshire & York PCT, York Hospitals NHS Foundation Trust, York Health Group (Practice Based Commissioning Group), York Council for Voluntary Services, local patient and voluntary sector representatives and York

St John University. It is hoped that it will form the basis of future consultation through the developing work of the Local Involvement Network (LINK).

## Options

6. The Executive is asked to accept the findings of the Joint Strategic Needs Assessment and make recommendations for inclusion in future versions. For future implementation of the report recommendations the options for the Executive to consider are:

Option 1: Support the inclusion of those recommendations that relate to the work of City of York Council in future Corporate Strategy and Directorate Plans.

Option 2: Ask the Healthy City Board, as a sub-board of the Without Walls Local Strategic Partnership to ensure that the recommendations are implemented.

## Analysis

7. Option 1 has the advantage of ensuring that healthy community priorities for the Council are embedded within corporate and directorate business, with a clear audit trail for inspection if required. Due the high level of engagement in the JSNA process a large number of recommendations are already highlighted within directorate plans.

Option 2 would make use of the partnership structure but would still require a specific response from each partner agency, including the Council. The JSNA has been used to inform the Sustainable Community Strategy and the Local Area Agreement through the Healthy City Board, embedding priorities at a strategic level.

## Corporate Priorities

8. This supports the City of York Council priority to 'improve the health and lifestyles of people who live in York, in particular among groups whose levels of health are the poorest'.

## Implications

- **Financial** *There are no direct financial implications. Implementation of the recommendations would be considered within the usual service planning and budget process.*
- **Human Resources (HR)** – *There are no HR implications*
- **Equalities** *The report considers equalities from a health perspective*

- **Legal** – *There are no legal implications*
- **Crime and Disorder** – *The report covers alcohol misuse which can have an impact on crime and disorder. The Alcohol Harm Reduction Strategy has already been approved by the Safer York Partnership.*
- **Information Technology (IT)** – *There are no IT implications*
- **Property** – *There are no property implications*
- **Other** – *All other implications have been included within the report.*

### **Risk Management**

9. The risk level of this report is low.

### **Recommendations**

10. Members are asked to consider:

Option 1 is recommended to ensure priorities are embedded within the Council business.

### **Contact Details**

**Author:**  
**Rachel Johns**  
**Associate Director of Public Health**  
**01904 724008**

**Chief Officer Responsible for the report:**  
**Bill Hodson, Director of HASS**

**Report Approved**  **Date** 11/9/08

**Pete Dwyer, Director, LCCS**

**Report Approved**  **Date** 12/9/08

**Specialist Implications Officer(s)** n/a

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

**All**  **Yes**

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

Background Papers: References are listed on page 33 of Annex 1  
Annexes: Annex 1 – Joint Strategic Needs Assessment

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# **Joint Strategic Needs Assessment York 2008**

Rachel Johns  
Associate Director of Public Health for York, NYYPCT and CYC

Pete Dwyer  
Director, Learning, Culture and Children's Services, CYC

Bill Hodson  
Director of Housing and Adult Social Services, CYC

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- 7. Conclusion**



## 1. Introduction

This Joint Strategic Needs Assessment has been produced to inform the planning, commissioning and development of services to improve health and wellbeing across the City of York area. It brings together what we know about health needs and presents findings from the data that is collected locally and nationally and from the key themes gathered from engagement with our community. The report is intended to be a relatively short summary with source documents and related strategies referenced to allow for more detailed discussion. Each section includes recommendations which are underpinned by evidence of what works, particularly guidance from the National Institute for Health and Clinical Excellence (NICE). In the interests of brevity for the main part of the report NICE guidance is cross referenced to Annex A using the guidance number.

Generally the health and well-being of residents of York is very good in relation to the rest of the country. There are, however, a number of aspects where more attention is required and these have been developed in the City of York Sustainable Community Strategy and its delivery arm, the Local Area Agreement. Each section includes recommendations for action and the final chapter sets out the relationship to commissioning and monitoring for North Yorkshire & York PCT, City of York Council and partners on the Healthy City Board.

This document will be updated regularly, expanding as new sources of data and community 'voice' are developed. If you would like to comment on this report or make suggestions for future versions then please e-mail [york.isna@nyypct.nhs.uk](mailto:york.isna@nyypct.nhs.uk).

This Joint Strategic Needs Assessment is presented to City of York Council and North Yorkshire and York PCT by:

Rachel Johns – Associate Director of Public Health for York, NYYPCT and CYC  
Pete Dwyer – Director, Learning, Culture and Children's Services, CYC  
Bill Hodson – Director of Housing and Adult Social Services, CYC

**General Note:**

Much of the data used applies to the City of York Council area. Where data is given at primary care level it relates to the York Health Group of general practices which covers a larger population than the City of York Unitary Authority, due to registrations from outside the area and the inclusion of Easingwold and Tadcaster practices in the group. Although the boundaries within which partners work in York may be differently defined the key messages contained in this report are valid as they indicate overall trend and comparison to the national picture.

**2. Demography**

This section summarises what we know about the structure and size of the population who live in the City of York area and how we predict that this is likely to change in the future.

**2a. Population Structure and future population projections<sup>1</sup>**

	ONS mid year estimate	Projected populations		
	<b>2006</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>
<b>All Ages</b>	<b>191800</b>	<b>195700</b>	<b>203100</b>	<b>210100</b>
0-4	9300	9700	10300	10800
5-9	9300	9000	9600	10100
10-14	9900	9500	9100	9700
15-19	13300	12900	12200	11600
20-24	19900	19300	19100	18100
25-29	13900	15500	16500	16300
30-34	12300	12300	14800	15700
35-39	13800	12800	12300	14500
40-44	13600	13800	12800	12300
45-49	12300	13500	13700	12800
50-54	10900	11800	13500	13700
55-59	12100	10900	11600	13200
60-64	9600	11700	10500	11300
65-69	8400	8800	11200	10100
70-74	7500	7900	8300	10500
75-79	6500	6600	7100	7500
80-84	5000	5100	5400	5900
85+	4200	4700	5300	6000

Overall the population of York is expected to increase from a baseline in 2006 by 6% by 2015, rising to nearly 10% in 2020. Within that period there will be increases above 40% in the 70-74 years and 85+ years age-group. The increase in older people will have a significant impact on public services for this

age group and for carers within the community. The gender split follows the national pattern with roughly equal numbers under 60 years of age and larger numbers of females than males in older age groups.

Lower numbers of births in the period 2001 to 2003 will influence the population structure of the younger age group with a predicted readjustment seen as births increased once again in recent years<sup>2</sup>. This will impact all services that relate to maternity and childbirth, child health and education. The expansion of the University of York is expected to increase the 15 to 29 age group with a planned increase in student numbers of around 5000 by 2015<sup>3</sup>.

**Recommendation:** Specific aspects are addressed in more detail in section 6, but the headline message is that more services will be required to support chronic and acute conditions in the future.

**Recommendation:** The Local Development Framework<sup>4</sup> should ensure that health and social care services are included when considering the likely future housing and employment structure of the city.

## 2b. Changing Ethnic Mix

We know that people from different ethnic backgrounds have different risk profiles for disease and may also have problems accessing services. In the 2001 Census, 95% of the York population classified themselves as White British, 0.7% White Irish; 2.1% White Other; 0.8% Asian or Asian British; 0.2% Black or Black British; and 0.4% Chinese<sup>5</sup>. Compared to figures for England as a whole the proportion of non white-British residents was very small, with comparable levels only in 'white other' and, to some extent, Chinese (England proportion 0.8%).

ONS population estimates indicate that between 2001 and 2003 BME groups in York increased from 4.9% to 6.1%. The largest BME populations by ward estimated at that time were Heslington (28% non white British), Fishergate (9%) and Guildhall (8%)<sup>6</sup>. There is an obvious link to the University of York which will impact on the ethnic mix in Heslington ward. There are around 350 Gypsy and Traveller households in the city of York<sup>7</sup>.

In recent years there has been a further increase in the number of people who would not classify themselves as White British in the city of York area. In 2007/8 there were 1,720 national insurance registrations for non-UK nationals in York<sup>8</sup>.

**Recommendation:** Understanding the changing ethnic mix of the city and making sure that support, prevention and treatment services are available to all is an important priority for the future.

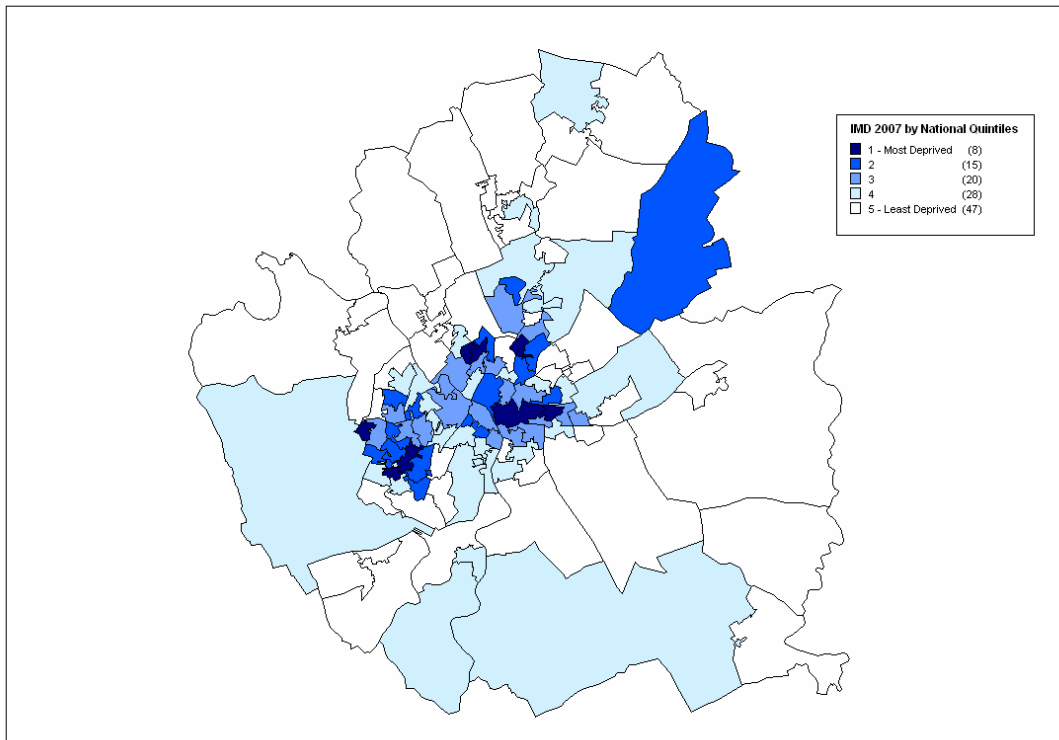
### 3. Social and Environmental Context

This section covers the possible ‘determinants’ of health – the factors in our lives that can impact on our lifestyle, on how healthy we are and on how we use health services. This includes where we live, whether we work, how much money we have and what our qualifications are.

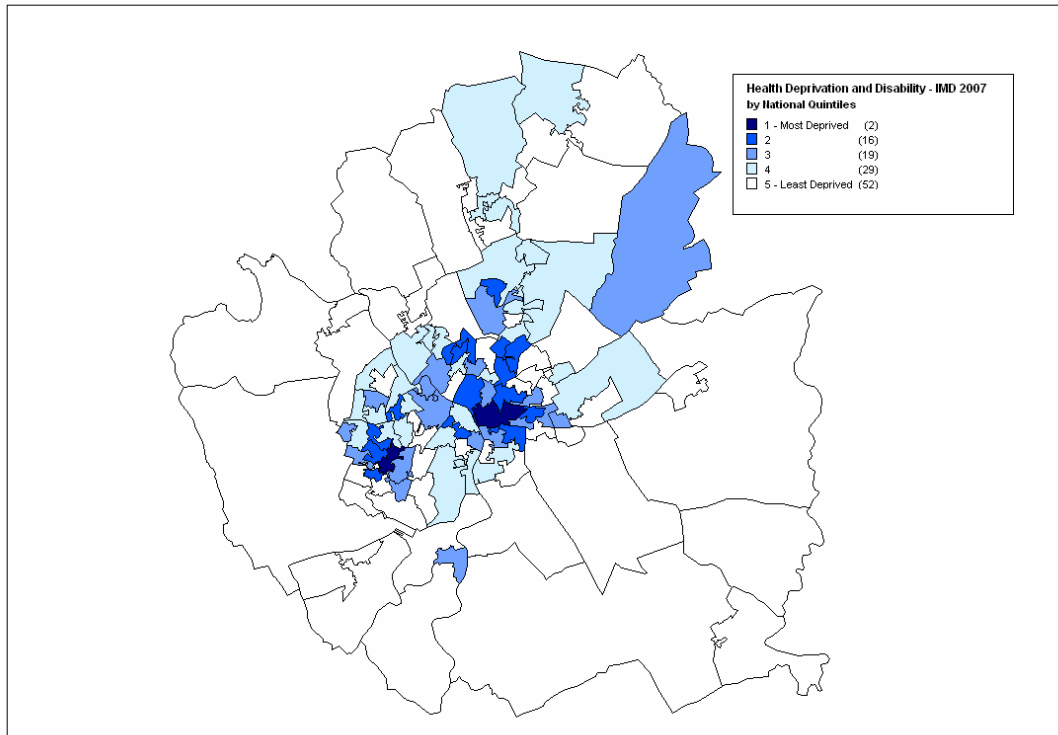
#### 3a. Disadvantage

Overall York’s levels of deprivation are decreasing. In the 2007 Index of Multiple Deprivation (based on data from 2005) York was ranked 242 out of 354 local authorities where 1 is the most deprived. This compared to a position of 219 in the 2004 IMD score (based on data from 2001)<sup>9</sup>.

The number of deprived areas in York has also decreased. In the 2007 scores there were eight areas (called super output areas) in the most deprived 20% in the country. This compared to 11 in 2004. Of these, one area, in Westfield, has remained in the most deprived 10% in the country.



Within the overall IMD score there is a domain for health deprivation and disability and the number of areas in the most deprived fifth of the country has reduced from 3 to 2 (within Guildhall and Westfield wards). Sixty percent of the York population lives in areas that are in the best forty percent of this indicator nationally.



In 2005, 14.7% of children lived in poverty as defined as families receiving means-tested benefits which was significantly lower than the England average of 19.9%<sup>10</sup>. However there are still implications for those children in this situation and we know that they are particularly concentrated in Westfield, Acomb, Clifton, Guildhall and Tang Hall<sup>11</sup>.

Across York 9.3% of children of primary school age and 7.8% of those at secondary school age were eligible for free school meals in 2008<sup>12</sup>. The variation by school is marked and reflects what we know about relative levels of deprivation. In January 2008, the primary schools with more than a quarter of their pupils eligible for free school meals were:

Derwent Junior	42.4%
Burton Green Primary	31.7%
Clifton Green Primary	29.3%
Derwent Infant	28.9%
Tang Hall Primary	27.8%
St Lawrence's CE Primary	27.1%
Hob Moor Primary	25.2%

**Recommendation:** Ensure that all eligible students receive free school meals and support Healthy Schools schemes in these areas in particular.

**Recommendation:** Work with communities to target action in the areas of highest deprivation to improve overall health outcomes and reduce inequalities. Integrated Children's Centres will play a key role in this work.  
Supporting NICE Guidance (see Annex A): PH9

### 3b. Housing

Census figures from 2001 show that more York residents owned their own home than the national average and few lived in social rented accommodation. There were lower levels of overcrowding but higher levels of single residents who were above pensionable age. Overcrowding was particularly high in Heslington, Guildhall, Westfield, Micklegate, Clifton and Fishergate. York had a similar proportion of households without central heating which highlights a risk area for affordable warmth, particularly for older people, children and other vulnerable individuals<sup>5</sup>.

Households	York	England
Owned	73.2%	68.7%
Social rented	15.1%	19.3%
Private rented	10.0%	10.0%
Rent free	1.7%	2.0%
Overcrowded	5.1%	7.1%
One resident: Pensioner	15.2%	14.4%
Without central heating	8.3%	8.5%
Access to a car or van	72.7%	73.2%

Source: Census 2001

Fuel poverty is usually defined by an annual expenditure on fuel in excess of 10% of annual household income. The private sector house condition survey 2008 found that 6040 households in the city (8.6%) are in fuel poverty with higher rates in the private rented sector and higher rates in Acomb / Westfield (24.8%), Fishergate (27.3%) and Guildhall (19.8%). Housing conditions are better than the national average for private housing but 12,140 remain non-decent (17.5%) with 35% of these being elderly households and 26.2% economically vulnerable households<sup>13</sup>.

In 2007/8 there were 278 successful homelessness preventions, almost three times the number in 2003/4. Correspondingly the number of homeless decisions taken as a result of a household presenting as homeless has fallen steadily from 656 in 2004/05 to 406 in 2007/08<sup>14</sup>.

Homelessness arising as a result of exclusion by parents is significantly above the England rate and have been for the past three years. The incidence of homelessness due to mortgage arrears has risen sharply to 11% of all homeless acceptances in 2007/08 up from 2% the previous year. In 2007/08 258 households were accepted as being homeless and in priority need. More than half were between 16 and 24 years of age. Almost 19% were young person households defined as 16-17 year olds or 18-20 year olds who were formerly in care. This was over twice the rate for England as a whole. Almost half of all households were lone parent single families and 20% were couples with dependent children, largely consistent with national rates<sup>14</sup>.

In 2007/8 there were 2 rough sleepers in York, well below the 1998 average of 12. Consultation with customers shows that a high proportion of people seeking resettlement have multiple needs including mental illness. These groups have difficulties maintaining tenancies, sustaining employment or social networks. There are around 50 people in the city who would meet these criteria and failed tenancies have been very low which is very positive<sup>14</sup>.

**Recommendation:** Target support for those who live in fuel poverty.

**Recommendation:** Continue to develop services to minimise the extent and impact of homelessness.

### 3c. Employment

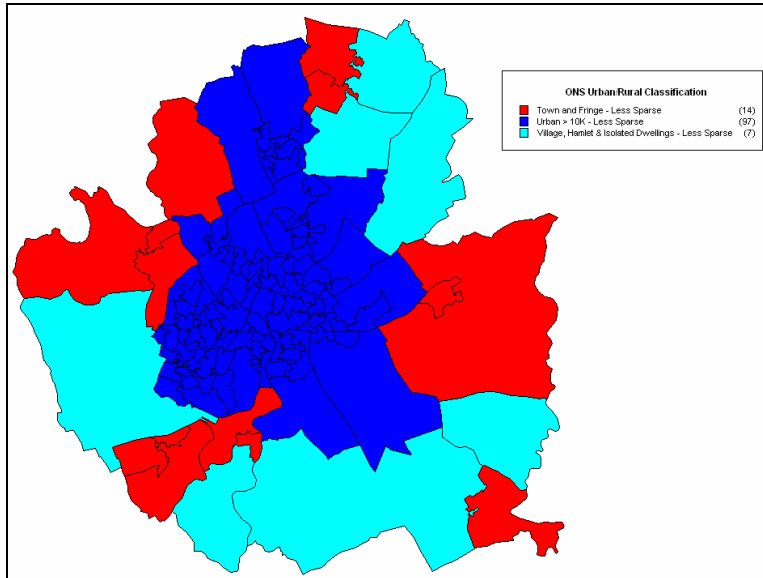
In 2006/07, 77.5% of York residents of working age were in employment, 3.1% above the national average<sup>15</sup>. Only 1.5% of the working age population were claiming job seekers allowance in July 2007<sup>15</sup>, about half the levels claiming ten years ago (2.9% in 1997).

Median weekly pay in York at £451 is currently higher than the regional average but slightly lower than the national figures. For those in the lowest income quartile, weekly pay in York in 2007 was £326 closely following the national picture<sup>15</sup>. Incapacity benefit for mental illness per 1000 working age adults was 18.9 in 2006 which was significantly lower than the national figure of 27.5<sup>10</sup>.

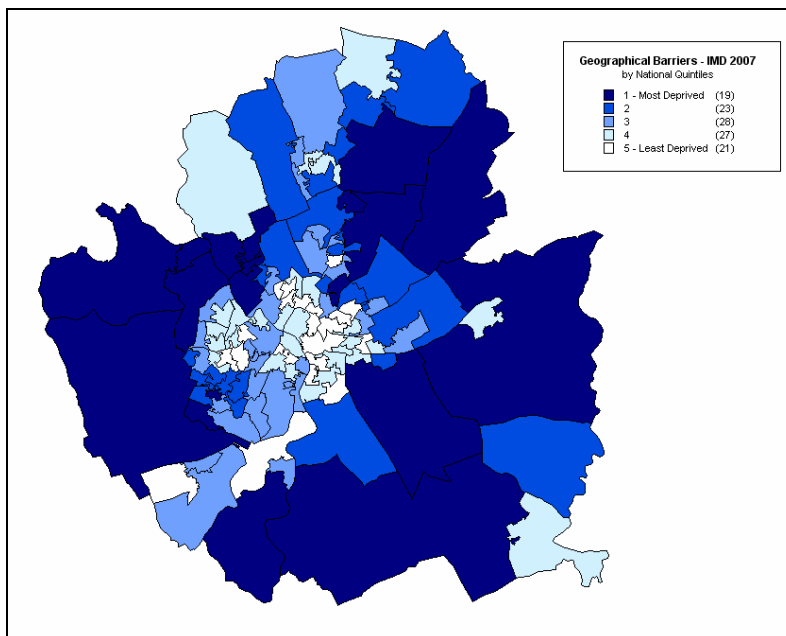
**Recommendation:** Identify opportunities to narrow the gap in weekly pay rates.

### 3d. Access to services

Of the 118 lower super output areas (LSOA) in York, 14 are classified by the Office of National Statistics as Town and Fringe – Less Sparse, 97 are classified as Urban > 10k – Less Sparse and 7 are classified as Village, Hamlet and Isolated Dwellings – Less Sparse<sup>9</sup>.



The Indices of Deprivation 2007 include a sub-domain calculating a level of access to services for each LSOA. Nineteen LSOAs are within the most deprived quintile in the country for this indicator, these being within the Bishopthorpe, Derwent, Dringhouses and Woodthorpe, Heslington, Heworth, Huntington and New Earswick, Rural West York, Skelton Rawcliffe and Clifton Without, Strensall, Westfield and Wheldrake wards<sup>9</sup>.



**Recommendation:** Take account of access issues due to relative rurality and other factors when planning services. Relate health and well being service plans to the Local Development Framework<sup>4</sup> to ensure that transport links and infrastructure are maximised.



### 3e. Education

Education levels are strongly linked to health outcomes and are therefore a key priority in improve health and reducing inequalities in health.

67.5% of key stage 4 students achieved 5 or more A\*-C grades at GCSE in 2007. This is significantly higher than the England average of 60% <sup>10</sup> and York was ranked 12<sup>th</sup> highest in England. At primary school, standards of achievement are consistently good at key stage 2 (tests for 11 year olds) and well above England averages<sup>16</sup>.

With regard to vulnerable groups, in 2007, there has been improvement across the key stages in the percentage of children with a special educational need achieving the expected level for their age. The number of children from ethnic minority backgrounds eligible to take tests is small, and results can fluctuate from one year to the next, however, ethnic minority pupils continue to achieve at all key stages in line with White British pupils. At key stage 4, 68.1% of BME pupils achieved 5+ A\*-C grades compared to 67.6% of White British pupils.

Amongst the adult population, 9.1% of the working age population have no qualifications, which is lower than national comparators. Seventy-one percent have at least NVQ Level 2 qualifications (eg 5 GCSE A-C grades) and 34% have NVQ Level 4 qualifications and above (eg HND, Degree), both higher than national rates<sup>15</sup>.

**Recommendation:** Continue to support all children to achieve their educational potential.

**Recommendation:** Target action to identify and meet the training needs of those with low levels of qualifications.

## 4. Lifestyle and Risk Factors

In this section we look at what we know about the lifestyle of the people who live in the City of York area and the risk factors that could impact on their health.

### 4a. Smoking

Reducing levels of smoking in the population is a key lifestyle priority for York but unfortunately we don't have an accurate measure of prevalence that lets us know how successful services and legislation have been. Modelled from the Health Survey for England (2003-5) estimates suggest smoking prevalence in York is slightly higher than national rate (24.3% compared to 24.1%)<sup>10</sup> but this information is of questionable value.

The number of people giving up smoking through the NHS Stop Smoking Service is currently under target, but increasing. In line with national guidance 5% of smokers were seen in 2007/08. There is a positive relationship between deprivation and quit attempts but loss to follow up is a problem with lower rates of those known to still be smoke free at 4 weeks in less well off communities<sup>17</sup>.

Deaths from smoking in the population over 35 are significantly lower than the England Average. In the period 2004-2006 the average rate was 209.5 per 100,000 compared to a national average of 225<sup>10</sup>.

Smoking in pregnancy rates have recently improved slightly from 18.9% in 2006/07 to 18.7% in 2007/08 although they remain above the average for North Yorkshire and York of 15.9%<sup>18</sup>.

In 2006/7 13.7% of those registered with a long term health condition (CHD, Stroke/TIA, Hypertension, Diabetes, COPD and Asthma) smoked, which is significantly lower than the national average but still an area for future action. Of these 94.8% of them had been given smoking cessation advice or referred to the stop smoking service, which is very positive<sup>19</sup>.

**Recommendation:** Support national programmes to gather accurate and timely smoking prevalence data.

**Recommendation:** Ensure that services are accessible to those who are most vulnerable, including pregnant smokers and those in routine and manual occupation groups.

**Recommendation:** Continue to focus on reducing smoking prevalence through enforcement of legislation, support for those who want to give up and appropriate communication of stop smoking messages<sup>20</sup>.

Supporting NICE Guidance (see Annex A): PH1; PH10; PH5; PH14; CG62; PH6

#### 4b. Eating habits

Although York compares well to national figures, there are real concerns about the levels of healthy eating in the city. The 2007 TellUs 2 survey found that 24% of years 6, 8 and 10 children reported that they ate the recommended level of five or more portions of fruit and vegetables per day<sup>21</sup>. Comparative data also indicates that there has been an increase of 3% in Year 7 and Year 8 pupils eating recommended levels of fruit and vegetables every, or most, days. Public consultation for the Children and Young People's Plan heard repeated messages of concern about poor diet<sup>22</sup>. Estimates suggest that only 30% of adults eat healthily which is compared to 26% nationally (modelled estimate from Health Survey for England 2003-5)<sup>10</sup>.

Breastfeeding is a key component of health eating for children. The proportion of mothers starting to breastfeed in 2006/07 was 69.7% slightly above national levels<sup>18</sup>. Approximately 64% of those initiating breastfeeding will continue to breastfeed to 6-8 weeks<sup>23</sup>. In North Yorkshire and York this translates to an approximate 45% of mothers breastfeeding at 6-8 weeks.

**Recommendation:** Continue to work through midwives, health visitors, children's centres, family support workers, healthy schools programmes and adult education to improve healthy eating in children.

**Recommendation:** Support and promote healthy eating in adults, including the Altogether Better programme.

Supporting NICE Guidance (see Annex A): PH11; CG32; CG62; CG37; CG55; PH6

#### 4c. Alcohol

Increasing alcohol consumption is a concern nationally, both for those who drink to get drunk and those who regularly drink more than recommended levels. Estimates suggest that binge drinking rates in York are high - 22.3% of adults compared to 18% nationally<sup>10</sup>.

The rate of alcohol related hospital stays per 100,000 population is 214 which is significantly better than the national average of 260 per 100,000<sup>10</sup>, however this rate has increased over the last few years and is predicted to rise even further.

The rate of alcohol-specific hospital admissions for under 18's is 54.26 per 100,000 population (2003/04 – 2005/06). York is ranked 177 out of 354 local authorities (with 1 being the best in England)<sup>24</sup>.

Public consultation for the Children and Young People's plan heard consistent messages of concern about the damaging effect of alcohol misuse<sup>23</sup>.

**Recommendation:** Implement the North Yorkshire & York Alcohol Harm Reduction Strategy<sup>25</sup> and monitor progress through the Local Area Agreement.

Supporting NICE Guidance (see Annex A): PH7; PH6

#### 4d. Physical activity

Current figures show that York has comparatively high levels of physical activity with 24.8% of adults participating in at least 30 minutes moderate intensity sport and active recreation three times a week (21.0% England), but this means that there are still 75.2% of adults who do not take the recommended levels of activity<sup>26</sup>. The 2007 City of York Residents Opinion Survey found that 44% of respondents were fairly or very satisfied with sports and leisure facilities, up from 41% the previous year. Eleven percent believed sport and leisure services were important in making somewhere a good place to live and 21% believed improvement was required. Sixty percent had used sport and leisure facilities in the last year<sup>27</sup>. In the Festival of Ideas household questionnaire 63% of respondents wanted more leisure facilities to be built<sup>28</sup>.

A recent survey of Over 50's in York indicated that only 31% wanted to see more physical activity targeted at older people<sup>29</sup>. However older people generally say they want to see improved health and well being promoted for older people<sup>30</sup>. This may suggest a challenge to link the two issues together and find ways to motivate people in this age group to undertake more activity.

Ninety percent of children aged 5-16 now access at least 2 hours of high quality PE and school sport, a 19% increase on the previous year<sup>31</sup>. 78% of schools now have Healthy Schools Standard making York the highest achieving Local Authority in region, with only six authorities with higher performance nationally<sup>32</sup>. At the 2008 primary school conference many more children said they would like to cycle to school (39%) than the proportion that actually did (14%)<sup>33</sup>. Public consultation for the Children and Young People's Plan found a priority need for play and easy access to leisure facilities<sup>22</sup>.

**Recommendation:** Promote all types of physical activity with the aim of raising levels in all sectors of the community including those who are inactive. Monitor through the Local Area Agreement.

Supporting NICE Guidance (see Annex A): PH2; PH8; PH13; PH6

#### 4e. Teenage Pregnancy

Pregnancy at an early age can have significant consequences for the mother and the child that may impact throughout their lifetime, particularly in relation to healthy lifestyle, education and employment opportunities. The 2006 teenage conception rate was 39.2 per 1,000 15-17 year old females with 48% leading to

termination<sup>34</sup>. The rate is an overall increase of 15% since 1998. However, this is one of the lowest rates in the Yorkshire and Humberside region and is lower than the national average. The rate for under 16 year olds has remained consistently lower than the national average.

**Recommendation:** Implement the Teenage Pregnancy Strategy<sup>35</sup> and monitor progress through the Local Area Agreement.

Supporting NICE Guidance (see Annex A): PH3

#### 4f. High Blood Pressure

The proportion of people known to have high blood pressure (hypertension) in 2006/7 was 12.1% of the registered population. This was significantly lower than the national average. Another 12.5% are expected to be undiagnosed. Of those who are identified as hypertensive 78% currently have their blood pressure within recommended levels<sup>19</sup>.

**Recommendation:** Continue to seek opportunities to identify people with high blood pressure, to reduce the proportion undiagnosed within the community.

Supporting NICE Guidance (see Annex A): CG34

#### 4g. Obesity

Obesity levels are rising nationally and represent one of the biggest threats to future health for our population. 9.4% of people aged 16+ registered with a GP are classified as obese<sup>19</sup> which is significantly higher than national average. However, given that this proportion is lower than expected levels it is likely that GPs in York are recording more people, not necessarily that there are higher levels of obesity. Modelled estimates suggest that 22.2% of adults are obese compared to 23.6% nationally<sup>10</sup>.

In the York UA area 8.4% of reception children are at risk of obesity and 15.6% of Year 6 are at similar risk<sup>36</sup>. These figures compare well to national figures of 9.9% and 17.5% respectively, but are nevertheless a cause for serious concern, particularly for the 1 in 6 eleven year olds affected.

**Recommendation:** Prioritise and implement the Healthy Weight, Active Lives strategy<sup>37</sup> at a local level for York.

**Recommendation:** Monitor rates of children at risk of obesity in the Local Area Agreement and seek opportunities to monitor and actively address adult obesity levels in the city.

Supporting NICE Guidance (see Annex A): CG43 plus guidance in 4b and 4d.

#### 4h Immunisation

In 2006/7 the coverage of the primary DtaP/IPV/Hib vaccine in York practices was 94%, 95% and 96% for 1, 2 and 5 year olds respectively. MRR coverage for 2 year olds was 90%, an increase from 87% on 2005/6, but still below the recommended levels required to protect the whole community<sup>38</sup>. In 2006/7 97% of eligible Looked After Children were up to date with their immunisations<sup>22</sup>.

Flu vaccination rates in people aged 65 or over for 2007/08 were 78% in York which compared well to the PCT average of 76% and the England rate of 74%<sup>38</sup>.

**Recommendation:** Continue to improve MRR vaccination rates to reach 95% in order to provide 'herd immunity' to protect those who cannot be vaccinated for medical reasons.

## 5. Burden of ill-health and disability

This section covers what we know about the impact of ill-health and disability on the people who live in the City of York area. In some cases the impact is measured by death rates (mortality) and for others it is measured by admissions to hospital or the number of people living with a condition (prevalence).

### 5a. Mortality

#### All age, all cause mortality (3 year rolling averages)<sup>5</sup>



Age standardised rates of all age all cause mortality are consistently below the England rate for men and for women. When comparing the average rate to the all age all cause mortality rate for the most deprived quintile in the York area the latter was 30% higher in 2006. In the period 2003-05 40.6% of the deaths in York were caused by circulatory diseases, 26.0% were due to cancer and 12.9% were caused by respiratory diseases<sup>39</sup>.

In the period 2004-6 the age standardised death rate for causes considered amenable to healthcare was 100 per 100,000 which was significantly lower than the regional and national rates<sup>5</sup>.

**Recommendation:** Target action and monitor progress against all age all cause mortality as a measure of overall health outcome through the Local Area Agreement, with a local indicator to compare the rate in the most deprived quintile.

## 5b. Life expectancy

Life expectancy at birth (2004-2006) for York females was 83.1 years and for York men 77.9 years. These are higher than the England figures of 81.6 and 77.3 respectively<sup>10</sup>. However there is significantly lower life expectancy in most deprived quintile of the city compared to the least deprived<sup>10</sup>.

Healthy life expectancy at the age of 65 has been calculated. Between 2004-2006 females in York aged 65 could expect to live for another 15.2 years in good or fairly good self-perceived health and males aged 65 could expect to live another 13.0 years, both above the national averages of 14.5 and 12.5 respectively<sup>5</sup>.

**Recommendation:** Target preventative activity such as vascular checks, community health educators and health trainer courses in the most deprived communities to reduce the relative gap in life expectancy.

**Recommendation:** Prioritise preventative action particularly in relation to obesity, alcohol and tobacco harm reduction to ensure that life expectancy continues to increase.

## 5c. Infant mortality

Infant mortality is not significantly different from the England average (2004-2006). In 2006 there were 10 deaths of infants under 1 year of age giving a rate of 5 per 1000 which equalled the national rate<sup>5</sup>. The numbers are very small so variations can cause large but not significant fluctuations. Low birthweight rates are lower than England average (7.2% compared to 7.9% in 2006)<sup>5</sup>.

**Recommendation:** Continue to work to reduce the risk factors of low birthweight and infant mortality including smoking in pregnancy.

Supporting NICE Guidance (see Annex A): CG62; PH11; CG37; PH14; PH3; PH10

## 5d. Admissions to Hospital

Analysis of hospital admission data can be useful in understanding how many people have required a planned procedure or emergency treatment. Detailed analysis has been carried out by the York Health Group, (practice based commissioning group) to inform commissioning at a patient group level. The following are summaries of the 'top 5' causes of hospital admissions which give an indication of the variety of health needs within the population. This information should be used only cautiously as it is likely to be influenced by the way that procedures are coded within hospitals.



**Elective**

In 2003-2007 the top 5 causes of elective (planned) hospital admissions for patients registered within the York Health Group of practices were, by primary diagnosis<sup>40</sup>:

1	M54	Dorsalgia (Back Pain)
2	H26	'other' Cataract
3	R31	Unspecified haematuria
4	D50	Iron deficiency anaemia
5	Z08	Follow-up examination after treatment for malignant neoplasm (cancer)

**Non-Elective**

In 2003-2007 the top 5 causes of non-elective (unplanned or emergency) hospital admissions were, by diagnosis<sup>40</sup>:

1	R07	Pain in throat and chest
2	R10	Abdominal and pelvic pain
3	J44	'Other' Chronic obstructive pulmonary disease
4	R55	Syncope and collapse
5	J22	Unspecified acute lower respiratory infection

**Recommendation:** Ensure that care pathways are in place to maximise the outcomes for patients with these conditions.

Supporting NICE Guidance (see Annex A): Care pathway specific

**5e. Diabetes**

3.9% of the registered population are known to have diabetes, which is significantly lower than the national average<sup>19</sup>. A further 0.1% are thought to be undiagnosed<sup>41</sup> (QOF and APHO model 2006/7). Of those known to be diabetic 64.4% have their HbA1c within recommended levels and 76.5% have their blood pressure within recommend levels<sup>19</sup>. North Yorkshire & York PCT has the tenth lowest percentage of deaths attributable to diabetes between 20 and 79 years in the country, with a rate of 10.4% compared to the England average of 11.6%<sup>42</sup>.

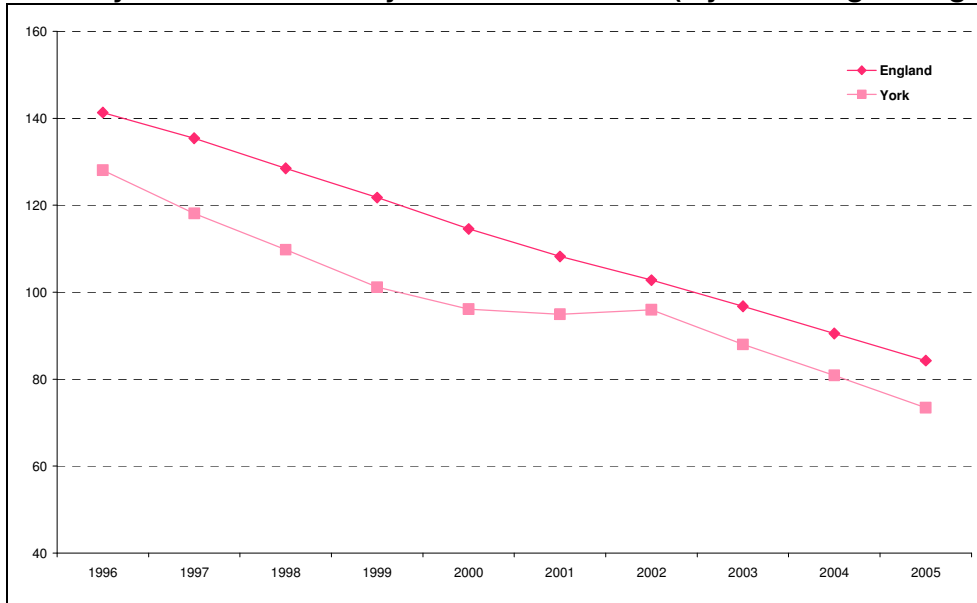
The Healthcare Commission satisfaction survey of diabetes service users gave an overall rating of satisfactory, a service rating of good and high scores for access to care and involvement in decision making<sup>43</sup>.

**Recommendation:** Continue to provide services that identify people with diabetes and support them to manage their care.

Supporting NICE Guidance (see Annex A): CG66; CG63; CG15; CG10

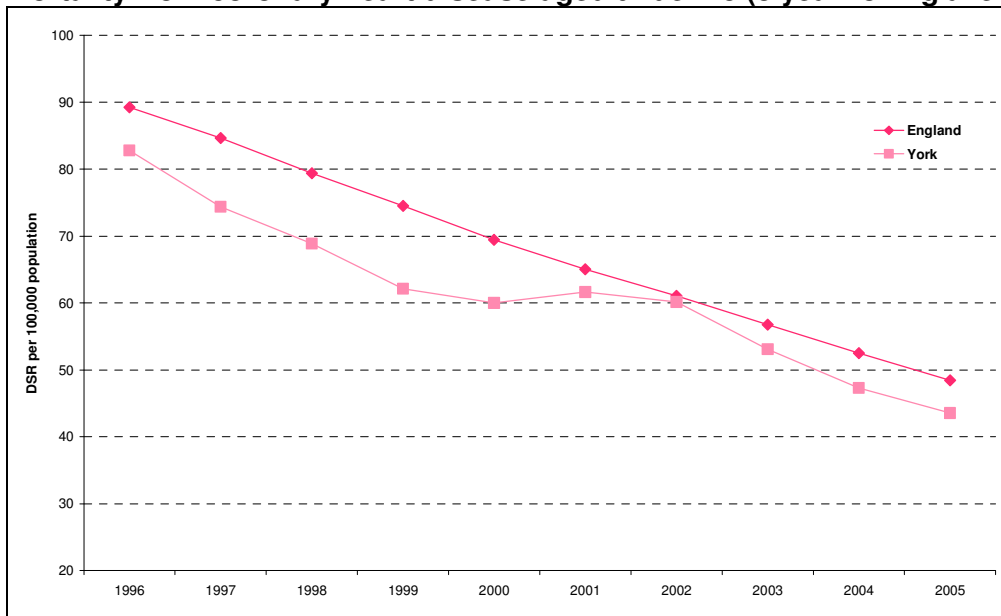
## 5f. Circulatory Diseases

**Mortality from all circulatory diseases under 75 (3 year rolling averages)<sup>5</sup>**



Age standardised rates of mortality for under 75 year olds from all circulatory diseases are below the national rate for England. This may reflect the high uptake of secondary prevention in this area. Of those on the CHD register within general practices, 82.7% had cholesterol levels within recommended levels and 88.2% had blood pressure under recommended limits<sup>19</sup>.

**Mortality from coronary heart disease aged under 75 (3 year rolling averages)<sup>5</sup>**



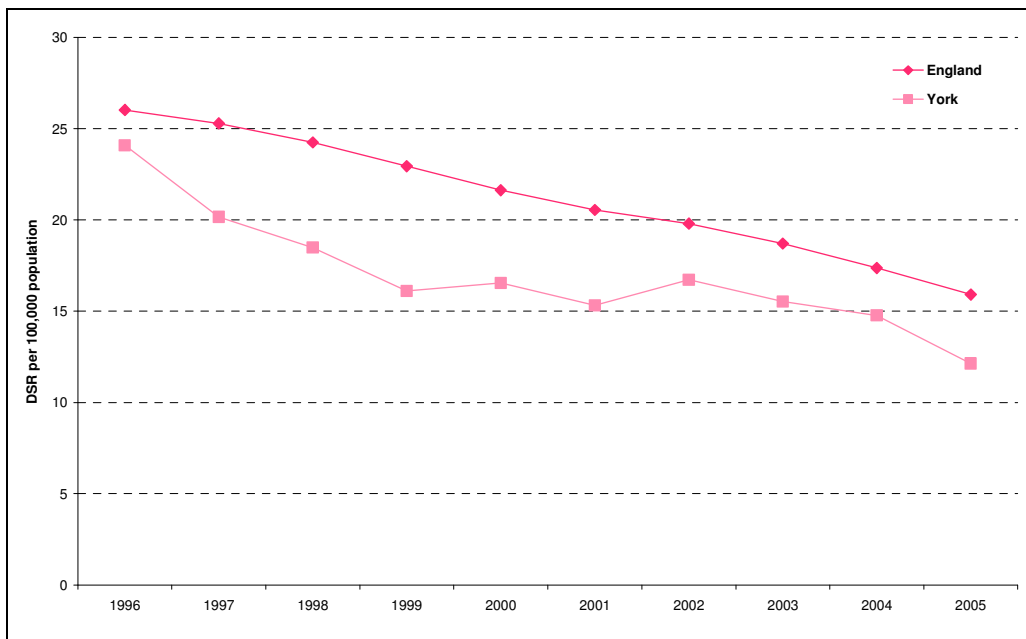
Age standardised rates of mortality for under 75 year olds from coronary heart disease are below the England rate. The percentage of people known to have CHD in 2006/7 was 3.7%, which is significantly higher than the national

average<sup>19</sup>. Models suggest that another 0.8% remain undiagnosed<sup>41</sup> and the PCT will be involved in the development of the identification and management of patients at high risk of cardiovascular disease.

In the period from 2004/5 to 2006/7 age standardised urgent admission rates for CHD in York were 249 per 100,000 which was higher than the overall PCT average. For planned admissions the rate was 148 per 100,000 which was lower than the PCT average. For revascularisation procedures the rate was 110 per 100,000 which was higher than the PCT average<sup>40</sup>. Comparison of revascularisation rates in 2005/06 found rates in York were similar to those in Hull and Leeds<sup>44</sup>.

0.7% of the population were known to have heart failure in 2006/7 and 88% those eligible were treated with an ACE inhibitor<sup>19</sup>. This is lower than expected but the PCT and York Health Group have been involved in joint working to develop a new pathway for the diagnosis and management of patients with heart failure to improve the identification of these patients.

**Mortality from stroke aged under 75 (3 year rolling averages)<sup>5</sup>**



Age standardised rates of early death due to stroke are below the England rate. Between 1995-7 and 2002-4 the reduction in CHD and stroke (circulatory disease) death rates under 75 was 31%. Emergency admissions for stroke in York were lower than regional and national averages in 2006/07 (80 per 100,000 compared to 97 and 99)<sup>44</sup>.

**Recommendation:** Continue to identify and treat people with cardiovascular disease to reduce the rate of premature death.

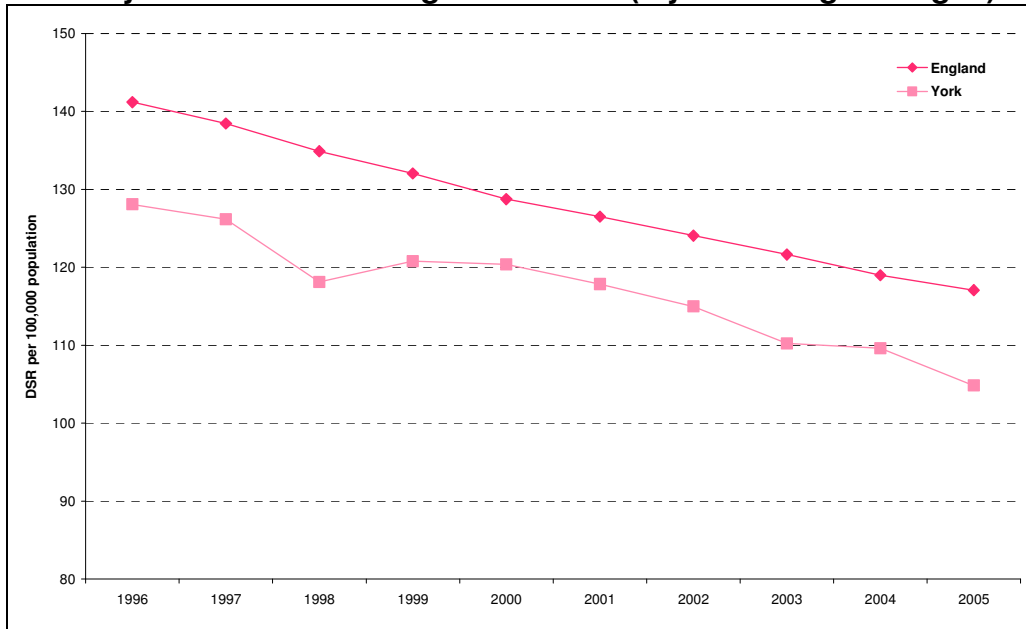
**Recommendation:** Identify those at risk of circulatory disease through the targeted implementation of vascular checks, ensuring that services are available to support lifestyle change as required and improve the primary prevention of cardiovascular disease.

**Recommendation:** Improve the identification and management of patients with heart failure.

Supporting NICE Guidance (See Annex A): CG5; CG67; CG48; CG36; CG68

### 5g. Cancer

**Mortality from all cancers aged under 75 (3 year rolling averages)<sup>5</sup>**



The age standardised rate for early death due to cancer was 105 per 100,000, significantly lower than the national rate of 117. Between 1995-7 and 2002-4 the reduction in cancer death rates under 75 was 13.9%.

Data is collected on the number of people who are identified as having a form of cancer in a period of time (incidence) and the number who die (mortality). Early identification of cancer is an important part of successful treatment. In the period 2002-2004 the incidence of all cancers, colorectal, prostate and skin cancer were all significantly higher than the national average, which may reflect earlier identification due to public awareness. The incidence of breast and lung cancers were not significantly different from the national rates. Positively the mortality rates for each of those cancers for the period 2004-2006 were not significantly different from the national rate<sup>5</sup>.

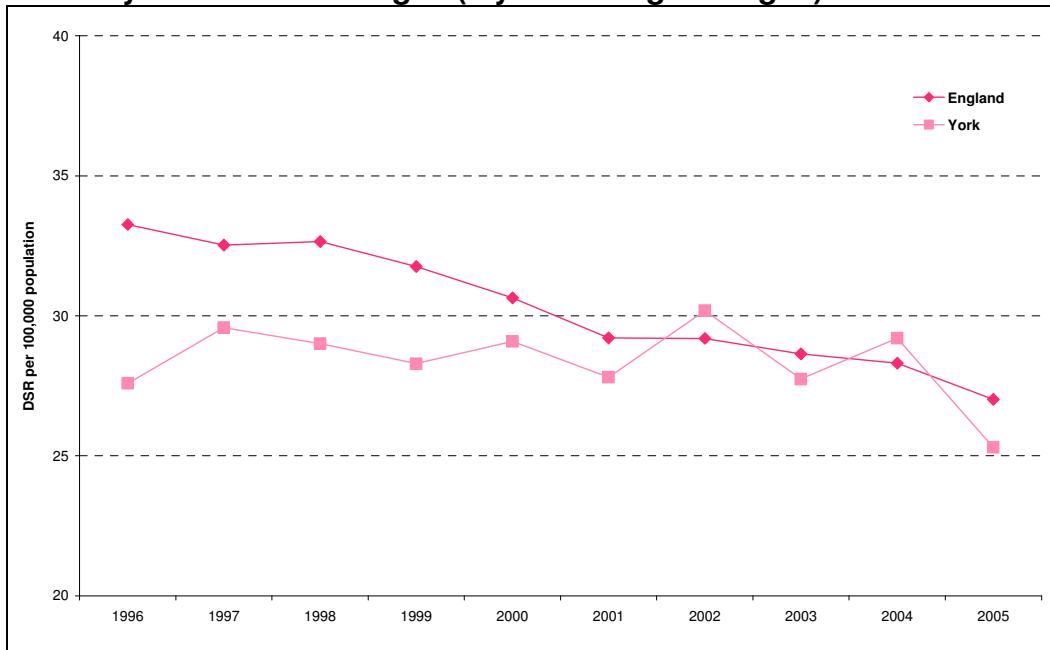
**Recommendation:** Continue to identify and treat patients with cancer using established successful mechanisms.

Supporting NICE Guidance (See Annex A): CSG Section; CG27; CG41; CG24; CG58

## 5h. Respiratory Disease

Mortality rates for chronic obstructive pulmonary disease (COPD) are variable, in part due to relative small numbers. Currently rates are below national levels but it cannot be assumed that they will remain so. In 2006/07 1.3% of the population were known to have COPD, which was not significantly different to the national average<sup>19</sup>. In the York area age standardised admissions due to COPD were at the highest within the PCT for the period 2004/5 to 2006/7 (128 per 100,000)<sup>40</sup>.

### Mortality from COPD all ages (3 year rolling averages)<sup>5</sup>



The rate of new cases of tuberculosis (TB) are significantly below the national average with only 3 per 100,000 population per year in the period 2004-2006 compared to 15<sup>10</sup>. Emergency admissions due to asthma in 2006/07 were lower than regional and national rates (129 per 100,000 compared to 155 and 142)<sup>44</sup>.

**Recommendation:** Target work to reduce COPD admissions to hospital, supporting people to manage their care at home wherever possible.

**Recommendation:** Continue to monitor COPD death rates and investigate fluctuating trend.

Supporting NICE Guidance (See Annex A): CG12; CG33

### 5i. Dental Health

The average number of decayed, extracted or filled teeth in children aged 5 was 1.3 teeth in 2005-6. This was significantly lower than the national average of 1.5 teeth<sup>10</sup>. Forty eight percent of adults and 68% of children in North Yorkshire & York PCT were seen by NHS Dentists in the 24 months up to December 2007. This was slightly lower than the national figures of 49% and 70% respectively<sup>45</sup>. Access to NHS dentistry is a consistent theme of PALs enquiries to the PCT, MP letters on behalf of constituents and scrutiny committee agendas. In the 2007 public satisfaction survey satisfaction with NHS dental services was comparable to the rest of Yorkshire and the Humber but the selection of available NHS dentists was perceived more poorly<sup>46</sup>.

**Recommendation:** Further improve access to NHS dentistry, particularly for groups who are at risk of disadvantage.

**Recommendation:** Develop and implement an Oral Health Strategy to ensure people are supported in improving and maintaining their oral health.

Supporting NICE Guidance (See Annex A): CG19

### 5j. Trauma

Trauma information tells us about the impact of accidents on the population of York. This section highlights a small number of key indicators. As a measure of preventable falls, hip fracture rates were slightly but not significantly higher than the England average in 2006/7 with age standardised emergency admissions at 491 per 100,000 compared to 480<sup>10</sup>. Road injuries and deaths were significantly higher than the national average (67.5 per 100,000 compared to 56 per 100,000) in the period 2004-2006<sup>10</sup>, but recent indications suggest that this has reduced.

The children and young people's plan consultation highlighted concerns around dangers from traffic<sup>22</sup>. Seven children were killed or seriously injured in road accidents in 2006, a figure which rose to 12 in 2006<sup>47</sup>. This remains below the average of 14 a year in the period 1994-8. Current un-validated data for 2007 suggests that this has decreased again. In 2005/6 child hospital admissions due to all types of accidents went up; in 2006/7 the rate fell for 0-4 year olds but increased slightly for 0-19 year olds<sup>40</sup>.

Positively, in the 2007 Public Satisfaction Survey ambulance services in North Yorkshire & York had high satisfaction rates (83%)<sup>46</sup>.

**Recommendation:** Continue to work to reduce road traffic accidents to maintain recent improvements in the number of casualties.

**Recommendation:** Implement programmes to prevent falls, particularly in older people.

Supporting NICE Guidance (see Annex A): CG21; CG56

### 5k. Musculo-skeletal .

The numbers of joint replacements undertaken can give us an indication of the impact of arthritis on the population. In the period 2005/6 to 2007/8 there were an average of 209 hip replacements and 220 knee replacements each year for York residents<sup>40</sup>.

**Recommendation:** Continue to develop care pathways for Hip and Lower Limb conditions.

Supporting NICE Guidance (see Annex A): CG59

## 6. Client Groups

This section looks at health need as defined by the use of services by particular groups of clients.

### 6a. Physical disability, frailty and sensory impairment.

In the 2001 Census 28,085 people (16%) in the City of York area said that they had a limiting long-term illness. This compared to a figure for England and Wales of 17.6%. A breakdown of these figures by age group shows that rates of limiting long-term illness are particularly low in men and women under 65, when compared to national figures<sup>5</sup>.

Only a proportion of people who consider themselves to have a long term limiting illness receive support from social services during any one year. Most who do will be older people. In 2006/07 5,450 adult clients with physical disability, frailty or sensory impairment received social services, 4,840 of whom were supported in the community. Eighty four percent of clients were above 65 years old<sup>48</sup>. We can expect the population over 65 to grow by 31% over the next 15 years – an additional 9540 people. Based on the pattern of current social care service delivery it is possible to project the level of services that may be required for this growing population. This would mean that by 2020 an additional 1300 people will need services due to physical disabilities, 300 of whom will need supported residential and nursing care<sup>49</sup>.

Consultation with older people shows however that the current model is unlikely to meet their aspirations. There is a wish to see a wider choice of housing options, including more support to adapt properties, more use of technology to help manage risks, and more practical support to manage at home. There is a clear concern that in general advice, information and support needs to be available through one point of contact<sup>29</sup>.

At 31 March 2007 there were 1,140 people registered as deaf or hard of hearing. 895 were registered as hard of hearing with 115 in the 18-64 year old age band, 130 65-74 and 650 over 75. In the year ending 31 March 2006 25 people were newly registered as blind or partially sighted<sup>48</sup>.

Younger age adults with a physical or sensory impairment have also identified that support should be available at an earlier stage and asked for more integration between services and better information. They also want to see better access to skilled communicators for those with sensory impairments, more support to enable people to work and better access to community facilities<sup>50</sup>. In the 2007 resident opinion survey 34% of respondents expressed dissatisfaction with facilities for disabled people<sup>27</sup>.

**Recommendation:** Use the modelling and consultation response to inform the development of Older People's Social and Health Services for the future.



**Recommendation:** Implement the local strategy for physical and sensory impairment.

Supporting NICE Guidance (See Annex A) : Care Pathway specific

## 6b. Learning disability

There are over 550 adults with a learning disability known to care management and health services within the City of York Council geographical boundary. This is consistent with the national population data figures of incidence. Within that figure, York has a higher percentage of people with profound and multiple disability than other comparable areas. This is attributable to a previous long stay hospital in the area being closed and people moving into the York area. Within that population over 60% live in tenancies/residential accommodation, whilst the rest are living with families<sup>51</sup>.

Emerging trends show that there are three groups of customers who will require additional support from the service. The first is transitions customers (children moving into adulthood) who are expected to rise by 70% by 2010. This will encompass a 55% increase in customers with complex support needs. This will introduce a further 50 individuals into the service by 2010.

The second is a group of people who are developing dementia. Trends show an increase of at least 0.06 per year who will need the development of new service outcomes. The third are a group of customers who are being discharged from NHS in-patient care. Within the local area, there has been a programme of campus closure, and at its completion, this will introduce 38 individuals with complex needs into the locality.

**Recommendation:** In order to achieve the service vision of treating people with a learning disability as real citizens, manage their health through mainstream services where possible, with specialist services being the last resort for those whose needs cannot be met alternatively.

## 6c. Mental Health

Assessing the needs of people with, or at risk of, mental health problems can be difficult due to the wide spectrum of disorders and the likely levels of individuals within the community who are not in contact with care services. This is an area that we will seek to develop further in the update process for the joint strategic needs assessment.

In 2006/7 0.7% of the population were registered in general practice as having a mental health diagnosis<sup>19</sup>, but research suggests that 1 in 4 adults experience a mental health problem in any one year<sup>52</sup>. In 2006/07 810 people with mental

health conditions received services from City of York Council (440 aged 18-64 and 375 aged over 65). Five hundred and ninety received services in the community<sup>49</sup>. A very crude measure of mental health is suicide rates, which in York are lower, but not significantly so, than national rates<sup>5</sup>.

A recent analysis by statutory and voluntary sector partners with user representation identified that further local work was required on social inclusion, mental health promotion, community development workers, psychological therapies, dual diagnosis and crisis resolution<sup>53</sup>.

Around 0.4% of the population were diagnosed as having dementia in 2006/07<sup>19</sup>. Based on an MRC study<sup>54</sup>, we might expect that prevalence of dementia in York would be 1.3% (i.e. 0.9% undiagnosed). It is estimated that Dementia will affect an additional 700 people in York within the next 15 years and that if current service provision continues at same level will mean additional 105 people could require services. However it is notable that only approximately 14% of those people who might be expected to experience dementia, based on prevalence figures are known to social care within the current service model<sup>50</sup>.

It is estimated however that 40% of care home residents are depressed, and that 50% of older people who are hospital inpatients are estimated to have, or develop, a mental health problem during their admission<sup>55</sup>.

Consultation with older people, and with patients and carers who have been diagnosed with a memory problem indicates here is a clear concern that early support to those diagnosed with memory problems and dementia is not widely available<sup>29</sup>. York Overview and Scrutiny Committee is currently reviewing Dementia as a recognised priority area for the future.

Consultation on the Children and Young People's Plan identified a continued increase in pressure on child and adolescent mental health services. Professionals emphasised the potential impact of family breakdown on emotional health of young people and the importance of drop in facilities in schools and community settings. Particular focus was given to the needs of those with attention deficit disorders<sup>22</sup>.

**Recommendation:** Prioritise local action to implement the Mental Health Strategy for Adults in York and commission appropriate services.

**Recommendation:** Continue to develop mental health services for children and young people and for older people within the context of services for those client groups.

Supporting NICE Guidance (See Annex A): CG45; CG22; CG38; CG42; CG28; CG9; CG31; CG26; CG1; CG16; PH12

## 6d. Substance misuse

There are comparatively high levels of drug misuse in the area with 12.1 per 1000 population aged 15-64, significantly higher than the 9.9 nationally during 2005-6<sup>10</sup>. It is believed that this may reflect the relatively high levels of service provision within the city. The proportion of drug misusers retained in treatment for at least 12 weeks is currently close to target<sup>56</sup>.

**Recommendation:** Continue to prioritise prevention and treatment of drug misuse as an area for joint planning and commissioning.

Supporting NICE Guidance (See Annex A): PH4; CG51; CG52

## 6e Supporting people to live at home

The ratio of older people aged 65 or over admitted on a permanent basis to residential or nursing care during 2006/07 was 59 per 10,000, lower than that England rate of 80 and placing York in the lowest quartile for unitary authorities. Older people helped to live at home per 1,000 population aged 65 or over was 87 in 2006/07, above the national average of 80 and equal to the unitary average<sup>48</sup>.

Adults with physical disabilities helped to live at home per 1,000 population aged 18-64 was 4.6 in 2006/07, close to the national value of 4.5 but below the average for unitary authorities. Adults with learning disabilities helped to live at home per 1,000 population aged 18-64 was 2.2 in 2006/07, slightly below the national and unitary average values of 2.9. Adults with mental health problems helped to live at home per 1,000 population aged 18-64 was 2.2 in 2006/07, below the national value of 4.3 and unitary average of 3.8. In 2006/07 57% of clients were assessed by social services within two weeks of referral, slightly lower than the England rate of 60%.<sup>48</sup>

**Recommendation:** Continue to develop services to support people to live at home wherever possible. Monitor independent living through the Local Area Agreement.

## 6f. Carers

Within the City there were 1180 carers of all ages identified in 2006/07<sup>48</sup>, who carried out substantial and regular care but we know from census that there were over 3000 people who identified themselves as providing 50+ hours of care a week<sup>5</sup>. Of the carers identified 910, were assessed or reviewed and as a result 590 received services including information and advice<sup>48</sup>.

Consultation with carers has highlighted a need for easier access to information, more co-ordination between services and more support on practical

matters and in an emergency and more specialist advice. The consultation for the Children and Young People's plan highlighted the particular needs of young carers<sup>22</sup>.

**Recommendation:** Provide information and services that support carers across the city. Monitor CYC supported carers through the Local Area Agreement.

### 6g. Sexual Health Services

Currently sexual health services offer 48 hour access for 100% of clients and 84% are seen within that time period<sup>18</sup>. In 2007 15% of teenagers attending family planning clinics used long acting reversible contraception<sup>57</sup>. Known levels of chlamydia in under 25s has increased since the introduction of chlamydia screening with 3573 cases identified and treated by the YorScreen service in 2006/7<sup>58</sup>.

In North Yorkshire & York PCT area there were 1,845 abortions in 2007, 1016 of which were in the under 25 year old age group. In women under 19 years old 6.7% were repeat abortions<sup>59</sup>.

During the Children & Young People's Plan consultation professionals emphasised the importance of sex and relationships education<sup>22</sup>. Qualitative research with young women in 2008 demonstrated that knowledge about access to contraceptive services and the value of long acting reversible contraception is variable and could be improved<sup>60</sup>.

**Recommendation:** Support schools and parents in providing clear advice on sex and relationships to minimise the risk of sexually transmitted infections and unplanned pregnancies.

**Recommendation:** Promote the uptake of Long Acting Reversible Contraception, including after abortion.

Supporting NICE Guidance (See Annex A): CG30; PH3

### 6h. General Public views on services

Wherever patient or public views have been found to relate to specific issues or services we have included them in the relevant section of this report. However there are a number of more general themes that are presented below.

Public satisfaction with the NHS in North Yorkshire & York is very high with overall rates above the regional average in 2007 (77% compared to 75%). Ambulance Services and GP services were the most highly rated services, but all other services achieve reasonable high satisfaction scores. A higher than average number of respondents in the 2007 survey believed that North

Yorkshire & York PCT was providing good personal care, meeting National Standards for NHS services and delivered the same level of care regardless of social class or ethnicity. There is a positive perception of communication with users of healthcare services, expressed through high scores for quality of care, dignity and respect and responsiveness. However there were also negative views on waiting times and choice of care<sup>45</sup>.

The GP access survey 2007 had higher access rates than the regional and national average. 94% of respondents were satisfied with their telephone access to their surgery, 91% obtained access within 48 hours and 88% were satisfied with their surgery's opening hours<sup>61</sup>.

The Patient Opinion Ratings for York Hospital Foundation Trust in 2007 gave an overall score of 4 stars (out of 5) with excellent ratings (5 out of 5) for standard of medical care, information and decision sharing. Patient issues or concerns generally related to access<sup>62</sup>.

The Acute Hospital Inpatient Surveys for 2005 and 2006 give scores for York Hospital Foundation Trust that exceed national scores for access, care, information and relationships. In environment the scores were the same as national figures for 2005 and a slight improvement in 2006<sup>63</sup>.

In the 2007 City of York Residents' Opinion Survey respondents ranked health services third in the list of important aspects that make somewhere a good place to live, with 42% ranking them after crime and clean streets. Only 12% thought that health services in the city needed improving. Amongst users of personal social services 37% of those providing a response were very or fairly satisfied with 19% dissatisfied<sup>27</sup>.

## **7. Conclusion**

This 2008 Joint Strategic Needs Assessment sets out in summary what we know about health and wellbeing needs as expressed by quantified data and by the people of York themselves. It will act as a useful reference and resource for those who plan and deliver services to meet these needs over future years, but it is our intention that it should do more than that. By using the JSNA to actively drive the debate about what services to commission, or buy, on behalf of the populations we serve, we hope to bring about change in a way that demonstrably meets those needs. The process has already begun in joint working on children's and adults' services and will be a continuous development over future years.

The analysis contained in this report has already informed the development of the York Sustainable Community Strategy<sup>64</sup> which can be read as a companion document. The Healthy City section of the strategy in particular, sets out future priorities for action to improve health, develop services and reduce inequalities in health outcome for the people of York. It has been developed by the partners

of the Healthy City Board including North Yorkshire & York PCT, City of York Council, York Hospitals Foundation Trust, York Health Group, York Council for Voluntary Services, local patient representative and York St John University.

A number of priority areas identified within this report have been included in the Local Area Agreement for York. This has been indicated in the relevant section and a summary is given below:

NI 8	Adult participation in sport
NI 39	Alcohol related admissions.
NI 56	Obesity among primary school age children in Year 6
NI 112	Under 18 conception rate
NI 120	All age all cause mortality
HCOP 1.1	All age all cause mortality ratio for most deprived quintile
NI 130	Social care clients receiving Self Directed Support
NI 135	Carers receiving needs assessment or review
NI 141	Number of vulnerable people achieving independent living

We hope that the Joint Strategic Needs Assessment for York will be a dynamic document that develops over time, particularly building our understanding of community views on health needs. If you would like to comment on the report or make recommendations for the future please e-mail [york.jsna@nyypct.nhs.uk](mailto:york.jsna@nyypct.nhs.uk).

**If you would like this document in a different format, for example large print, audio cassette/CD, Braille or in another language, please contact 01423 859618**

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<sup>1</sup> ONS Population Projections

<sup>2</sup> ONS Birth Extracts

<sup>3</sup> City of York Council. Factsheet on planning application for development of University campus.

<sup>4</sup> City of York Council. Local Development Framework. [www.york.gov.uk](http://www.york.gov.uk)

<sup>5</sup> Information Centre for Health and Social Care. Compendium of Clinical and Health Indicators.

<sup>6</sup> Association of Public Health Observatories. Ethnicity and Health 2005.

<sup>7</sup> Gypsy and Traveller Accommodation Assessment – North Yorkshire 2007/08

<sup>8</sup> National Insurance Number Allocations to Overseas Nationals in 2007 [www.dwp.gov.uk](http://www.dwp.gov.uk)

<sup>9</sup> Department of Communities and Local Government. Indices of Deprivation 2007

<sup>10</sup> York Health Profile 2008. Department of Health and the Association of Public Health Observatories

<sup>11</sup> Department for Communities and Local Government. Income Deprivation Affecting Children Index.

<sup>12</sup> Department for Children, Schools and Families. Pupil Level Annual Schools' Census

<sup>13</sup> Private Sector House Condition Survey 2008. Prepared on behalf of City of York Council by David Adamson & Partners.

<sup>14</sup> City of York Draft Homelessness Strategy 2008

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- 15 ONS. Official Labour Market Statistics. [www.nomisweb.co.uk](http://www.nomisweb.co.uk)
- 16 Department for Children, Schools and Families. School Performance Tables
- 17 North Yorkshire & York Stop Smoking Service.
- 18 NYYPCT LDP / Vital Signs return.
- 19 Department of Health. Quality and Outcomes Framework 2006/07
- 20 NYYPCT Tobacco Control Strategy 2008
- 21 CYC 2007 Tell Us 2 Survey
- 22 York Children & Young People's Plan
- 23 Infant Feeding Survey
- 24 NWPHO Local Alcohol Profiles for England.
- 25 North Yorkshire & York Alcohol Harm Reduction Strategy 2008.
- 26 Sport England. Active People Survey 2005/06
- 27 CYC 2007 Residents' Opinion Survey.
- 28 CYC 2007 Festival of Ideas – Household Questionnaire
- 29 CYC Future Challenges Facing Older People. May 2008. Physis research and consulting
- 30 York's Older People's Partnership Board's Never Too Old Strategy 2005
- 31 2006/07 PESSCL data
- 32 CYC Healthy Schools Programme
- 33 CYC Festival of Ideas – Primary School Conference
- 34 ONS and Teenage Pregnancy Unit
- 35 CYC York Teenage Pregnancy Strategy and Action Plan.
- 36 National Child Height and Weight Measurement Programme 2007.
- 37 North Yorkshire and York Healthy Weight, Active Lives Strategy. Consultation Draft on [www.nyypct.nhs.uk](http://www.nyypct.nhs.uk)
- 38 York GP Practice Level Data
- 39 ONS Annual Death Extracts
- 40 HPS Hospital Activity Data
- 41 Association of Public Health Observatories.
- 42 Yorkshire & Humber Public Health Observatory. Diabetes Attributable Deaths.
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- 54 Dementia prevalence and incidence references: MRC Cognitive Function and Ageing Study (2005) [www.cfes.ac.uk](http://www.cfes.ac.uk)
- 55 Mental Health Foundation.. Adults in Later Life with Mental Health Problems
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- 58 National Chlamydia Screening Programme
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- 60 NYYPCT and UofY Kumaravel, B. Access to LARC research. 2008
- 61 GP Patient Access Survey 2007
- 62 <http://www.patientopinion.org.uk>
- 63 Acute Hospital Inpatient Survey 2005 and 2006
- 64 York – a city making history. Vision and Sustainable Community Strategy 2008-2025 [www.york.gov](http://www.york.gov)

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## Annex A: Supporting NICE Guidance

This Annex includes the main NICE Clinical Guidelines that relate to the relevant sections. There are many more specific recommendations that relate to particular parts of care pathways which, like the guidance listed here, are available at [www.nice.org.uk](http://www.nice.org.uk).

PH1	Brief interventions and referral for smoking cessation
PH2	Four commonly used methods to increase physical activity
PH3	Prevention of sexually transmitted infections and under 18 conceptions
PH4	Interventions to reduce substance misuse among vulnerable young people
PH5	Workplace interventions to promote smoking cessation
PH6	Behaviour change
PH7	School-based interventions on alcohol
PH8	Physical activity and the environment
PH9	Community engagement
PH10	Smoking cessation services
PH11	Maternal and child nutrition
PH12	Social and emotional wellbeing in primary education
PH13	Promoting physical activity in the workplace
PH14	Preventing the uptake of smoking by children and young people
CG1	Schizophrenia
CG5	Chronic heart failure
CG9	Eating disorders
CG10	Type 2 diabetes - footcare
CG12	Chronic obstructive pulmonary disease
CG15	Type 1 diabetes
CG16	Self-harm
CG19	Dental recall
CG21	Falls
CG22	Anxiety
CG23	Depression
CG24	Lung cancer
CG26	Post-traumatic stress disorder (PTSD)
CG27	Referral for suspected cancer
CG28	Depression in children and young people
CG30	Long-acting reversible contraception
CG31	Obsessive-compulsive disorder
CG32	Nutrition support in adults
CG33	Tuberculosis
CG34	Hypertension
CG36	Atrial fibrillation
CG37	Postnatal care
CG38	Bipolar disorder
CG41	Familial breast cancer
CG42	Dementia
CG43	Obesity

CG45 Antenatal and postnatal mental health  
CG48 MI: secondary prevention  
CG51 Drug misuse: psychosocial interventions  
CG52 Drug misuse: opioid detoxification  
CG55 Intrapartum care  
CG58 Prostate cancer  
CG59 Osteoarthritis  
CG62 Antenatal care  
CG66 Diabetes - type 2 (update)  
CG67 Lipid modification  
CG68 Stroke

CSG Breast Cancer  
CSG Brain tumors  
CSG Children and young people with cancer  
CSG Colorectal Cancer  
CSG Haemato-oncology  
CSG Head and neck Cancer  
CSG Sarcoma  
CSG Skin tumors including melanoma  
CSG Supportive and palliative care  
CSG Urological Cancer



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**Executive****23<sup>rd</sup> September 2008**

Report of the Director of City Strategy

**CYCLING CITY STRATEGY****Summary**

1. The Council has been successful with its submission to Cycling England for cycling city status and grant funding of £3.68million over two and a half years to end March 2011. The successful bid included a detailed strategy and delivery plan setting out the Council's ambitions and mechanisms for achieving them. The award of match funding is specifically aimed at increasing the numbers of cyclists in the city and is divided between capital and revenue schemes.
2. The project requires Cycling England to agree a strategy and action plan with the Council before any grant claims can be submitted. The Council has indicated that it will provide the strategy and detailed action plan for the first year and outline for years two and three, to Cycling England in September 2008.

**Background**

3. Cycling England announced in January 2008 that it had funding available to support the development of one cycling city and 11 cycling towns (York was considered as a town for the purposes of the bid on the basis of population size). Cycling England set out a list of criteria the bid was expected to address.
4. The bid that was submitted to and accepted by Cycling England on 19<sup>th</sup> June contains a set of aims, objectives and targets, developed with input from cyclists, officers across the council and stakeholders. The bid is based on partnership working with stakeholders to deliver these targets and is an essential element of the bid.
5. The other successful bids are from Bristol (cycling city project), Blackpool, Cambridge, Chester, Colchester, Leighton–Linslade, Shrewsbury, Southend, Southport and Ainsdale, Stoke–on-Trent and Woking (all cycling towns).
6. The bid was based on a set of criteria from Cycling England that requested details of ambitions, objectives, identified problems and how they could be

overcome as well as successful initiatives that had already been introduced. A significant amount of consultation was undertaken to understand how and where stakeholders could contribute to the development and delivery of the project. The stakeholders have therefore signed up to the proposals within the bid and are fully supportive of the ambitions and aims contained within it. A detailed summary of the bid document will be placed in the Members library.

7. A detailed action plan was also submitted with the bid that set out the proposals for delivering schemes and initiatives in each year, the breakdown between capital and revenue and from where it is proposed the contribution will come. The bid was accepted on the basis of the action plan, however Cycling England recognise that there will need to be some flexibility in the programme as schemes are delayed and others that fit the strategy are brought forward.
8. The funding allocated to York amounts to £20 per head of population and totals £3.68million over the two and a half year period. The allocation is made on the basis of match funding by the Council and stakeholders, which needs to be demonstrated to Cycling England and DfT over the life of the project. This equates to £500,000 in year one and £1,590,000 in years two and three.
9. The next step in progressing the project is to submit a strategy and detailed action plan for year one, outline for years two and three, to Cycling England during September 2008. These documents need to take into account progress since the announcement, the DfT funding allocation and comments from Cycling England as part of their visit to York in August 2008. Cycling England will need to agree to the strategy and action plan prior to any grant claims being submitted. Cycling England has indicated that it hopes to be able to provide approval within a few weeks of submission.

### **Cycling England Visit**

10. As part of the development of the project Cycling England visited York on 20<sup>th</sup> and 21<sup>st</sup> August 2008. On the 20<sup>th</sup> August a meeting took place with the cycle champion and Members, officers and key stakeholders to enable Cycling England to understand the key issues for stakeholders and what they will be contributing to the delivery of the project. On the 21<sup>st</sup> August they met with officers and undertook a site visit around York to look at parts of the network that require alterations and consider current improvement proposals as well as look at areas where significant improvements have already been made.
11. As a result of the discussions and the site visit several key points emerged from Cycling England.
  - Be prepared to reallocate road space to cyclists, including the removal of traffic lanes.
  - Consistency and continuity of routes is important.

- Be prepared to allocate priority to cyclists at junctions particularly where cycle routes cross side roads.
  - Allocate an element of funding to refreshing and improving existing cycling routes.
  - Be ready to deliver quick wins, including having something ready to promote as part of the media opportunity when the strategy is agreed.
  - Consider overspending in year one.
  - Consider improvements to Scarborough Bridge as well as the station access.
12. If we are to achieve the outcomes in terms of increasing the number and length of journeys by cycle then there will need to be a step change in the provision of cycling facilities and bold decisions made to prioritise these facilities above those of motor vehicles.
13. Cycling England has indicated that some priority should be given to improving access to the station, particularly as the bridge linking the city centre with York Central will not be delivered within the timescale of the cycling city project. Officers have recognised the need to provide additional facilities and an officer working group will be established to consider the options for a) a new bridge b) enhancements to the existing Scarborough bridge to determine the most appropriate means of developing improved access.
14. It is crucial that the York project is able to learn from the existing cycle demonstration town projects. It is the intention to visit either Derby or Darlington (as the nearest cycle demonstration towns) to understand from them examples of best practice. The possibility of visiting Munster (twinned with York and providing a good example of what cycling facilities can be delivered) is also being considered.

### **Links to Transport Policy**

15. Given the comments made by Cycling England it is important to note that the policy issues raised by them are in accordance with the Local Transport Plan (LTP2). The hierarchy of road users places pedestrians and cyclists above motor vehicles. It seeks to encourage journeys by more sustainable modes which requires some priority to be afforded to them to provide a safe, comfortable and convenient journey and aims to reduce levels of traffic congestion by providing alternative choices for travel. In particular it will be pertinent to promote high quality cycle facilities that acknowledge the priority afforded to cyclists, on the key routes being promoted through the cycling city project.
16. The cycling strategy contained in LTP2 and included as part of the bid document adopted the recommendations made by Scrutiny Committee during 2004 as part of its review of cycling. The recommendations are contained as Annex 1.
17. The Council is looking to be an exemplar for cycling in England rather than continental cities providing examples of best practice. The Council is

committed to being a cycling city, improving cycling facilities and increasing the number of cyclists and it will need to engage with this opportunity to make some bold delivery decisions which accord with agreed current transport policy in terms of promotion of sustainable modes.

18. Schemes to be delivered through the capital programme will be brought to Members for consideration through EMAP. Where there are changes in policy, for example priority to cyclists at side roads, the individual schemes will be brought to Members for approval.
19. There is a close fit for this project with the LTP2 strategy, particularly with regard to increasing and promoting sustainable travel, reducing congestion by improving sustainable transport modes and providing travel choice options, better air quality and health. Delivery of the cycling city project will support in delivery in these other areas.

### **Documents for submission**

20. Cycling England provided guidance on how it wanted the strategy setting out. Officers have been refining the strategy submitted as part of the bid, attached as Annex 2 and the work is still ongoing until the end of September. Further updates to the strategy will be presented at the meeting.
21. Key elements of the strategy include the vision of what step changes will have taken place at the end of the project and what difference that will make; the aims and objectives of the project; key targets on what we are going to achieve and how that will be measured, a proposed governance structure; an initial consideration of the main barriers to cycling and the possible interventions required to overcome them as well as a delivery strategy and how that relates to previous and ongoing work.
22. A simplified version of the action plan is attached as Annex 3. The plan needs further revision in light of the recent documentation from the DfT setting out the allocation available for each year and comments made by Cycling England as part of their site visit to York on 20<sup>th</sup> and 21<sup>st</sup> August 2008. It has been scaled back slightly (primarily the removal of the bridge into the York Central development, allocated funding £1.1m) in light of the reduction in the funding now available to CYC. The exact composition of the action plans is still to be finalised but it is not expected that there will be significant alterations to the action plan submitted as part of the bid. Work is ongoing until the end of September to finalise the action plan and an update of the proposed action plan will be presented at the meeting.

### **Consultation**

23. A significant amount of consultation was undertaken as part of the development of the cycling town bid, which has helped inform the strategy and its development as well as the scheme elements that form the action

plan. We consulted with both the general public and local stakeholders in York to identify the challenges and problems and consider what needs to be done to address them. 300 questionnaires were sent out through a variety of routes and 60 of these returned completed, a 20% return rate. An open meeting for stakeholders in cycling was held on 11 March 2008, where 26 people attended, including representatives from Sustrans, CTC, local cycling clubs and the voluntary sector.

24. Consultation with stakeholders will continue as the project progresses and it is intended to hold further partner and stakeholder meetings in September/October to progress the governance structure and delivery groups.
25. A key part in the development of the strategy is to identify from cyclists and non-cyclists in the city what would encourage them to start cycling or to cycle more. To develop this we will be taking information from other cycling cities and Cycling England. In addition we have prepared a questionnaire to be available city wide and included on the Council website. We are currently considering distribution to all residents in York as well as inclusion in local newspapers and other publications. We will then use these responses to inform the future action plan.
26. Making a step change is critical to the success of the project. The data collected from the questionnaire will inform the content of the action plan for years two and three which will ensure the most appropriate measures and initiatives to be targeted. In addition consultation will be undertaken as part of the delivery of individual elements of the project to identify how best to encourage more people to cycle.

## **Corporate Objectives**

27. The project, if successful, would contribute to the following Corporate Priorities:
  - Reduce the environmental impact of council activities and encourage, empower and promote others to do the same. *There is considerable scope for encouraging a shift from car use to cycle use for people throughout the city.*
  - Increase the use of public and other environmentally friendly modes of transport. *The proposals will make cycling into the city centre more attractive for current and potential cyclists and have the potential to increase levels of cycling.*
  - Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest. *The scheme will encourage more people to cycle with the added benefits of improved health. Cycling is also an ideal mode of transport for people on low-incomes whose health may be poorer.*

- Improve our focus on the needs of customers and residents in designing and providing services. *These proposals would help cater for all types of cycles and cyclists as they focus on children and a number of heard to reach groups as well as providing general improvements in cycling facilities.*
  - Improve the way the Council and its partners work together to deliver better services for the people who live in York. *The potential cycle park at the former Lendal Sub Station will be achieved by partnership working between the public and private sectors. The project delivery groups will provide the means for officers and stakeholders to work together.*
28. Local Transport Plan (LTP): The scheme would contribute to several of the aims of the LTP, namely:
- To reduce the need to travel, especially by car, and encourage essential journeys to be undertaken by more sustainable modes;
  - To improve economic performance in a sustainable manner;
  - To reduce the levels of actual and perceived safety problems;
  - To enhance opportunities for all community members, including disadvantaged groups, to play an active part in society;
  - To improve the health of those who live or work in, or visit, York;
  - To reduce the impact of traffic and travel on the environment, including air quality, noise and the use of non-renewable resources.

## Implications

29. This report has the following implications:
- **Financial** – In order to submit claims to the Department for Transport for grant funding the strategy and action plan must be approved by Cycling England. The grant claims are submitted on a quarterly basis in arrears on an accruals basis. The grant funding must be match funded and we must ensure that CYC and partner funding is able to match what is claimed against DfT monies. This means that there will be a knock on effect for funding other schemes, particularly in the capital programme.
  - **Human Resources (HR)** – There is provision made within the project bid for a project manager. It is proposed that the manager will be employed on a fixed term contract until March 2011. It is anticipated that the total cost of the post will be in the region of £45,000 including on-costs however the job description will be evaluated in line with the CYC job evaluation scheme. The salary is covered by funding from Cycling England rather than the Council. It is unlikely that the post will be filled this calendar year and temporary arrangements will need to be made to



employ a project manager on a temporary basis from an agency, again the cost will be funded by Cycling England through the match funding.

- **Equalities** – The project will deliver a range of improvements to facilities and training that will provide residents and visitors to York with travel options to reach key services around the city.
- **Crime and Disorder** – There are no implications at present
- **Property** – There are no implications envisaged.
- **Legal** – The grant from the DfT is made under Section 31 of the Local Government Act 2003 and the Council is required to enter into a funding arrangement with the DfT in order to be able to access the grant.
- **Information Technology** – There are no implications.

## **Risk Management**

30. In compliance with the Council's Risk Management Strategy the main risk that has been identified in this report could lead to the inability to meet the council's objectives (Strategic).
31. Measured in terms of impact and likelihood, the risk score for the recommendation is less than 16 and thus at this point the risks need only to be monitored, as they do not provide a real threat to the achievement of the objectives of this report.

## **Recommendations**

32. That the Executive:
  - i. Approve the submission to Cycling England of the strategy and action plan contained within the report and updated at the meeting.

Reason: To ensure the project is formally agreed and enable the grant funding to be accessed thus allowing progress to continue on the project.

**Contact Details**

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**Report Approved**



**Date** 11.09.08

**Specialist Implications Officer(s)**

HR	Financial
Sue Foley	Patrick Looker
HR advisor	Finance Manager
Ext 1609	Ext 1633

**Wards Affected:** All

All  Y

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

**Background Papers:**

***All relevant background papers must be listed here.***

Letter from DfT 29<sup>th</sup> July 2008 – Funding arrangements for the Cycling Cities and Towns project.

Scrutiny Committee Report on cycling 2004

Annex 1 – Scrutiny Committee recommendations

Annex 2 – Draft Cycling city strategy

Annex 3 – Draft cycling city action plan

Annex 1

Scrutiny Committee recommendations

A scrutiny review of cycling policies and facilities was undertaken during 2003 and 2004 and made eleven recommendations in that report as detailed below:

- i. That all cycling policies take account of the fact that there are many different cycle user groups in York with different concerns and levels of concern. Wherever possible all of these groups should be catered for on York's cycling network and throughout its cycling provisions.
- ii. That wherever possible cycle routes should allow access to all different types of cycles to ensure that cycling is available for different types of users right across the city.
- iii. That in developing on-road cycling provisions priority is given to:
  - Completing gaps in the network, especially at particularly dangerous and/or busy points.
  - Putting on-road cycle lanes on main roads where queuing is a regular occurrence, to allow cycles to bypass the queues.
- iv. That increased efforts are made to improve the quality, safety and coherence of York's cycling network. These should include initiatives that aim to:
  - Ensure consistent and well connected cycle routes run throughout the city.
  - Develop and improve dedicated cycle tracks
  - Increase consideration of others and awareness of safety issues amongst all road users (challenging negative perceptions). A 'considerate road user' campaign should be looked at as a way of achieving this.
  - Using mandatory cycle lane specifications in preference to advisory ones.
  - Avoid wherever possible, features that hinder the safety or perceived safety of cyclists, such as narrow cycle lanes and combined bus and cycle lanes and provide full width segregated cycle lanes, if necessary by considering road space reallocation.
  - Enhance the land available for public highways when a development opportunity arises, to enable off road cycle paths or at second best full width cycle lanes on the road.

That the points set out above are referred to the Green Belt Working Group for consideration as part of the amendments to the Local Plan.

- v. That City of York Council identify potential opportunities in and/or around the city centre to build a safe and ideally sheltered cycle parking facility. This facility should use innovative ways to ensure a high level of security for bicycles parked in it. It should be considered through the council's regular planning procedures.

That this is referred to the Green Belt Working Group for consideration as part of the amendments to the Local Plan.

- vi. That when a cycle lane comes across a difficult obstacle, innovative ways are explored of either enabling the lane to continue or suggesting a continued route for cyclists. This should be done with the aim of enabling all the different types of bicycles and cyclists to use as much of the network as possible.
- vii. That every effort is made to maximise the safety of York's cycle network through high quality and regular maintenance and (wherever possible and appropriate) the use of sufficient lighting to make routes accessible to people at all times.
- viii. That commitments to develop and improve York's road/cycle network (including commitments made as part of the forthcoming Local Transport Plan) are matched by adequate staffing levels to help the council to fulfil those commitments. Efforts should be made to ensure that all staff whose work impacts upon the cycle network, are sufficiently trained and skilled to enable them to deliver high quality, safe and cycle friendly improvements to the network effectively and efficiently.
- ix. That the Executive Member for Planning and Transport considers the existing method(s) used for prioritising cycling schemes with a view to assessing whether this needs to be updated in light of the recommendations of this report.
- x. That the infrastructure suggestions outlined in paragraphs 6.1 and 6.2 above are taken into account during future analyses of the developments needed on York's cycle network.

That in future, officers take into account the emphasis placed on these developments by those consulted, when assessing the popularity and appeal to users of different cycle routes and network developments.

- xi. That a short interim update report on the progress made in implementing the recommendations outlined above be brought to the Planning and Transport Scrutiny Board in February 2005, or as near to then as possible.

That a full report on the progress of implementing the recommendations outlined above be brought to the Planning and Transport Scrutiny Board in June 2005 or as near to then as possible.

That this report is put together in partnership between the Board's Scrutiny Officer and the Transport Officer(s) responsible for implementing the recommendations

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## Annex 2

### CITY OF YORK CYCLE CITY PROJECT

DRAFT CYCLING CITY STRATEGY  
SEPTEMBER 2008



### SUMMARY

To be completed

### INTRODUCTION

In June 2008 York was selected as one of a new batch of Cycling Towns by Cycling England. York starts from a base level of cycling of (to be added) and the many initiatives and facilities that have been provided during the previous 10 years has been a key part in achieving this success. The cycling city project provides us with an exciting opportunity to build on recent success and encourage a step change in cycling by working in a multi-partnership approach to complete the gaps in the network, promote new routes through the city and work with schools and businesses to raise the profile of cycling.

In producing this strategy document we have taken account of the advice document provided by Cycling England and have followed the content and format indicated in that guidance relating to structure and content.

### The Vision

Our vision for cycling is that

*'through the provision of high quality facilities we will make cycling the transport mode of first choice and encourage more people to make more journeys by bike, more frequently'*

In 3 years we will have increased participation in cycling amongst some of the hardest to reach groups in the city, as well as having boosted general cycling levels. A wide range of training, development and participation initiatives will have created connections across the city and enticed more people to become involved in cycling of one form or another. Some of these initiatives will be proven, established schemes but others will be novel and inspirational such as Bike Art.



A newly invigorated and better informed cycling community will feel safer and more sure on their bikes. Removal of critical pinch points on the cycle network will make their cycling journeys smoother. New links such as those across the previously 'pedestrian only' city centre will make what were once fragmented journeys more coherent.

A number of major development challenges for the city and population will have been seamlessly integrated and provide much new learning as well as

pushing forward sustainable travel options into new territory. Some of these developments (such as Derwenthorpe) will have brought with them flagship infrastructure provision to improve cycling permeability. Others, such as York Northwest, will facilitate a new bridge, linking the city with the station / York Northwest area, whereas lower key infrastructure within developments will help the everyday cyclist to overcome the minor inconveniences of things such as wet saddles and flat tyres.

With several hundred more secure parking units, bike theft will have substantially diminished. An innovative community asset transfer project will have helped to ensure a plentiful supply of bikes at a fraction of the cost of new ones – minimising waste, reducing CO<sub>2</sub> emissions and delivering secure storage and repairs for commuters and tourists alike. For those who don't want to own a bike, the new hire scheme will encourage short journeys. More employers will have Travel Plans in place with the largest single employer in York (City of York Council) having made an overt commitment through its substantial new workplace provision for cyclists.

In 3 years time, the city will have recaptured a new momentum as a cycling city and will be learning, sharing and developing. The collaboration between all the partners committed to the initiative will have paid dividends in a healthier, more active and safer community.

Key to achieving this vision is consultation with cyclists, non-cyclists and those people who used to cycle but no longer cycle, for whatever reason. Consultation will take place on a city wide basis at the start of the project which will help inform the development of the work programme in years two and three. Learning from best practice and example will also help to achieve aims set out below .

### **Aims and Objectives**

AIM 1. INCREASE TOTAL CYCLING ACTIVITY - More people cycling, more often

#### **Objectives**

- Increase the number of children/young people undertaking training to level 3 with a specific focus on engaging teenage girls (see below)
- Involve parents/ carers in training which gives them the confidence to support their young people in cycling
- Provide cycle parking for all schools - Monitor usage and increase provision where feasible
- Continue roll-out of our Safe Routes to School programme, prioritising routes that are common to several schools
- Increase Travel to Work schemes
- Work with the major developers/employers to exploit the identified 'major opportunities'
- Deliver a range of participation initiatives
- Increase delivery of Cycling England schemes





**AIM 2. INCREASE CYCLING AMONGST LOW PARTICIPANT GROUPS, PARTICULARLY:**

- 🚲 Women and girls; People with disabilities; Over 45 year olds
- 🚲 Economically /socially disadvantaged groups and individuals throughout the city
- 🚲 Low participant areas starting with Westfield area of city (top 10% most deprived ward)

**Objectives**

- Increase number of initiatives that attract women and girls e.g. build on existing initiatives such as: 'girls only' bike maintenance course; 'bike art'
- Increase the distribution of free/discounted bikes to those who are economically /socially disadvantaged
- Implement guided rides e.g. tandem bikes; escorted rides
- Build on the new initiatives at York High School e.g. curriculum 'mountain biking' at Dalby Forest and Diploma (school catchment covers Westfield and Acomb)



**AIM 3. ADDRESS THE GAPS IN CONNECTIONS AND ROUTES – reduce severance**

**Objectives**

- Link up cycle routes that don't connect
- Implement cycling routes across the city centre, through existing pedestrian areas
- Address identified 'pinch points' on routes where specific issues interrupt journeys
- Develop a new cycling and pedestrian bridge across the river that links the city centre and cultural quarter with the station and York Northwest
- Develop routes across the outer ring road
- Create physical and psychological links – Leisure & Pleasure routes/initiatives into cycling



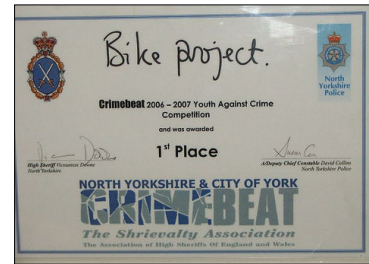
*Illustration of new bridge*

**AIM 4. IMPROVING SAFETY AND SECURITY**

**Objectives**

- Basic bike maintenance courses for all adult cyclists, with female only classes
- Develop secure city centre cycle park
- Increase the number of covered cycle parking areas
- Increase the number of cycle parking units around the city
- Obtain access to First's simulator (or similar) for FTR (double length articulated buses) and heavy goods vehicle drivers
- Review FTR routes for danger spots – 'bendy bus' incidents

- Review and implement new infrastructure at Blossom Street/ Micklegate
- Review the scope for advanced cycle signalling at dangerous junctions
- Implement innovative ground level lighting schemes across strays/ University route to test effectiveness
- Increase the availability of quality locks and lights – possibly ‘free’ promotional campaigns



**AIM 5. INCREASE BIKE AVAILABILITY**

**Objectives**

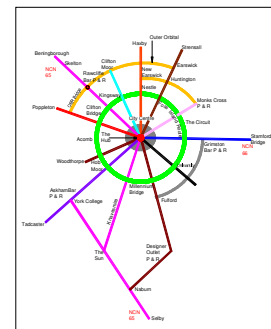
- Implement Bike hire/ Velib type scheme at 3 locations in the city
- Recycle and refurbish bikes, avoiding waste stream and minimising CO<sup>2</sup> emissions arising from increased bike usage
- Develop ‘load bikes’ (Bike Rescue initiative)
- Recycle more tandems or other adapted bikes for use with people with disabilities/ develop new adapted bikes
- Encourage more employers to take up Cycle scheme (salary sacrifice)
- Implement school scheme in which schools buy bikes to give to disadvantaged children
- Increase the number of ‘Build a bike’ schemes
- Extend ‘pool bikes’ across the council – all departments



**AIM 6. IMPROVE INFORMATION, MARKETING AND AWARENESS**

**Objectives**

- Develop a new schematic map
- Increase information on sustainable transport options
- Re-launch the Personal Journey Planner
- Create a York cycling web site with links to other web sites
- Develop the learning from Smarter choices



**AIM 7. TO LEARN, DEVELOP AND SHARE**

**Objectives**

- Learn from other Cycling Demonstration towns and cities
- Review good practice and consider implementing wherever possible/relevant
- Actively participate in sharing learning from projects
- Monitor participation targets and other performance indicators in order to evaluate and disseminate quality learning
- Build on successful projects in York, such as TARGET (EU funded project)

**KEY TARGETS**

Aim	Targets Associated
Aim 1: Increase total	• Increase participation by 25% on existing levels by 2010

<b>cycling activity</b>	(base: 10%) <ul style="list-style-type: none"> <li>•100% increase in children cycling to school (base: 7.4%)</li> <li>•Increase Travel to Work plans to 60% (base: 40%) (300+ employees)</li> <li>•Increase cycle trips to work to 13% (base:12%)</li> </ul>
<b>Aim 2: Increase cycling amongst low participant groups</b>	<ul style="list-style-type: none"> <li>•100% increase in women/ girls, people w. disabilities, over 45s by 2011</li> <li>•3 new leisure/pleasure programmes by 2009</li> <li>•Increase cycling participation in Westfield by 100% by 2011</li> </ul>
<b>Aim 3: Address gaps in connections and routes</b>	<ul style="list-style-type: none"> <li>•Cycle routes across pedestrian centre by end 2010</li> <li>•Deliver action on at least one pinch point p.a. from 2008</li> <li>•New cyclist/pedestrian bridge scheme (station to centre) by 2011</li> <li>•2 routes across outer ring road by 2011, connecting rural areas</li> </ul>
<b>Aim 4: Improving safety and security</b>	<ul style="list-style-type: none"> <li>•Secure, city centre bike park open by April 2009</li> <li>•Reduce cycle theft by 25% by end 2008 (under review)</li> <li>•Blossom Street junction improvement scheme by 2009</li> <li>•Pilot lighting scheme by end 2009</li> <li>•Expand 20 mph zones in residential areas by 2011</li> </ul>
<b>Aim 5: Increase bike availability</b>	<ul style="list-style-type: none"> <li>•1,200 bikes p.a. diverted back into use from waste stream</li> <li>•Velib / similar hire scheme by 2010</li> </ul>
<b>Aim 6: Improve information, marketing &amp; awareness</b>	<ul style="list-style-type: none"> <li>•New schematic map by end 2008</li> <li>•Personal journey planning available by mid 2009</li> </ul>
<b>Aim 7: To learn, develop and share</b>	<ul style="list-style-type: none"> <li>•Deliver at least 4 significant learning initiatives by 2011</li> <li>•Meet CE monitoring/evaluation targets by agreed dates</li> </ul>

Performance will be monitored in line with the proposals in the Cycling England monitoring contract (to be provided) and will continue to be monitored as part of the LTP2 through manual counts, automatic counters and surveys at schools and workplaces.

## **PROPOSED MANAGEMENT & GOVERNANCE STRUCTURE**

A project management structure is currently being developed to maximise the available skills and resources available to the project and is attached at the end of this document.

**Senior Manager Responsible :** Damon Copperthwaite, Assistant Director (City Development & Transport)

**Councillor Responsible :** Cllr. Steve Galloway, Executive Member for City Strategy

**Cycling Champion:** Cllr Watt

**Project Leader :** Ruth Egan, Head of Transport Planning

**Council Delivery Team :** Cycle Town Project Manager, Transport Planner (Cycling & Walking) , Head of Sport & Active Leisure, Cycle Training Supervisor, Road Safety Officer, School Travel Advisors, Transport Marketing & Communication, Principal Transport Planner (Operations), Education, Transport & Safety (Implementation), Capital Programme Manager, Network Management, Engineering consultancy, tourism team

**Key Partners in delivery:** Chair of Healthy City Board, University of York, University of York St John, York College, Public Transport representative, Other key representatives -TBA

A Cycling City Steering Group will be formed who will act as the main decision making body and will monitor progress towards achieving the aims, objectives and targets set. This group will comprise manager and chief officer level council employees and some senior external stakeholders.

**Expected Composition of Steering Group:**

Director City Strategy, Assistant Director City Strategy, Head of Transport Planning, Project Manager, Executive Member, Cycling Champion, External Stakeholders – to be confirmed.

This group will act as one of the main points of communication with Cycling England. Under this group will sit a team who will manage the day to day running of the project and will report back to the strategy group on a regular basis. Given the varied types of projects that we propose to deliver it is proposed to have themed groups responsible for the implementation of the measures, these groups will mostly comprise council officers but will also have external stakeholders as members where appropriate to maximise the available skills. These themed groups will feed back to the day-to-day management group on a regular basis. The themes for the groups are currently as follows:

- Marketing and information
- Community Transport/Travel to Work
- Schools
- Infrastructure - Major
- Infrastructure - Equipment
- Participation

**Reporting**

The individual schemes delivered will be reported to Members at EMAP. It is proposed to report progress on the Cycling City project to Executive on a 6 monthly basis. We must submit a report to Cycling England and DfT at the end of December 2008 and subsequently every quarter thereafter in respect of grant funding claims. In addition we will need to submit more detailed annual progress reports to Cycling England.

**OPPORTUNITIES FOR INCREASING CYCLING**

Below is a list of the barriers to cycling identified by groups of cyclists, non-cyclists and lapsed cyclists during recent consultation exercises together with proposed interventions to overcome them. As far as possible we have built these interventions into the strategy.

Barrier	Intervention
Continuity of network	Priority will be given to filling the gaps in the network especially at locations identified by cyclists.
Quality of network	Adoption of Cycling England engineering standards and promotion of these design standards to design engineers and consultants should improve quality.
Promotion of cycling	High profile promotion campaigns and route promotion together with better signing will raise the profile of cycling. Annual two day Festival of Cycling to further raise profile.
Quality of cycle parking	Provision of more secure, sheltered cycle parking at schools, workplaces and in the city centre, opening of the staffed Hub-station and partnership work with the police should reduce incidents and fear of cycle theft.
Lack of safe river crossings	Investigation of a new cycle bridge across the River Ouse together with improvements on existing bridges should reduce severance by river.
Traffic congestion	Measures to ensure that cyclists aren't blocked by queuing traffic and also to remove some vehicle trips from the network through other transport policies such as Park & Ride or traffic management.
Physical barriers on paths	Removal of physical barriers where appropriate or relaxation wherever possible of measures which currently impede cyclists thus making cycling more attractive.
Levels of cycling competence	Better promotion of the council's cycle training especially to adults, schoolchildren and family groups. Increases in the number of trainers available and better retention through more attractive employment packages. Easing people into cycling through guided rides from set bases across the city.
Perception of danger	Better signing of alternative routes to busy roads (with times), campaign work to address awareness of cyclists' needs in other road users. Increased training to help allay some of the concerns of non-cyclists.
Weather	Promotion of everyday utility cycle clothing at cycling festival and through local cycle retailers

	to dismiss the image that all cyclists are lycra-clad
Image	Similar to the above but also targeted work with specific groups such as teenage girls and young adolescent males to demonstrate that cycling can be “cool”
End of journey facilities	Work with schools and employers to encourage provision of better parking and shower / changing facilities so that cyclists can arrive at work comfortable.

### **DELIVERY STRATEGY**

The seven key aims listed earlier have been adopted to address the barriers listed above, and are shown again below:

1. Increase total cycling activity
2. Increase cycling amongst low participant groups
3. Address the gaps in connections and routes – reduce severance
4. Improve safety and security
5. Increase bike availability
6. Improve information, marketing and awareness
7. Learn, develop and share

In order to address these aims we have developed a three-year work programme. The programme is split into the elements shown in the table below. The potential delivery partners and specific aims they hope to contribute to are listed against each element (the key aim being addressed is shown in bold).

Work Programme Element	Delivery Partners	Contribution to Aims
Secure city centre cycle parking	CYC, BikeRescue	<b>1, 4</b>
Bike availability	CYC, BikeRescue, Retailers, Get Cycling	1, 2, <b>5, 6</b>
Signage	CYC	1, 2, 3, 4, <b>6</b>
Integration with Public Transport	CYC, PT providers	<b>1, 2, 3, 6</b>
Improvements to existing network	CYC	1, 2, 3, <b>4, 6</b>
Provision of missing links in network	CYC (acting on feedback from York’s cyclists)	1, 2, <b>3, 4, 6</b>
“The Circuit” orbital route implementation	CYC	1, 2, <b>3, 4, 6</b>
Removal or improvement of pinch points	CYC (acting on feedback from York’s cyclists)	1, 2, <b>4</b>
Provision of innovative equipment	CYC, Retailers, Bike Rescue, Get Cycling	1, <b>2, 5, 6, 7</b>

Maximisation of development opportunities	CYC plus developers	1, 3, 4, 6, 7
Marketing and communications	CYC, Media partners, Health sector, Education sector, Retailers	1, 2, 4, 6, 7
Major promotional events	All partners	1, 2, 6, 7
Development / participation initiatives	CYC, Get Cycling, Ride Guides, BikeRescue	1, 2, 4, 5, 6, 7
Training and school-related projects (inc. Travel Plans)	CYC, Education providers	1, 2, 4, 5, 6, 7
Increased staffing	CYC	1, 2, 4, 6, 7
Monitoring and evaluation	Cycling England	3, 6, 7
Partners' activities / contributions	External partners	1, 2, 4, 5, 6

Many of the above elements comprise several schemes, however, these will be further expanded on the budget spreadsheet.

#### **An indication of the strategic priorities in the first year include:**

1. **Sub station to Hub Station** – Conversion of an existing empty former electricity sub-station to a cycle centre which will incorporate secure, sheltered cycle parking, cycle hire, sales of recycled cycles and accessories, left luggage lockers, showering and changing facilities and toilets and a workshop for minor repairs and recycling of reclaimed or donated cycles. (Note: planning permission has already been submitted)  
Cost: £320k
2. **Free bikes to schools** (selected areas/individuals e.g. Westfield) Cost: £8k
3. **Start work on filling gaps in network** (Blossom St/Clifton Bridge/Fulford Rd) Cost: £300k
4. **Launch 2 major events: Festival of Cycling** Cost: £20k
5. **Series of Bike Maintenance courses** (incl. Separate female only sessions). Cost £10k
6. **Cycling participation projects:** art bikes, guided rides. Cost :£40k
7. **New maps** (e.g. schematic) Cost: £10k
8. **Demonstration Town launch and other marketing initiatives.** Cost £15k
9. **Increased training initiatives and school projects.** Cost: £15k

**10. In addition the first year will also include:**

Extensive consultation with cyclists and non-cyclists via a city-wide questionnaire.

The design of a cycling city website

Assembly of an officer group to look at the options for improving access to the station e.g. removal of steps and provision of ramped access, improvements to Scarborough Bridge. This will require detailed discussion and consultation with National Express and Network Rail.

**HOW THE STRATEGY RELATES TO CURRENT AND PREVIOUS WORK**

The council are already working towards all of the seven aims listed above, however, in some cases the emphasis may change or even the type of intervention. This is mainly due to the increased resources available under the Cycle Town Project meaning that schemes can be brought forward or increased in scale.

***Increase total cycling activity*** - this is the headline aim of the current Cycling Strategy, adopted as part of LTP2. Increased resource levels will ensure that new initiatives can also be brought in to tackle specific obstacles or target groups such as through Bike-It type work or guided rides aimed at families.

***Increase cycling amongst low participant groups*** – the increased resources will enable the work to be more tightly focussed to address the low participation levels in groups such as women, older people, ethnic groups, people with disabilities and rural residents. Specific packages will be tailored to address each group's obstacles such as providing "Beauty and the Bike" – type advice to teenage girls or providing specially adapted bikes or bike-buddies for people with disabilities.

***Address the gaps in connections and routes – reduce severance*** – the current focus for provision of infrastructure is to fill gaps in the network, additional resources will mean more gaps can be plugged or more challenging junctions can be addressed sooner than would have originally happened.

***Improve safety and security*** – the council are doing a great deal of work already to address safety and security concerns through partnership working with the police and other relevant agencies. The additional resources will enable this work to be intensified and publicised much more widely. Road safety training will be scaled up through recruitment of more staff as well as offering more attractive employment packages to all trainers to improve retention and availability.

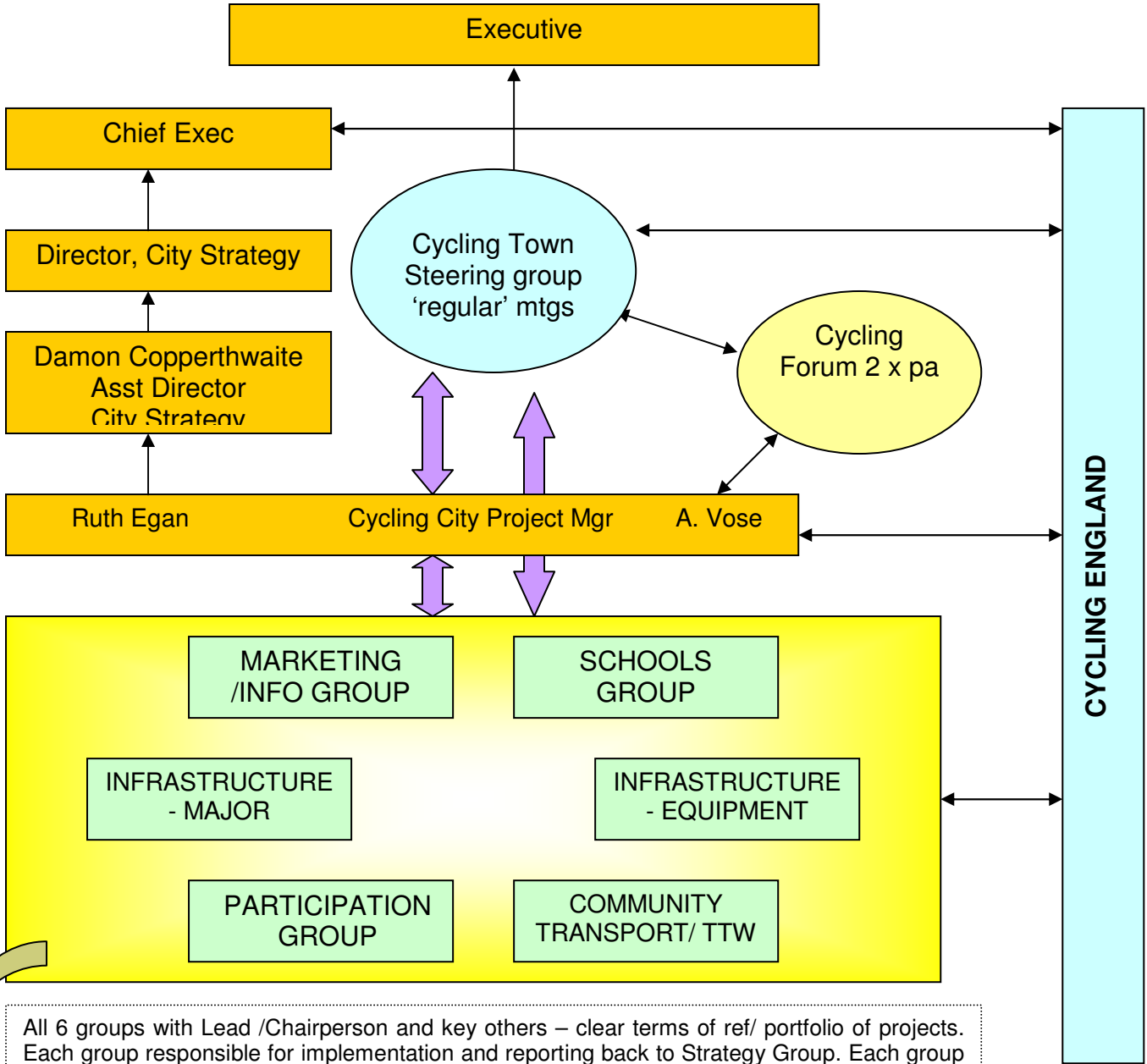
***Increase bike availability*** – Some initial steps have been taken to tackle the issue of bike availability through partnership working with BikeRescue, this brings bikes that were destined for the waste stream back into circulation once they have been made road-worthy again. Partnership working with retailers and providers of non-standard bikes will further improve the availability of bikes plus will potentially address issues with some of the low-participation groups who find riding conventional bikes difficult or impossible.



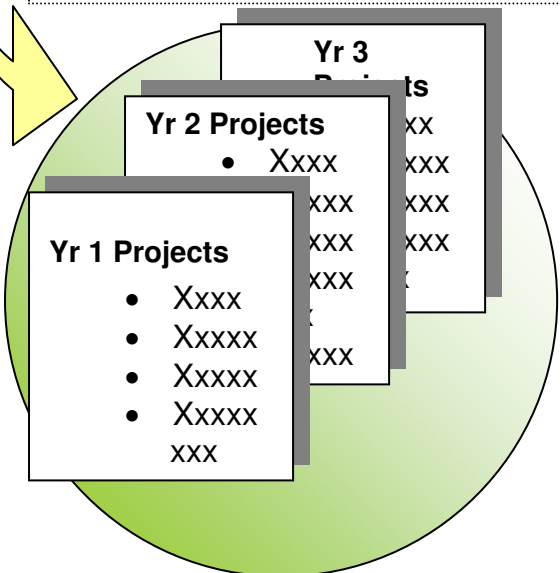
**Improve information, marketing and awareness** – Current budgets available for promotional work are very small and therefore the additional resource available both in terms of money and staff will enable more work to be done. Innovative means of promotion through the provision of a schematic map and the annual 2-day festival will help increase the profile of cycling across the city. Development of new branding will also help raise awareness of the cycling culture and facilities available for cyclists.

**Learn, develop and share** – York is already a DfT Centre of Excellence for Integrated Transport provision and was previously a Centre of Excellence for Cycling therefore we have been disseminating good practice to other authorities for some time. York was also involved in both the national and regional CTC Cycle Benchmarking projects which proved a valuable tool to identify best practice elsewhere. We see the Cycle Town project as another opportunity to share and hopefully pick up examples of best practice to help us to further improve our city for cyclists.

## CYCLING CITY IMPLEMENTATION STRUCTURES DRAFT LINE DIAGRAM



All 6 groups with Lead /Chairperson and key others – clear terms of ref/ portfolio of projects. Each group responsible for implementation and reporting back to Strategy Group. Each group works with CYC staff as appropriate to implement projects. Skills audit has info on base members for each group.



Annex 3

REF	PROJECTS - CAPITAL	Expenditure
		TOTAL
	<b>Secure city centre parking - incl Hub station</b>	
1	Lendal Hub station - secure city centre bike park etc	324,176
2	Covered cycle parking 10 units plus install	270,000
3	Art - cycle parking units	50,000
	<b>Bike availability</b>	
4	Velib costs: 1000 euros/bike=£777/bike x 100 bikes x2 yrs plus set up	222,700
5	Free bikes to schools 100 @ £80 x 3 yrs	24,000
6	Specially adapted bikes - people with disabilities	17,000
7	Bike trailers and load bikes - developed from recycled materials	15,000
	<b>Signage</b>	
8	New 'travel time' signs	75,000
9	Cycling City signs	10,000
	<b>Public transport</b>	
10	Traffic free access ramp for cyclists and pedestrians to station	315,000
11	Taxi spec fitments to transport bikes	10,000
12	Bus trailer- including trailers for schools	40,000
	<b>Route improvements</b>	
13	Lighting projects- pilots on off road routes	110,000
14	Expansion of 20 mph schemes (Research and implementation of 10 new schemes)	130,000
	<b>Missing Links</b>	
15	Routes through pedestrian areas	100,000
16	New cycle facilities - Bike and Ride projects	350,000
17	Fulford Corridor	400,000
18	Poppleton Route Upgrade	500,000
	<b>The Circuit Upgrade</b>	
19	Clifton Bridge plus links to existing routes either side	400,000
20	Crichton Avenue - connecting routes near hospital	200,000
21	Crossing Points & signage improvements on Circuit (green on schematic)	100,000
	<b>Pinch Points</b>	
22	New bridge & infrastructure (both sides)	110,000
23	Blossom Street	300,000
24	Fishergate Gyratory	250,000
25	Crossing, Junction and pinch point improvements - (all others not on 'circuit)	400,000

<b>Innovative Equipment</b>		
26	Bike pump and secure units x20	20,000
27	Hulpkists - help kits 50 @ £600+ install/service x 3 years- schools & other locations	60,000
<b>Major development opportunities</b>		
28	CYC Office Development Hungate	282,000
29	Derwenthorpe - cycling/sust transport infrastructure	400,000
30	Derwenthorpe research and dissemination	25,000
31	Germany Beck - St Oswalds / Landing Lane	300,000
32	Hungate Development- Section 106 bridge & cycling infrastructure	600,000
33	University campus dev	300,000
<b>Capital sub-total</b>		<b>6,709,876</b>

<b>PROJECTS - REVENUE</b>		
<b>Marketing &amp; communications &amp; meetings</b>		
a	Annual update & reprint of existing cycling map (30-50k print run) plus childrens map	17,700
b	Creation and printing of new schematic map & annual update (10k print)	15,700
c	Cycling web site	5,000
d	Demonstration town marketing- including launch	40,000
e	Other marketing initiatives- inc. campaigns, safety, security, mass rides	25,000
f	Steering Group (4x p.a. 6x 08) and Cycling Forum costs (2x p.a)	10,000
g	Champions	-
<b>Major promotional events</b>		
h	City centre bike race	100,000
i	Festival of cycling - 2 day new event in city centre	60,000
j	Promotional materials inc.free locks and lights at events (500)	30,000
<b>Development/participation initiatives</b>		
k	Guided rides - over 45s, people with disabilities, females	9,000
l	Girls only bike maintenance courses	10,000
m	Bike Recycling project	195,000
n	Over 45s/ people with disabilities	10,000
o	Beauty and the Bike - girls initiative	27,000
p	Family learning initiative	25,000
q	Ward specific projects	50,000
r	Personal journey planner software & cycle planner service	30,000
<b>Training &amp; School projects incl travel plans</b>		
s	Training initiatives incl prog costs and staffing	279,000

t	Training - 4 p-time coordinators	88,800
u	Training - 10 trainers	75,000
ak	Training for Trainers	10,000
v	Other school projects - extension of Ebor Bikum education scheme	43,500
w	Schools cycle clubs - 30 schools @1 hr/weekx 30wks@£10/hr	22,500
x	School travel plans- doubled activity from 09/10	145,000
al	Development of new /expanded Travel Plans	32,000
am	Business related initiatives - Get Cycling to Work	60,000
	<b>Staff costs - direct ' real costs'</b>	
y	Cycle rangers - doubled activity (part year spend 08/09)	71,000
z	CYC staff costs - all cycling related	201,000
aa	Post to develop CDT implementation - Salary	121,000
ab	Travel Plan coordinators e.g Hospital & major employers- incl Cycle Scheme implem	150,000
	<b>Monitoring and evaluation</b>	
ac	Cycling England Monitoring & Evaln reqs	184,000
	<b>Other orgs income - cap or rev - related to cycling*</b>	
ad	University	240,000
ae	Hospital	45,000
af	Safer York - anti theft group	60,000
ag	Route maintenance budgets- revenue	45,000
	<b>NOTE: Sum of Staff / volunteers notional time</b>	
ah	Staff time - other staff who involved in aspects - see note	
ai	Volunteers -excl Champions (see above)	
aj	Cycle wardens - volunteers addit to paid ones above	
	<b>Revenue sub-total</b>	<b>2,532,200</b>

<b>TOTAL CAPITAL &amp; REVENUE</b>	<b>9,242,076</b>
------------------------------------	------------------

<b>Basic Initial Risk score</b>
Low
Medium
High

ADDITIONAL PROJECTS - CAPITAL		TOTAL
	Moor Lane railway bridge	150,000
	Hospital grounds - cycle works	100,000
	Beckfield Lane	150,000
	<b>Additional Capital sub-total</b>	<b>400,000</b>

ADDITIONAL PROJECTS - REVENUE		TOTAL
	Pool Bikes - current expendit Bike purchase and maintenance	15000
	<b>Additional Revenue sub-total</b>	<b>15000</b>

<b>TOTAL OF ADDITIONAL CAPITAL &amp; REVENUE</b>	<b>415,000</b>
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**Executive****23 September 2008**

Report of the Director of City Strategy

## **Outer Ring Road Improvement Options**

### **Summary**

1. This report provides the results of a study into the projected performance of the Outer Ring Road and provides options for improvements to be included in a proposed Access York Phase 2 bid to the Regional Transport Board (RTB) for its inclusion in the Regional Funding Allocation (RFA) programme.
2. Members are asked to approve a recommended option for upgrading the Outer Ring Road and to approve the submission of the Access York Phase 2 bid to the RTB by 10 October.

### **Background**

#### **Drivers for the Report**

3. The Council were informed on 14 August 2008 that detailed bids to the RTB for funding of transport schemes up to 2018/19 must be submitted by 10 October. Less detailed bids which identify problems and possible solutions for delivery after 2013/14 have to be submitted in full by 7 November. It is anticipated that the RTB will make its decision early in 2009 and issue advice to Ministers by February 2009 with a response expected later in 2009. Clearly acceleration of the timescales has been a challenge but officers are confident that a bid can be made in time.
4. Limited funds are currently available for allocation in the Regional Transport Programme equivalent to approximately £400m including 20% overprogramming mostly available towards the end of the 2018/19 period. It is known that the Authorities within the Leeds City Region are proposing to submit bids well in excess of the funds which are available. It is therefore likely that the funding will be substantially oversubscribed suggesting that a lower value bid which fits well with Regional policies will have more chance of success.

## **Evaluation Criteria**

5. To ensure that a successful bid is submitted for funding to the RTB it is essential that the key evaluation criteria which will be used to assess the proposal are understood. The following criteria will be used in the evaluation of the bid by the RTB

- Transport

National Transport Policy using the Department for Transport objectives in the Towards a Sustainable Transport System guidelines

Regional Transport Strategy which includes an objective to improve accessibility to York City Centre

The Local Transport Plan which has the objectives to reduce congestion and increase use of public transport and improve accessibility for non-car modes.

Economic Growth

The Regional Spatial Strategy identifies the housing and employment growth for York.

- Financial

Value for Money criteria are provided by the DfT transport appraisal guidelines.

Affordability is determined by the Regional Transport Board against to other regional priorities.

- Environmental

Contribution to Climate Change

Visual/Environmental/Ecological/Archaeological Impact

- Deliverability

RTB Delivery Programme and Project Risk Register

6. The bid will need to satisfy the following questions:

- Does the scheme fit with National, Regional and Local Policy?
- Is the scheme good value for money?
- Does the scheme address the desired traffic objectives (ORR & Citywide travel times and congestion)?
- Is accessibility improved?
- Is the scheme affordable?
- Is the environmental impact of the scheme acceptable?



- Are there other Lowest Cost Alternative schemes?
- Is the scheme deliverable to the required timescale with minimum risk?

### **Adopted Transport Strategy**

7. The strategy in the Local Transport Plan 2006-2011 (LTP2) for tackling congestion and improving the quality of life for York's residents is to build upon the successes already achieved in Local Transport Plan 2001-2006 (LTP 1) and deal with the pressures from the growth in the economy and increasing population in the city. The LTP strategy includes additional Park & Ride sites to intercept traffic on all main radials, provision of an orbital and cross city bus network and manage the demand using parking charges and possibly access restraint on some routes. The key proposals identified in LTP2 are to increase the capacity of the Outer Ring Road (ORR) as an attractor of traffic and therefore to reduce congestion in the city centre and allow reallocation of road space to buses, cyclists and pedestrians.
8. The current LTP allocation is inadequate to fund the major infrastructure elements of the strategy and so the 'Access York' concept was introduced into the plan. The Access York project was included in LTP2 to enable a step change in transport provision for the city to be achieved. In principle, the proposal includes enhancements to the Park & Ride provision, measures to improve sustainable transport in the city centre and improvements to the ORR.
9. Funding for the first phase of the project, Access York Phase 1, to provide 3 Park & Ride sites, with some associated bus priority measures and improvements to the A59/A1237 roundabout was approved by the RTB in April 2008. It is proposed to submit a full Major Scheme Bid for Access York Phase 1 to Members for approval by the end of 2008 prior to issuing it to the Department for Transport for final acceptance of funding (anticipated by June 2009).
10. To reduce congestion and improve air quality in the city centre the number of car trips in the main urban area within the ORR needs to be reduced. The objective of LTP2 and Access York proposal is to encourage these trips to be made by a more sustainable means within the ORR or, if that is not possible, to use a route which has lower environmental impact. Access York Phase 1, which provides the additional P&R sites, reduces the need to travel by car into the city centre and reduces the need to travel on some sections of the ring road but does not significantly affect the number of cross city trips. The linkage of P&R sites on opposite sides of the city is being investigated as an option to reduce the need for cross city car movements.
11. Many of the cross city trips can be reduced by transferring to public transport for medium-distance trips, provided services adequately match desired journey patterns, or, for shorter-distance trips, by increased walking and cycling. However none of these measures will have a significant impact on through trips, where the preference is for these to be via the ORR.

12. Access York Phase 2 compliments the initial phase by creating increased capacity on the ORR to provide a more attractive alternative for some cross-city trips, thereby, reducing the amount of traffic in the city's Air Quality Management Areas. To further promote the redistribution of these trips to the ORR and, more importantly, encourage a transfer of trips to more sustainable modes, such as walking, cycling and use of public transport.
13. It is proposed to introduce a package of measures around the city to lock-in the consequent benefits of reduced traffic on roads within the ORR to make the non-car based forms of transport more attractive and reliable. These measures will be backed-up by a coordinated 'smarter-choices' programme to make people more aware of the transport options available to them. Many of these measures are being implemented through the LTP2 and projects under the recently introduced 'Cycling City' programme, but current funding is inadequate to implement them sufficiently. Furthermore, the opportunities to introduce these measures are constrained because of the existing and forecast general level of congestion in the absence of improvements to the ORR.

### **ORR Study Background**

14. Improvements to the ORR were the subject of a previous report to the July 2005 Planning & Transport EMAP. The recommendation approved by Members was to tackle congestion on the ORR by undertaking improvements to the junctions.
15. There have been a number of significant changes since 2005 which have impacted on the justification for the previously approved approach. These include:
  - Emergence of new developments (British Sugar, Nestle South etc.)
  - Adoption of Regional Spatial Strategy (850 Houses & 1000 jobs per year)
  - Changes to available funding routes (Regional Funding Allocation process)
  - Updates to the city's transport models (Public Transport Model now included)
  - Delivery Progress (Moor Lane roundabout complete, A59 Roundabout included in Access York Phase 1 Bid for delivery by 2011, Hopgrove Roundabout improvements likely to be delivered in 2009)
  - Access York Phase 1 approved (A59 & Wigginton Road P&R Sites)
16. In addition, it was also considered essential to investigate a wider range of solutions including combinations of at-grade and grade-separated junctions (fly overs) and the provision of single and dual carriageway links.
17. There are a wide range of pressures on transport within the city. The approved RSS designates substantial growth for the City where the population has already grown significantly since the mid 1980s when the ORR was built. There is existing congestion in the city centre and on the ORR both during the week and at weekends. The Future York Group Report published in 2007 identifies the major economic pressures and opportunities for the city.

18. The Council's framework engineering consultant, Halcrow, was commissioned to undertake additional transport modelling work to establish the value for money of various possible options for the improvements to the ORR. Further modelling work will need to be undertaken to establish the most appropriate package of measures for introduction in the city centre to encourage sustainable travel and lock in the benefits of the ORR.

#### **Function of the Outer Ring Road**

19. Constructed in the mid 1980's, the A1237 acted as a 'city distributor', provided an important 'release valve' for orbital movements within the city and a section formed part of the trunk road network. Since its original construction there have been a significant number of land use changes and new developments, which have increased travel demand. Some of the principal developments include Clifton Moor, York Business Park, Monks Cross and Northminster Business Park as well as Park and Ride sites at Rawcliffe Bar, and Monks Cross. The A1237 performs a multi-functional role connecting communities to major business, employment and Park & Ride sites as well as retaining its 'city distributor' role. Only 16% of the morning main radial incoming traffic leaves the area on the A64 suggesting that the majority of the traffic has a destination in the York area.
20. To address the increase in travel demand, facilitate access into new developments and address accident blackspots, the A1237 roundabouts have been remodelled on a number of occasions. Changes include new roundabouts at Monks Cross and Moor Lane, and the enlargement of York Business Park, A19 and Wigginton Rd Roundabouts.
21. Despite key trip attractors adjacent to the ring road orbital bus services are extremely limited and the frequency of these services is not at a level that would encourage the use of public transport. The poor bus service provision is highlighted in the 2001 Journey to Work Census data, which indicated that access to the ring road employment sites is characterised, by high car use and low public transport use. However, the data does identify a demand for improved bus, cycle and walking networks. For example, between 13% and 16% of all trips to the ORR employment sites are from communities adjacent to the outer ring road. The 2001 census data also indicates York is a net importer of people travelling for employment purposes i.e. there are more work trips coming to York from the surrounding area than work trips leaving from York.
22. Travel demand data taken from the York traffic model indicates the ring road is used for predominately short trips of less than 5 miles with no vehicles in the model travelling along the whole length between the Copmanthorpe and Hopgrove roundabouts. The busiest section during the morning peak period is between the A19 Shipton Road and York Business Park where the two-way traffic flow is nearly 2,500 vehicles per hour. The majority of junctions on the A1237 operate at or close to capacity during the morning and evening peak periods. The most congested being the A59 and Hopgrove roundabouts.
23. Due to congestion and slow journey times on the ring road traffic diverts onto neighbouring roads and into York City Centre. It is estimated 40% of all traffic

in the centre of York does not have an origin or destination in the city centre. This has a negative impact on air quality.

24. The A1237 also constitutes a substantial physical barrier for pedestrian and cycle movements between the city centre and commuter settlements located to the north and west of the ring road. There is considerable variation in the types of facilities available, ranging from combined pedestrian and cycling underpasses to 'at grade' crossings. Currently a significant number of crossings have no lighting, none have CCTV coverage and footfall is often low. Cycling facilities are of variable quality and suitability along the length of the A1237 Outer Ring Road. Of the twelve roundabouts on the ring road, only those at the A19/A1237 and the Haxby Road/A1237 junctions provide entirely segregated facilities for cyclists in the form of underpasses. The A1237/A59 and A1237/Strensall Road roundabouts both lack sufficient crossing facilities for cyclists, and although some provision is made for pedestrians these are not adequate given the nature of the junctions.

### **Traffic Modelling**

25. The base position and options were modelled by Halcrow using the city's traffic model to assess area wide impacts and a micro-simulation model for detailed operational assessment of the route. For the purpose of the ranking exercise the validated morning peak period model was used. Further modelling will be required for the detailed assessment of the preferred option as the bid is refined. For modelling purposes the analysis includes all projected development to meet the Regional Spatial Strategy allocation of approximately 15,000 new homes and 19,000 new jobs by 2026 (2008 Base approximately 80,000 homes and 93,000 jobs). The model includes all consented schemes, projected development locations based upon the current local plan including York Central and other emerging sites at British Sugar, Terry's, Nestle South etc.
26. The baseline position was used to validate the model before developing future year scenarios. A Do Nothing position was established using the current network layout with the projected development to determine the impact without any improvement measures on the ORR. A Do Minimum (Option A) network including the current Local Transport Plan proposed improvements, Access York Phase 1 (3 new Park & Ride sites and enhancements to the A59/A1237 roundabout) and the Highways Agency proposed Hopgrove improvement scheme was modelled to establish a projected baseline for the position in 2026. It should be noted that the 2021 model used by Halcrow for option appraisal purposes includes a development scenario which is equivalent to the RSS 2026 allocation.

### **Consultation**

27. Consultation was undertaken on the LTP strategy which included the Access York proposal, and detailed consultation will be undertaken on the project if the funding bid is accepted.

## Options Consideration

28. A wide range of options were investigated to establish the most cost effective solution to reduce the amount of traffic in the city centre and tackle congestion on the Outer Ring Road. Options modelled for the Outer Ring Road range from only improving the most congested junctions through to a grade separated dual carriageway over the full length of the A1237. All options include the Access York Phase 1 project and the proposed Highways Agency Hopgrove scheme unless further improvements are identified at these locations in the option. Further modelling work will be required to confirm the city centre measures to be introduced. The options investigated are shown in the following table and schematic representation in Annex 1.
29. The options are split into 4 main bands
  - Option B – At grade junction improvements only
  - Option C – At grade junction improvements with dualling
  - Option D to H -- At grade and grade separated junctions with dualling
  - Option I – Relief Road to the north of the existing alignment.

**2021 Options Modelled**

<b>Option</b>	<b>Description</b>
Do Nothing	Current 2008 Layout
Option A (Do Minimum)	Do Minimum (Planned at grade improvements to A59 & Hopgrove + minor works at Wetherby Road, 3 new Park & Ride sites)
Option B1	Selected at grade improvements (all junctions from Wetherby Rd to Clifton Moor + Haxby Road)
Option B2	Selected at grade improvements (all junctions from Wetherby Road to Strensall Road)
Option B3	At grade improvements at all junctions (Copmanthorpe to Hopgrove (HA Scheme))
Option C1	Selected at grade improvements (all junctions from Wetherby Rd to Strensall Rd) + dual carriageway Wetherby Rd to Clifton Moor
Option C2	At grade improvements at all junctions + dual carriageway Wetherby Rd to Clifton Moor
Option D	Grade separated junctions from A59 to A19 + at grade improvements at all other junctions + dual carriageway Wetherby Rd to Clifton Moor.
Option E	Grade separated junctions from A59 to A19 + at grade improvements at all other junctions + dual carriageway Wetherby Rd to Haxby Rd.
Option F	Grade separated junctions from A59 to Haxby Rd + at grade improvements at all other junctions + dual carriageway Wetherby Rd to Haxby Rd.
Option G	Grade separated junctions from Wetherby Rd to Haxby Rd + at grade improvements at all other junctions + dual carriageway entire length
Option H	Grade separated junctions and dual carriageway to entire length
Option I	Relief road Wetherby Road to Hopgrove. Access to relief road at Wetherby Rd, A59, A19, Wigginton Rd, Hopgrove only

**Baseline 2005**

30. Modelling of the existing position shows that there are sections of the ring road which operate at over the theoretical capacity of the road layout. The key sections are between Wetherby Road and Haxby Road with a separate section associated with the Hopgrove junction. Journey times are nominally longer for anticlockwise journeys in the morning and clockwise in the evening due to the priorities at the roundabouts and the tidal flow of vehicles into and out of the city. The modelled journey time for the full length of the ORR in the am peak is 18.9 minutes in the clockwise direction and 19.4 minutes in the anti clockwise. The average citywide modelled am traffic speed is 22.3 mph with 36,700 trips and a total travel distance of 230,000 km. Approximately 17% of the citywide morning peak hour travel time is associated with travel in the ring road area.

**Projected 2021 (Do Nothing)**

31. As a consequence of the projected development the number of trips is projected to increase by 22% to 44,950 and the total travel distance increase by 26% to 290,000km in the city in the am peak hour. Average traffic speed are projected to reduce by 30% to 15.5 mph. Journey times along the ORR are projected to increase by 42% to 27 minutes in the am peak.

**Projected 2021 Do Minimum (Option A)**

32. The Do Minimum solution including the new Park & Ride sites and improvements to the Hopgrove and A59 junctions which is projected to be delivered by 2012 will reduce journey times on the Outer Ring Road to 25 minutes. A smaller proportion of the citywide travel time is associated with trips in the ORR area (14%) than in 2008.

**Option Results**

33. The impact of the proposed options was assessed using the citywide SATURN traffic model and local PARAMICS micro-simulation model. A summary of the results is provided in the table below with more detail in Annex 2. Highlighted cells indicate the options where a step change in improvement takes place. Travel time is the sum of the time travelling by all of the trips in the peak hour.

<b>AM Peak Hour Results</b>						
	<b>Outer Ring Road</b>			<b>Citywide</b>		
	Average Journey time (Full Length)	Average Speed (Full Length)	Area Travel Time	Travel Time	Average Speed	Over Capacity Queues
	Mins	mph	Hours	Hours	mph	Hours
Base (Existing)	19	31.6	1,089	6,432	22.3	269
Do Nothing (2021)	27	22.2	1,687	11,674	15.5	2,862
Option A	26	23.1	1,886	11,314	16.4	2,502
Option B1	24	25.0	1,256	11,091	16.7	2,531
Option B2	22	27.5	(1,225)	10,899	17.1	2,155
Option B3	21.5	27.9	1,190	10,851	17.2	2,143
Option C1	17.9	33.6	(1,200)	11,013	17.0	2,552
Option C2	17.5	34.3	1,257	10,976	17.0	2,531
Option D	17.5	34.3	1,168	10,064	18.4	1,666
Option E	15.5	38.7	1,115	9,970	18.6	1,582
Option F	14.5	41.4	1,154	9,661	19.0	1,366
Option G	12	50.0	1,186	9,397	19.6	1,274
Option H	11	54.5	1,140	9,381	19.5	1,301
Option I	17	35.3	1,875	10,005	18.9	1,668

(xxxx) Results estimated

## **Traffic Analysis**

34. The modelling shows that journey times, total travel time and queuing are projected to increase across the city in 2021 principally due to the increased number of trips from the anticipated employment and housing developments. The most significant increase, by a factor of over 9, is the time spent in queues caused by the lack of capacity of the network.
35. The results in the table also indicate that while it is possible to reduce journey times on the Outer Ring Road down to below current levels by the provision of substantial improvements it is not anticipated that average speed across the city can be maintained at 2008 levels without other interventions. The principle reason for the lack of citywide impact is the relatively low proportion of the citywide trips which are on the ORR (approx. 15%).
36. The modelling indicates that:
  - The capacity of the junctions is the principle constraining factor on the capacity of the ring road.
  - The links on the sections between Wetherby Road and Clifton Moor are projected to be over capacity with the York Northwest development.
37. Step changes in congestion improvements occur as different levels of infrastructure improvement are introduced. The key changes occur with the introduction of at-grade junction improvements, sections of dual carriageway and grade separated junctions.
38. Option B (At grade junction improvements) substantially improves the travel time in the ORR area but not down to current levels and has a lower citywide effect.
39. Option C (At grade junction improvements + sections of dual carriageway) enables significant journey time reductions for the traffic on the ORR down to current levels and a significant effect across the city. However, there are similar travel times in the full ORR area (including approach roads) to the Option B arrangements as access to the ring road will be restricted by the capacity of the radial routes and the increased traffic on the A1237 itself.
40. Option D (At grade junction improvements + grade separated junctions (A59-A19) + sections of dual carriageway) provides significant journey time savings, similar to Option C, and more significant citywide travel time and queue reductions.

## **Environmental Impact Analysis**

41. The impact of the options for the junctions and the links is identified in the following paragraphs.
42. The ORR junction improvements were subject to a sustainability appraisal as part of the LTP process. The appraisal emphasised that the improvements should not be undertaken in isolation when there would be a risk of additional



private car trips being generated. It is proposed to include other citywide measures are included in the bid to encourage a transfer to more sustainable travel modes. More significant infrastructure construction is appraised as being less sustainable.

43. If the Outer Ring Road is to be improved on the existing alignment there are a number of key environmental constraints to consider such as:
  - Climate Change.
  - Impact on Landscape
  - Air Quality
  - Noise.
  - Adjacent Properties
  - Ecology
44. To combat climate change the number and impact of trips needs to be reduced. The approved RSS includes employment and housing allocations which are projected to generate additional trips in the York area. Smarter transport choices and infrastructure changes will be used within the urban area to promote sustainable and integrated modes. Improvements to the ORR will ensure that traffic is flowing at more efficient speeds with less time in queues.
45. When the Future York Group Report was considered by Council in June 2007 it was resolved to consider the ecological footprint of a dual carriageway solution using the Council's REAP (Resource, Energy Analysis Programme). A report to the Executive on 4 December 2008 included a response to the Future York Group Report and an assessment of the environmental impact of their proposed scenarios (ranging from the impact doubling the economy to improved traffic demand management). In isolation the dualling of the ring road, assuming a 15% increase in the number of trips, gave the worst rise in carbon footprint of all of the scenarios analysed. The Access York Phase 2 proposal includes demand management measures within the city to encourage a transfer to more sustainable travel modes which will offset the potential increase in carbon footprint caused by the improvements.
46. The carbon footprint implication of improving the ORR is difficult to assess as it relies on a number of assumptions on the traffic growth caused by the improvements. The introduction of increased capacity on the ORR will cause the redistribution of trips from the urban area and, depending on the extent of the improvements, the potential for new trips to be generated. The redistribution of trips is likely to mean more efficient use of fuel on the ring road due to the higher speeds. There is a higher risk that interventions which reduce congestion on the ORR significantly will lead to the generation of additional trips. Detailed appraisal of this effect has not been undertaken at this stage but will be a requirement of the modelling for the DfT Major Scheme Bid submission.
47. All of the improvements will have an impact on the landscape however the grade separated and dualling options will be significantly more intrusive due to the provision of elevated sections and structures. Where possible excavated

underpass construction would be considered to minimise the visual impact. To combat the impacts further factors such as maximising the use of local resources and landscape enhancement schemes will also be considered.

48. Reducing congestion on the outer ring road is a key priority for the Air Quality Action Plan. The re-allocation of road space in the city centre facilitated by the increased capacity on the ORR will be used to deliver the walking, cycling and public transport schemes necessary for significant modal shift and air quality improvement. The improved ring road would also provide a viable alternative route for dirtier streams of traffic should the introduction of some form of Low Emission Zone become necessary at a later date. Option D has a more significant impact on the city centre and therefore likely to lead to an improvement in Air Quality provided measures are introduced to reallocate road space are introduced.
49. Increasing capacity on the outer ring road has the potential to increase emissions close to residential properties on the outer ring road. Despite the possibility of increased emissions it is not anticipated that further properties will be put at risk of breaching the air quality objectives due to;
  - increased opportunity for pollutant dispersal in the more open environment around the outer ring road
  - lower existing concentrations of key pollutants than in the city centre
  - improved flow and average vehicle speeds
50. The proposed improvements to the ring road and city centre measures are likely to marginally reduce noise levels in the main urban area. The increased flows on the ORR may increase the impact of noise in the immediate area but mitigation measures such as well designed landscaping will be provided to overcome these effects. Option D with grade separated junctions is likely to have more noise impact.
51. There will be significant impact on adjacent properties from the improvements as additional road space is required. The area available for improvements is particularly tight at the A59, Wigginton Road and Strensall Road. Grade Separated Junctions and the provision of dual carriageway will have more significant impact on adjacent properties due to the larger land take requirements.
52. No sites of special scientific interest or other significant ecological impacts have been identified by a preliminary review of the proposed improvements. It is likely that the hedgelines and landscaping introduced during the construction of the road in the 1980s will be severely effected, particularly at the junctions. The ecological and landscape impacts of the grade separated and dualling options would be significantly greater than the localised junction improvement options.

#### Junction Options

53. One of the key objectives is to improve the flow at the junctions to reduce the conflict between radial and orbital movements. Providing priority for public

transport movements which are principally radial is difficult without signalisation which would significantly reduce the capacity on the ring road. Options for junction improvement therefore range from increasing roundabout diameter and exit arrangements to full grade separation. The main increase in the capacity of the roundabouts is achieved by the provision of 2 lane entries and exits on the A1237 merging down to single lanes over approximately 100m. These could be extended to form a dual carriageway route if justified in the future. Grade separated junctions are substantially more expensive (>5x) with more land take and environmental impact than at grade solutions. A sequential improvement of a junction up to grade separation provision is unlikely to be achievable due the different layout requirements for the roundabout types. The principal advantages and disadvantages of the junction improvement options are detailed in the table in Annex 3.

### Link Options

54. Modelling suggests that in most areas the existing single carriageway links between roundabouts have adequate capacity to accommodate predicted traffic flows up to at least 2021. However the busiest sections of the ring road between Wetherby Road and Clifton Moor (when traffic from the York Northwest developments is included) exceed the theoretical optimal capacity of the links and therefore the provision of dual carriageway sections are beneficial in reducing journey times on the ring road. The principal advantages and disadvantages of the single carriageway and dual carriageway options are identified in the table in Annex 3. Twin ahead exits and entries are required to achieve the required capacity at the junctions.
55. Due to the lower level of intervention option B will have a lower environmental impact than option C or D however the availability of road space for city centre measures which would improve air quality will be highest with option D.

### **Deliverability**

56. The RTB must be assured that the proposed scheme is deliverable to the identified programme and with minimal risk. Options which involve substantial structures, land purchase and planning requirements such as the grade separated and dual carriageways involve more programme and cost risk.
57. The length of the construction programme is dependent on approved option. Grade separated junctions and the significant structures for the dual carriageway options will take up to 1-2 years to construct at each location. To minimise the traffic delays it would be proposed to undertake works to a limited number of sections at any one time. It is anticipated that the earliest commencement date would be 2012/13 to avoid A59 roundabout works and to allow consents to be obtained. Overall construction periods could range from 3-4 years for at grade roundabout options and 5-6 years for grade separated/dual options.

## Financial Analysis

58. The option estimates undertaken by Halcrow have a scheme outturn cost range from £22m to £264m at a 2014 price base. The wide range is due to the high cost of the dualling or grade separation options with extensive additional structures, embankments and land take required. The options include the provision of new subways at Wigginton Road and Strensall Road (except option B1) to cross the ORR but do not include provision of a possible orbital cycle route or other citywide measures. Outturn costs for the ORR works, assuming a midpoint delivery year of 2014 (construction inflation at 4.5% per year) and including an allowance for risk but excluding Optimism Bias are indicated in the following table.

Option	2014 Outturn ORR Scheme Cost (£k)
Option B1	21,659
Option B2	36,657
Option B3	45,290
Option C1	61,654
Option C2	70,287
Option D	127,225
Option E	133,022
Option F	173,182
Option G	208,856
Option H	264,883
Option I	187,083

### Option Comparison -- Value for Money

59. To obtain funding the schemes must be good value for money. One of the key measures is an assessment of the scheme benefits relative to the costs. Halcrow have used a simplified version of the 60 year appraisal mechanism approved by the Department for Transport to establish the benefit to cost ratio (BCR) for the options. For the option choice exercise the benefits have been focussed on the travel time savings for the Outer Ring Road area. It may be possible to include additional benefits from citywide effects and safety improvements when the preferred scheme is progressed.

Option	Present Value of Transport Benefits (£k)	Present Value of Cost to Government (£k)	NPV (£k)	BCR	Value for Money
Option B1	69,272	15,734	53,537	4.40	High
Option B2	69,772	26,630	42,641	2.60	High
Option B3	76,450	32,928	43,521	2.32	High
Option C1	69,120	43,285	25,835	1.60	Medium
Option C2	69,120	48,580	20,540	1.42	Low
Option D	78,924	88,112	-9,187	0.90	Poor
Option E	84,753	92,418	-7,664	0.92	Poor
Option F	80,420	120,666	-40,246	0.67	Poor
Option G	76,880	148,168	-71,288	0.52	Poor
Option H	81,956	187,957	-106,001	0.44	Poor
Option I	1,203	131,252	-130,049	0.01	Poor

60. It is proposed to include a range of citywide measures in the bid to the RTB to encourage travellers to transfer to more sustainable modes. Additional modelling work will be required to determine the most effective combination of city centre interventions. The measures to be developed further will be informed by the findings of the Traffic Congestion Ad-Hoc Scrutiny Committee. For bidding purposes a package of measures is proposed which would include:

- Reallocation of road space to cyclists and pedestrians, particularly at junctions to remove pinch points on the cycle network in accordance with the principles of the Cycling City status, and generally improve the walking environment.
- Provision of bus priorities on remaining routes e.g. A19 Shipton Road
- Expansion of the bus stop infrastructure programme
- Provision of sections of an Orbital bus route (including interchanges)
- Orbital Cycle Route adjacent to Ring Road (Strensall Rd to Wigginton Rd)
- Improved/additional pedestrian/cycle crossings over the Ouse
- Access restrictions to certain areas/routes such as Ouse Bridge.
- Extension to the 'footstreets'
- Expansion of 'virtual bus priority' using Bus Location and Information Sub-System
- Further development of demand management measures such as the use of car parking charges
- Development of the Urban Traffic Management Control system to lock-in benefits of reduced traffic.
- Other improvements to ease the flow of public transport.

61. It is proposed to include an allowance of £4m (2008 prices) to enable some/all of these complementary measures to be included in the Access York Phase 2 bid. Further investigation is required to establish the monetary benefits of these

schemes however the maximum effect will be a reduction in the BCR of the overall scheme as indicated in the following table.

### Access York Phase 2 Benefit to Cost Ratios

Option	Access York Outturn Cost	Local Contribution Requirement	Access York BCR	Access York Value for Money
	£000s	£000s		
Option B1	26,288	2,628	3.51	High
Option B2	41,857	4,186	2.46	High
Option B3	48,021	4,802	2.07	High
Option C1	66,646	6,664	1.43	Low
Option C2	75,253	7,525	1.31	Low
Option D	125,769	12,576	0.86	Poor
Option E	132,927	13,292	0.88	Poor
Option F	174,597	17,459	0.65	Poor
Option G	214,588	21,458	0.51	Poor
Option H	259,794	25,979	0.43	Poor
Option I	184,180	18,418	0.01	Poor

62. The DfT have a general policy to fund the following projects:

- no projects with poor VfM (BCR less than 1.0)
- very few projects with low VfM (BCR 1.0 –1.5)
- some, but by no means all, projects with medium VfM (BCR 1.5 – 2.0)
- most, if not all, projects with high VfM. (BCR greater than 2.0)

63. Improvement of junctions at grade (Options B1, B2 & B3) have High BCRs which are more likely to be acceptable when bidding for funding. Improvements which include dualling (Options C1, C2) have a low BCR which would be more difficult to progress through the funding process. It would not be possible to progress the options which include grade separation (Options D to I) due to the BCR being below 1.0.

#### Affordability Analysis

64. Limited funds are currently unallocated in the Regional Transport Programme equivalent to approximately £400m including 20% overprogramming mostly available towards the end of the 2018/19 period. It is known that the Authorities just within the Leeds City Region are proposing to submit bids well in excess of the funds which are available. It is therefore likely that the funding will be substantially oversubscribed suggesting that a lower value bid which fits well with Regional Policies may have more chance of success. Option C and D represent a substantial proportion of the available funding and are therefore thought to be less likely to be successful.

65. The Council does not have the resources to deliver any of the ORR improvement options without obtaining the principal funding from other

sources. Funding for Major Transport Schemes (above £5m) is ultimately controlled by the DfT with advice from the RTB used to determine priorities.

66. The RTB is tasked with providing advice to Ministers by February 2009 on the funding priorities for the region up to 2018/19. The DfT is expecting detailed advice to be provided for schemes for delivery before 2014 and provisional advice for problems to be tackled between 2013/14 and 2018/19. It is proposed to submit a bid to the RTB by the deadline date of 10 October to enable the scheme to be delivered from 2012/13 onwards. A refreshed update of the Access York Phase 1 bid will also be submitted by 10 October for review and confirmation of approval.
67. The Council will need to fund the following elements of a successful bid to the RTB from local sources:
  - 100% of the preparatory costs up to Programme Entry approval from the DfT. Estimated to be at least £500k (Revenue)
  - 50% of the preparatory costs following Programme Entry up to Final Approval. Estimated to be at least £1m for Option B scheme (Capital)
  - 10% (Minimum) of the implementation costs (Local Contribution). The DfT may be prepared to accept a maximum local contribution of the Annual Integrated Transport settlement (Approx. £3m).
  - 100% of the risk costs above an agreed level
68. The local contribution could come from the LTP, Council Resources or developer contributions. It may be possible to use Growth Area funding for the York Northwest development, if confirmed, but it would not count for the purposes of calculating the 10% local contribution.
69. If the funding bid to the RTB is unsuccessful alternative funding sources for the scheme may be available including the Transport Innovation Fund which would need to include an element of demand management (possibly road user charging) to encourage travellers to use public transport.
70. The higher cost interventions nominally require a more significant local contribution which will be more difficult to fund without using external resources. Confirmation of the source of the local contribution is not required at this stage but would need to be confirmed as the Major Scheme Bid process progresses. A higher than minimum local contribution could be proposed to increase the affordability of the scheme within the regional programme, however unrealistic contributions may lead to rejection of the scheme. A lower than 10% contribution in line with 100% of the LTP settlement may be acceptable to the DfT but would be less affordable to the RTB. The level of local contribution will not affect the value for money of the scheme. The DfT would not contribute to poor value for money schemes even if the majority of funding is provided from other sources.
71. Option B1 at the lowest cost is the most affordable option. Option B2 is more expensive but may be affordable due to the additional benefits provided. It is likely that option C1 and D would not be affordable to the Region without a much higher local contribution than the 10% specified. Additional funding may

be available from developments in the area but would have to be underwritten by the Council.

### **Policy Fit Analysis**

72. For the scheme to receive funding through the Regional Funding Allocation the project must fit with regional and national policy. National policy is currently under review to enable the results of the Eddington and Stern reports to be incorporated. The Department for Transport's emerging policy is provided in the 'Towards a Sustainable Transport System (TaSTS)' documents. TaSTS identified five broad goals of transport policy: climate change; competitiveness and productivity; equality of opportunity; health, safety and security; and quality of life. Transport and development policies for the Yorkshire and Humber region is set down in the recently approved Regional Spatial Strategy (RSS). York is identified as the key city within its own sub-area and also part of the Leeds City Region.
73. The Regional Transport Strategy key policy (T1) is to reduce personal travel and encourage modal shift away from the private car. Policy T9 (Transport Investment and Management Priorities) identifies improved accessibility to York city centre and investment opportunities of sub area significance in the York sub area as one of the Category B priorities for the Region.
74. The RSS identifies significant growth for the York area over the next 20 years. Improved transport infrastructure will be required to provide the capacity for this growth to be delivered. In particular improvements to the Outer Ring Road are critical to enable the successful development of the regionally significant York Northwest employment and housing site. It is anticipated that a significant proportion of the growth proposed in the RSS would be delivered by the York Northwest brown field development site.
75. The modelling work undertaken includes an allowance for traffic from the York Northwest developments. The additional traffic generated (approx 15% increase in projected flows on the ORR) by these developments means that the anticipated demand flows for the links between the A59 and Clifton Moor exceed the theoretical optimal design capacity of a single carriageway. A substantial contribution is anticipated to be received for transport measures from the York Northwest developments. Additional contributions would assist in the affordability of the scheme but would not affect the value for money assessment.
76. Leeds City Region has its own Transport Vision to enable the city region to function as a single economic space by providing a high quality transport system. Improvements to the Outer Ring Road are specifically identified to enable economic growth at York Central.
77. The Future York Group Report of June 2007 presented an independent strategic review of the York Economy which highlighted heavy congestion on the ORR as the biggest single issue for York in transport terms. The group's view was that dualling of the ORR is not only necessary to support the well-



being of the existing business economy, but also to enable the successful development of the York North West site.

78. Option B2, which minimises the construction of new road capacity and improves the accessibility to the city centre, fits with the regional transport policy better than Option C1 or D. However Option C1 and D are likely to accommodate the additional traffic from the projected development with lower impact on the city centre.

### **Corporate Priorities**

79. The Access York project supports the sustainable city element of the Corporate Strategy. **Increase the use of public and other environmentally friendly modes of transport.** The new Park & Ride services, bus priorities and city centre measures combined with the improvements to the ORR reduces the need for car trips in the city centre.
80. The improvements to the transport provision will help to enable the projected development and employment growth included in the Regional Spatial Strategy and meet the Corporate Priority **to improve the economic prosperity of the people of York with a focus on income differentials.**

### **Implications**

81. The Access York Phase 2 proposal will have a significant impact on the future development and quality of life in the City.
82. **Financial Implications** (See Affordability section above)
83. **Human Resources (HR)** There are no Human Resource implications for staff employed by the Council. If the bid was successful a separate project team would need to be established.
84. **Equalities** There are no equalities implications.
85. **Legal.** There are no legal implications at this stage in the project. There would be considerable legal and procurement issues to address as the scheme progresses.
86. **Crime and Disorder** There are no crime and disorder implications.
87. **Information Technology (IT)** There are no IT implications.
88. **Property** There are no property issues at this stage. Significant land purchase and compensation issues will need to be resolved if the scheme is progressed.
89. **Other** None.

### **Risk Management**

90. In compliance with the Council's risk management strategy the main risks that have been identified in this report are those which could lead to financial loss,

non-compliance with legislation, damage to the Council's image and reputation and failure to meet stakeholders' expectations. The risk/s associated with the recommendation of this report are recorded in the council's risk register and are assessed at a net level of 16 or above. The principal risks relate to the significant impact on future development in the city if the funding bid was not successful.

## Conclusion

91. There are a wide variety of conflicting objectives which the proposals are aimed at delivering. A single option does not meet all of the objectives without some less desirable consequential implications. The key items which need to be considered are identified in the following table with a subjective relative score allocated for the main evaluation criteria. The table only includes the main options. Options E to I all have high environmental impact and value for money assessments below the minimum DfT requirement and are therefore not considered further.

### Evaluation Summary

<b>Evaluation Criteria</b>	<b>B1</b>	<b>B2</b>	<b>C1</b>	<b>D</b>
Regional Transport Policy	✓✓	✓✓	✓✓	✓✓
Local Transport Policy	✓✓✓	✓✓✓✓	✓✓✓	✓✓
ORR Journey Time	✓✓	✓✓✓	✓✓✓✓	✓✓✓✓
ORR Area Travel Time	✓✓✓	✓✓✓	✓✓✓✓	✓✓✓✓
Citywide Travel Time	✓✓	✓✓	✓✓✓	✓✓✓✓
Citywide Queues	✓✓	✓✓	✓✓	✓✓✓✓
Regional Economic Policy	✓✓	✓✓	✓✓✓	✓✓✓✓
Environmental Impact (ORR)	x	x	xx	xxx
Environmental Impact (City Centre)	✓	✓	✓✓	✓✓✓
Climate Change	✓/x	✓/x	x	xx
Deliverability	✓✓✓	✓✓✓	✓✓	✓
Value for Money (including BCR)	✓✓✓✓	✓✓✓	✓	xx
Affordability	✓✓✓✓	✓✓✓	✓	xxxx

92. Option D (At Grade and grade separated junctions & dual carriageway) has a BCR below 1.0 which would not be approved by the DfT and is estimated to cost £126m which is unlikely to be accepted by the RTB. This higher intervention scheme would reduce journey times significantly on the ORR and surrounding area and would provide greater scope for reallocation of road space in the city centre. The increased capacity on the ORR is likely to encourage new trips to be made by car and increase green house gas emissions.
93. Option C1 (including sections of dual carriageway) has low BCR and is therefore less likely to be successful at the RTB and DfT compared to B1, B2, B3 (at grade roundabout options) as lower cost alternatives have to be submitted as part of the major scheme appraisal process. A scheme which includes dual carriageway sections may become more affordable if additional funding is contributed from other sources.
94. The benefit to cost ratios of the at grade junction improvement options (Options B1, B2 & B3) are high and are therefore more likely to proceed through the approvals process. The environmental impact is also lower for these localised improvement options than the other proposed interventions. Option B1 is likely to be the Low Cost Alternative which the DfT would use as a comparison for all other options.
95. Option B2 which includes roundabout improvements and subways at Wigginton Road and Strensall Rd is a high value for money scheme with additional benefits relative to Option B1. The additional roundabout (Wigginton Rd & Strensall Rd) improvements will enable the severance of communities in the area caused by the ORR to be addressed. As part of the bid it is proposed to provide subways crossing the ORR at these locations and a new orbital cycle route along the side of the ring road connecting the communities of Earswick, Wigginton, Huntington & Haxby to the employment area at Clifton Moor.

## **Recommendations**

96. Members are asked to:
  - i. Approve the submission of an Access York Phase 2 bid for funding to the Regional Transport Board based upon a package of citywide measures and the option B2 improvements to the ORR (at grade improvements to all roundabouts from Wetherby Rd to Strensall Rd) for a total outturn cost of approximately £42m.  
  
Reason: To enable funding to be obtained for improving the transport provision in York.
  - ii. Note the requirement for preparatory costs of approximately £500k and a local contribution of approximately £5m if the scheme was approved by the RTB and DfT.

Reason: To enable the commitment to be included in future budgetary considerations.

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**Bill Woolley**  
**Director of City Strategy**

Report Approved  Date

*Damon Copperthwaite*  
*Assistant Director City Development and*  
*Transport*

Report Approved  Date 11 September 2008

**Specialist Implications Officer(s)**

Patrick Looker  
Finance Manager  
Tel No. 01904 551633

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

All

For further information please contact the author of the report

**Annexes**

**Annex 1 Schematic Options Table**

**Annex 2 Option Results**

**Annex 3 Junction and Link Options Advantages & Disadvantages**

**Annex 4 Outer Ring Road Report Executive Summary**

**Background Papers:**

**Outer Ring Road Study: Report to July 2005 Planning & Transport EMAP**

Annex 1

2021 Outer Ring Road Improvement Options

Highway Option	A Do Minimum	Option B1	Option B2	Option B3	Option C1	Option C2	Option D	Option E	Option F	Option G	Option H	Option I
<b>2005 ORR Study Option</b>	<b>1</b>			<b>4</b>							<b>5</b>	
Copmanthorpe R/B											XXXXX	
Copmanthorpe - Moor Lane												
Moor Lane R/B											XXXXX	
Moor Lane - Wetherby Road												
Wetherby Road R/B										XXXXXX	XXXXX	
Wetherby Road - A59												Grade separated relief road Starting at Wetherby Road and with connections at the A59, A19 and Wigginton Road
A59 R/B							XXXX	XXXXXX	XXXXX	XXXXXX	XXXXX	
A59 -YBP												
YBP R/B							XXXX	XXXXXX	XXXXX	XXXXXX	XXXXX	
YBP-A19												
A19 R/B							XXXX	XXXXXX	XXXXX	XXXXXX	XXXXX	
A19-Clifton Moor												
Clifton Moor R/B									XXXXX	XXXXXX	XXXXX	
Clifton Moor - Wigg Rd												
Wigginton Rd R/B									XXXXX	XXXXXX	XXXXX	
Wigg Rd- Haxby Rd												
Haxby Rd R/B									XXXXX	XXXXXX	XXXXX	
Haxby - Strensall												
Strensall Rd R/B											XXXXX	
Strensall - Monks Cross												
Monks Cross R/B											XXXXX	
Monks Cross - Hopgrove												
Hopgrove R/B											XXXXX	

<b>KEY</b>	At Grade R/B		Dual Carriageway		Grade Separated Junction	XXXX
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Option	Year	Description	Outer Ring Road						Whole of York						City Centre		Economy					
			Journey Times ORR Clockwise	Journey Times ORR Anti-Clockwise	Average Journey Time	Average Speed	Annual travel time ORR	Daily AM Travel Time ORR	Whole of York Travel Time	Whole of York Travel Distance	Average Speed	Whole of York Number of Trips	Over Capacity Queues	Park and Ride Usage	Journey Times IRR Clockwise	Journey Times IRR Anti-Clockwise	Scheme Base Cost	Scheme Risk Cost	Total Scheme Cost	2014 Outturn Total Scheme Cost	BCR	Value for Money
			Minutes	Minutes	Minutes	mph	Hours 000s	Hours	Hours	000s km	mph		pcus.hr	PCUs per Hr	Minutes	Minutes	£ million	£ million	£ million	£ million		
Base Year	2005	2008 Network	18.9	19.4	19.2	31.3	276	1,089	6,432	230	22.3	36,708	269	-	24	17	-	-	-	-	-	-
Do Nothing	2021	2008 Network	27	27	27.0	22.2	427	1,687	11,674	290	15.5	44,950	2,862	778	31.3	28.5	-	-	-	-	-	-
Option A	2021	Access York Phase 1 (3 P&Rs + A59 R/B upgrade) + Hopgrove R/B	25	27	26.0	23.1	477	1,886	11,314	297	16.4	44,950	2,502	1505	30.7	25.9	-	-	-	-	-	-
Option B1	2021	Selected At Grade Improvements (Whetherby Rd to Clifton Moor + Haxby Rd)	23	25	24.0	25.0	318	1,256	11,091	297	16.7	44,950	2,531	1498	29.9	24.6	£13.132	£3.500	£16.632	£19.425	4.40	High
Option B2	2021	Selected At Grade Improvements (Whetherby Rd to Strensall Rd)	21.3	22.4	21.9	27.5			10,899	299	17.1	44,950	2,155				£22.936	£5.213	£28,149	£36,657	2.60	High
Option B3	2021	At Grade Improvements at all Junctions	21	22	21.5	27.9	301	1,190	10,851	299	17.2	44,950	2,143	1510	29.7	24.3	£28.296	£6.482	£34.778	£40.618	2.32	High
Option C1	2021	B2 + Dual Wetherby Rd to Clifton Moor	16.4	19.3	17.9	33.6			11,013	299	17.0	44,950	2,552				£42,131	£5,213	£47,344	£61,654	1.60	Medium
Option C2	2021	B3 + Dual Wetherby Rd to Clifton Moor	16	19	17.5	34.3	318	1,257	10,976	298	17.0	44,950	2,531	1552	28.8	23.3	£47.491	£6.482	£53.973	£65.313	1.42	Medium
Option D	2021	Dual Wetherby Rd to Clifton Moor (GSJ A59 - A19)	16	19	17.5	34.3	295	1,168	10,064	296	18.4	44,950	1,666	1504	27.9	22.4	£83.334	£14.362	£97.695	£115.491	0.90	Poor
Option E	2021	Dual Wetherby Rd to Haxby Rd (GSJ A59 - A19)	14	17	15.5	38.7	282	1,115	9,970	296	18.6	44,950	1,582	1514	27.8	22	£87.785	£14.362	£102.147	£122.076	0.92	Poor
Option F	2021	Dual Wetherby Rd to Haxby Rd (GSJ A59 - Haxby Rd)	14	15	14.5	41.4	292	1,154	9,661	293	19.0	44,950	1,366	1524	27.3	21.3	£111.503	£21.483	£132.986	£157.215	0.67	Poor
Option G	2021	Dual Entire Length. (GSJ Wetherby to HaxbyRd)	12	12	12.0	50.0	300	1,186	9,397	294	19.6	44,950	1,274	1530	26.5	20.6	£136.595	£23.785	£160.380	£193.986	0.52	Poor
Option H	2021	Dual and Grade Separated Entire Length	11	11	11.0	54.5	288	1,140	9,381	293	19.5	44,950	1,301	1532	26.6	20.7	£170.396	£33.007	£203.403	£243.196	0.44	Poor
Option I	2021	Relief Road Wetherby Road to Hopgrove	17	17	17.0	35.3	474	1,875	10,005	302	18.9	44,950	1,668	1524	27.8	22.5	£128.190	£15.470	£143.660	£180.179	0.01	Poor

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**Annex 3 Junction & Link Options (Advantages & Disadvantages)**

<b><u>At Grade Roundabout Improvements</u></b>		
<b>Item</b>	<b>Advantages</b>	<b>Disadvantages</b>
AG 1	Limited Land take. Improvements may be possible within existing Highway Boundary at some locations	Capacity limited by size and geometry. Some junctions close to limit of viability.
AG 2	Less visually intrusive than grade separated solution	Adjacent properties possibly more affected by noise, air quality and light pollution due to reduction in separation distance
AG 3	Substantially less expensive than GSJ option	Difficult to build to allow for future grade separation without substantial additional land take and cost.
AG 4		Queuing likely at peak times. Radial Public Transport Routes affected by orbital flow
AG 5		Increased emissions due to braking & acceleration on A1237 at roundabouts
AG 6	Lower approach speeds with fewer collisions	Large diameter roundabouts may encourage higher speeds. Potential for rear shunt accidents.
AG 7		Larger diameter roundabouts lead to higher speeds and greater diversion from desire line for Pedestrians and Cyclists
AG 8	Underpasses to be provided at key roundabouts to reduce severance.	Additional approach and exit lanes will make crossing for non-motorised users more difficult.
AG9		Removal of existing hedgerows adjacent to roundabouts and for widened approaches and subways (substantially less than grade separated option)
<b><u>Grade Separated Roundabout Improvements</u></b>		
	<b>Advantages</b>	<b>Disadvantages</b>
GS 1	Increased capacity due to reduced conflict between orbital and radial flows	Substantially larger land take required for slip roads and embankments. Properties at pinch points severely affected (Strensall Rd & A59 in particular).
GS 2		Very visually intrusive if elevated. Construction. Drainage concerns if excavated underpass.
GS 3		Substantially more expensive than at grade option (up to 5x)
GS 4	Minimum geometric design could accommodate future traffic growth	'Spare' capacity may encourage additional car based trips
GS 5		Full benefits of additional junction capacity only realised if links dualled (Additional cost & environmental impact)
GS 6	Strategic traffic separated from	

	local/radial movements Reduced radial public transport journey times	
GS 7		Properties further away from junction affected by noise and light pollution
GS 8	Free flow conditions leading to lower emissions	Increased emissions due to gradients
GS 9	Fewer accidents due to removal of conflict positions	Higher speeds could lead to more severe collisions at merge positions
GS 10		Pedestrian & Cycling facilities more difficult to introduce due to higher speeds and additional slip-road crossings
GS11		Impact on existing landscape and ecology more significant than at grade solution.

<b><u>Twin Entry/Exits at Roundabouts Merging to Single Carriageway</u></b>		
	<b>Advantages</b>	<b>Disadvantages</b>
SC 1	Increases capacity of roundabout to match single lane link capacity	Traffic flows including York Northwest developments exceed the theoretical optimum flow capacity of single lane links.
SC 2	Substantially reduced cost relative to dual carriageway links	Merge lengths mean widened structures required at a number of roundabouts
SC 3	Consistent with Hopgrove Roundabout improvements	Additional merge movements lead to a potential for more safety concerns than dualling option. Consistent approach at all roundabouts would reduce risk.
SC 4	Future upgrade to dual carriageway could be accommodated by joining two lane sections	
SC5		Removal of existing hedgerows adjacent to roundabouts and for widened approaches and subways (substantially less than grade separated option)
SC6		Additional roundabouts may need to be upgraded to ensure a consistent lane layout on the ORR is provided.
<b><u>Dual Carriageway</u></b>		
	<b>Advantages</b>	<b>Disadvantages</b>
DC 1	Minimum layout would provide capacity for future flow increases. Provides capacity for York Northwest developments	Availability of 'spare' capacity unlikely to discourage car based trips.
DC 2		Substantially more expensive than single carriageway due to number of structures required (particularly between A59 and A19)
DC 3	Decreased journey times on the outer ring road relative to single	Increased overall journey time in ORR area as more trips on the ring road making it

	carriageway links	more difficult for traffic to exit the minor arms.
DC 4		Visually more intrusive due to additional elevated carriageways
DC 5		Noise and light pollution increased to adjacent properties
DC 6		Substantial addition land required to provide room for embankments and extra carriageway.
DC7		Existing Hedgerows removed over full length of road on at least one side.

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## **Annex 4 Halcrow 2008 York Outer Ring Road Study - Executive Summary**

### **1.0 Previous 2005 Study**

Halcrow was commissioned by the City of York Council in 2005 to undertake a transport study of the A1237 York Outer Ring Road (ORR) from the A64 Hopgrove roundabout to Copmanthorpe roundabout. The objectives of the study were to investigate existing transport problems and identify a strategy and package of improvement measures for the A1237. Based on the modelling work, appraisal of options and cost benefit analysis, the study recommended that the option of upgrading the roundabouts should be taken forward.

### **2.0 2008 Study**

In 2007/08 Halcrow were commissioned to update the study, in order to take account of events since 2005 and to include additional analysis and sequential testing of options to consider:

- At-grade improvements to existing junctions;
- Partial dualling;
- Partial grade separation;
- Partial dualling and partial grade separation; and
- Full dualling of the entire northern section of A1237 Outer Ring Road.

This document is the Executive Summary of the Final Study Report issued in September 2008.

### **3.0 2008 Baseline Analysis**

A review of the existing and predicted future year baseline transport issues and problems along the ORR was undertaken. The review included analysis of:

- Overall 'Degree of Saturation' and approach arm capacities for the ORR junctions;
- Traffic flow levels on links between junctions;
- Journey times along the ORR;
- Journey times along the Inner Ring Road (IRR); and
- Queue lengths at ORR junctions. The key issues of the baseline analysis are summarised below.

#### **Key Issues – Baseline Analysis**

- Highway capacity improvements on the A1237 are required to accommodate existing and future year traffic flows at many of the ORR junctions;
- Journey times on the ORR are predicted to increase from around 19 minutes to 27 minutes in 2021 representing a 42% increase;
- Average journey speeds on the A1237 are low and characterised by congestion and delays at junctions for both orbital and radial movements which impacts on public transport reliability;
- Significant queues are predicted to occur at a number of junction approaches;
- Almost all the junctions on the A1237 have congestion on certain approaches at present – this existing congestion is expected to worsen and new congestion to occur on other approaches;
- Link flows on the A1237 in future years are constrained by junction capacities; and,
- Journey times around the IRR are also predicted to lengthen in future years.

#### 4.0 2008 Options

The following highway improvement options were considered:

**Option A – Do Minimum** – This option was considered to reflect the likely future year baseline scenario and includes planned highways improvements Access York Phase 1 Park and Ride sites and the Highways Agency improvement scheme for the A1237/Hopgrove roundabout.

**Option B1 – Selected At Grade Junction Improvements (all junctions from Wetherby Road to Clifton Moor & Haxby Road)** – This option modelled upgrades to only the most congested of the junctions on the ORR. The junctions improved were Wetherby Road, A59, York Business Park, A19, Haxby Road and minor works at Clifton Moor.

**Option B2 – Selected At Grade Junction Improvements (all junctions from Wetherby Road to Strensall Road)** – This option models at grade improvements to all the junctions from Wetherby Road to Strensall Road.

**Option B3 – At Grade Junction Improvements** – This option modelled upgrading all the existing junctions on the ORR through at grade improvements such as localised widening of approaches and exits from the roundabouts to remove bottlenecks and enlargement.

**Option C1 – Selected At Grade Junction Improvements (Wetherby Road to Strensall Road)** – This option uses the improvements as per Option B2 and includes dual carriageway links from Wetherby Road to Clifton Moor.

**Option C2 – Dualled Links + At Grade Junctions** – This option builds on Option B by retaining the At Grade improvements and adding dual carriageway links from Wetherby Road to Clifton Moor junctions. These links sections carry the most traffic on the ORR and are also fairly short in length offering a targeted dual carriageway solution.

**Option D – Basic Dual** – This option developed Option C by introducing Grade Separated Junctions (GSJs) at the A1237/A59, A1237/York Business Park and A1237/A19 junctions. This option retained the dual carriageway links from Wetherby Road to Clifton Moor junctions introduced in Option C. The three junctions identified for GSJs carry the most traffic on this section of the ORR.

**Option E – Basic Dual + Extra Dualled Links** – This option built on Option D by adding additional dual carriageway links from the A1237/Clifton Moor junction to the A1237/Haxby Road junction.

**Option F – Enhanced Dual** – This option built on Option E by adding new Grade Separated Junctions at A1237/Clifton Moor, A1237/Wigginton Road and A1237/Haxby Road junctions.

**Option G – Enhanced Dual + Extra Dualled Links** – This option built on Option F by adding additional dual carriageway links to the remaining link sections on the ORR from the A1237/Haxby Road junction to the A1237/Malton Road junction.

**Option H – Full Dual** – This option modelled the ultimate solution of full grade separation and dualling along the entire length of the ORR. Through traffic has a free flow route from end to end.

**Option I – New Relief Road** – This option modelled the theoretical alignment of a new 'relief road' running parallel to, and North of, the existing Outer Ring Road with connections to the existing ORR at Wetherby Road, A59, A19 and Wigginton Road corridors.

## 5.0 2008 Option Assessment

The transport impact of the various highway improvement schemes considered was examined using both the SATURN city wide traffic model and a detailed PARAMICS micro-simulation model developed to model the A1237 ORR and its immediately surrounding study area.

Seven measures of performance were used to assess the impact of each scheme and compare the schemes against each other. These were:

- Journey times and average speeds along the ORR,
- Journey times along the IRR;
- Total network travel time in the ORR study area;
- Total network travel time across the City of York;
- Total network travel distance across the City of York;
- Total number of network trips and average vehicle speed for the City of York; and,
- Impact on P&R Trips.

The key findings of our assessment are shown below and in Table 1.

### Key Issues – Assessment of Highway Options

- Options analysed covered the full range of possibilities from do nothing through to the provision of a grade separated dual carriageway and additional link road.
- The modelling work suggests that both junctions and also links are restricting traffic flows on the ORR.
- The Do-Minimum option brings about some relief to congestion problems on the ORR.
- Option B3: At Grade improvements shortens ORR journey times by 5-6 minutes and performs better in all the indicators when compared to the Do-Minimum.
- The option of full dual (Option H) performs well in transport terms, but has a high cost and environmental impact.
- The impact of the options and performance against the seven indicators is directly proportional to the amount of improvement proposed at the junctions.
- The additional link road (Option I) does not perform as well as the on-line full dual alternative (Option H).
- Travel Time savings are predicted across all options when compared to the Do-minimum.
- P&R Trips increase with the introduction of Access York Phase 1 P&R in the Do Minimum (Option B) but P&R trip levels remain fairly static between the other options.

The purpose of this work stream was to assess the engineering feasibility of upgrading the north section of the York Outer Ring Road to dual carriageway standard. Proposed alignments and outline drawings of proposed junctions were also developed. High level engineering solutions were identified with the appropriate associated costs.

The key results from our desktop review of constraints are summarised below.

### **Key Issues – Assessment of Engineering Feasibility**

- Environment – No sites or areas of land with protected environmental designations such as Special Scientific Interest (SSSI) or Areas of Outstanding Natural Beauty (AONB) within the study area.
- Archaeology – No Scheduled Monuments within the study area.
- Architecture/Heritage – No World Heritage Sites within the study area.
- Engineering - 56 critical link constraints were identified, 36 of a high priority level of impact. The majority of the major constraints were the number of structures along the route and the presence of utility equipment.
- Engineering – The engineering feasibility of improving, replacing or adding new structures to upgrade the existing single carriageway structures to dual carriageway standard was examined within the full report and the key points are:
  - There is no case to demolish the existing structures;
  - Additional separate bridge structures should be constructed alongside; and
  - The same form of construction (pre-stressed concrete beams) should be used.
- Engineering – 28 junction constraints were identified, 26 of which are of a high level of potential impact. These were primarily due to utility company equipment being present in the junction area and close proximity to existing buildings.

### **7.0 Economy/Appraisal Summary**

Costs and benefits identified within the main report were taken forward into the appraisal process. Costs and benefits were discounted over a 60 year period to enable the calculation of the Benefit Cost Ratio (BCR) of each option.

The appraisal results and performance against the other key transport indicators are shown in Table 1.

The option that represents the best value for money is Option B1 with a BCR of 4.40. This is due to the selected approach to improvements where money is only spent of the most congested junctions.

However, Options D – H generate higher levels of transport benefits but cost more to construct. There is congestion within Option B1 which is removed in some of the more expensive options.

Option B2 includes roundabout improvements and subways at Wigginton and Strensall Road. Option B2 is a high value scheme with additional benefits (addressing severance of local communities) relative to Option B1.



Table 1 – Summary of Option Performance and Economy

Option	Year	Description	Outer Ring Road				Whole of York					City Centre		Economy					
			Journey Times ORR Clockwise	Journey Times ORR Anti-Clockwise	Annual travel time ORR	Daily AM Travel Time ORR	Whole of York Travel Time	Whole of York Travel Distance	Whole of York Number of Trips	Over Capacity Queues	Park and Ride Usage	Journey Times IRR Clockwise	Journey Times IRR Anti-Clockwise	Scheme Base Cost	Scheme Risk Cost	Total Scheme Cost	2014 Outturn Total Scheme Cost	BCR	Value for Money
			Minutes	Minutes	Hours 000s	Hours	Hours	000s km		pcus.hr	PCUs per Hr	Minutes	Minutes	£ million	£ million	£ million	£ million		
<b>Base Year</b>	2005	2008 Network	18.9	19.4	276	1,089	6,432	230	36,708	269	-	24	17	-	-	-	-	-	-
<b>Do Nothing</b>	2021	2008 Network	27	27	427	1,687	11,674	290	44,950	2,862	778	31.3	28.5	-	-	-	-	-	-
<b>Option A</b>	2021	Access York Phase 1 (3 P&Rs + A59 R/B upgrade) + Hopgrove R/B	25	27	477	1,886	11,314	297	44,950	2,502	1505	30.7	25.9	-	-	-	-	-	-
<b>Option B1</b>	2021	Selected At Grade Improvements (Wetherby Rd to Clifton Moor + Haxby Rd)	23	25	318	1,190	11,091	297	44,950	2,531	1498	29.9	24.6	£13,132	£3,500	£16,632	£21,659	4.40	High
<b>Option B2</b>	2021	At Grade Improvements from Wetherby Road to Strensall Road	21.3	22.4			10,899	299	44,950	2,155				£22,936	£5,213	£28,149	£36,657	2.60	High
<b>Option B3</b>	2021	At Grade Improvements at all Junctions	21	22	301	1,190	10,851	299	44,950	2,143	1510	29.7	24.3	£28,296	£6,482	£34,778	£45,290	2.32	High
<b>Option C1</b>	2021	At Grade Improvements from Wetherby Road to Strensall Road, with dual carriageway from Wetherby Road to Clifton Moor	16.4	19.3			11,013	299	44,950	2,552				£42,131	£5,213	£47,344	£61,654	1.60	Medium
<b>Option C2</b>	2021	Dual Wetherby Rd to Clifton Moor	16	19	318	1,257	10,976	298	44,950	2,531	1552	28.8	23.3	£47,491	£6,482	£53,973	£65,313	1.42	Medium
<b>Option D</b>	2021	Dual Wetherby Rd to Clifton Moor (GSJ A59 - A19)	16	19	295	1,168	10,064	296	44,950	1,666	1504	27.9	22.4	£83,334	£14,362	£97,695	£115,491	0.90	Poor
<b>Option E</b>	2021	Dual Wetherby Rd to Haxby Rd (GSJ A59 - A19)	14	17	282	1,115	9,970	296	44,950	1,582	1514	27.8	22	£87,785	£14,362	£102,147	£122,076	0.92	Poor
<b>Option F</b>	2021	Dual Wetherby Rd to Haxby Rd (GSJ A59 - Haxby Rd)	14	15	292	1,154	9,661	293	44,950	1,366	1524	27.3	21.3	£111,503	£21,483	£132,986	£157,215	0.67	Poor
<b>Option G</b>	2021	Dual Entire Length, (GSJ Wetherby to HaxbyRd)	12	12	300	1,186	9,397	294	44,950	1,274	1530	26.5	20.6	£136,595	£23,785	£160,380	£193,986	0.52	Poor
<b>Option H</b>	2021	Dual and Grade Separated Entire Length	11	11	288	1,140	9,381	293	44,950	1,301	1532	26.6	20.7	£170,396	£33,007	£203,403	£243,196	0.44	Poor
<b>Option I</b>	2021	Relief Road Wetherby Road to Hopgrove	17	17	474	1,875	10,005	302	44,950	1,668	1524	27.8	22.5	£128,190	£15,470	£143,660	£180,179	0.01	Poor

**8.0 Conclusions and Recommendations**

Options have been investigated which cover the full range of possibilities from the revised baseline condition through to the provision of a grade separated dual carriageway and the provision of a new additional link road.

The study recommends that Option B2: Selected At Grade Improvements (Wetherby Road to Strensall Road) should be taken forward.



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**Executive**

23rd September 2008

**Report of the Director of Resources****Medium Term Financial Strategy 2009/10 to 2011/12****Summary**

1. This report covers both the council's financial position for the next three years (the Medium Term Financial Forecast or MTFF) and potential options for bridging the gap between the expected budgetary position and the funding available. It also identifies a number of longer term improvements to the financial planning and budget process that will help to secure the Council's financial position in the future and the Executive are asked to endorse these.
2. The report provides not only the MTFF but also details of the proposed methodology and timescales for addressing these pressures. It also outlines options in terms of closing the budget gap for 2009/10.
3. As part of moves to address future funding gaps the report explores the options available for moving to a more strategic approach to meeting future budget pressures and for delivering efficiency improvements across the council's services. The need for efficiency savings is set out in detail in the report, including consideration of the Government's national targets. Successful achievement of efficiency will not only assist the budget process but, over time will drive it, enabling a better deployment of resources to meet the ever present need to reprioritise the council's efforts. This process will be a key element in meeting the commitment to the priority for improvement "*Encouraging improvement in everything we do*".

**Background****Elements of a good financial strategy**

4. The Council must embrace the key features of good financial planning and these need to be adhered to if it is to deliver its priorities and ensure good value for money.
5. It is important that the financial strategy seeks to ensure the following;
  - It must be long term (a five year period for example), with a focus upon the strategic business objectives of the Council
  - It must be on-going, the process of setting one years budget should begin almost immediately after the previous one has been set

- There needs to be clear Member involvement
- It must seek to redistribute resources to ensure alignment of priorities
- It needs to be prudent and flexible to changes in circumstances
- Clear targets need to be established over a number of years, with these subject to review
- The strategy needs to be understood within the organisation and owned by senior managers
- It needs to be informed by good information and understanding of the issues facing the council
- The strategy should incorporate an ongoing Corporate Efficiency Programme
  - It is clear that not all of the above can happen immediately however the above represent some fundamental issues and principles which need Executive endorsement.

### **Efficiency and Value for Money**

6. The efficiency agenda is evolving and has become much more challenging from 2008/09 onwards. This section will give a brief background and position statement of where the council currently is and what is needed to drive the efficiency agenda forward.

### **Background**

7. The initial efficiency agenda that was introduced as part of the Comprehensive Spending Review (CSR) in 2004 came to an end in 2007/08, an amended process has been introduced as part of CSR07 for 2008/09 which will run until 2010/11.
8. The initial scheme, which was originally known as 'Gershon' had cashable and non-cashable targets totalling 2.5% per annum against a Government prescribed baseline of which at least half had to be cashable i.e. cash releasing savings. The Council's cumulative target for the 3 years was £8.8m and the Council to achieved £10.9m, an over achievement of £2.1m. The £10.9m comprises of £9.6m cashable and £1.3m non-cashable savings.
9. The whole of the cashable savings declared to date have originated as part of the annual budget process as savings proposals to balance the budget which, after scrutiny, have also met the Governments criteria to be classed as an efficiency saving. The annual value of cashable efficiencies achieved is shown in the table below.

	<b>2005/06</b>	<b>2006/07</b>	<b>2007/08</b>	<b>Total</b>
	£000	£000	£000	£000
<b>Annual Target</b>	2,587	3,284	2,935	8,806
<b>Cashable Achieved</b>	3,749	3,046	2,841	9,636
<b>Surplus</b>	1,162	-238	-94	830

10. In an effort to review efficiency outside of the budget setting process the council put together two programmes, a corporate efficiency review programme and a corporate procurement strategy which were approved by the Executive in September 2007. The programmes were compiled from the following areas;
- Results from Audit Commission benchmarking
  - Results from CYC benchmarking work
  - Existing efficiency focussed reviews and projects
  - Suggestions made at staff workshops
  - Financial performance within some services
11. A review of these programmes is showing that there is unlikely to be any large cashable efficiencies coming through over the next 3 years. The major initiatives such as the move to the new office accommodation and the Easy at York project should produce some significant efficiencies but not within the 3 years of this review. Other projects are more directorate based and as such any savings will come through the budget process.

### **The Amended Efficiency Process**

12. As part of CSR 07 it was announced that the efficiency agenda would continue although there will be several key amendments to the process, these are as follows.
- The non-cashable element has been removed and all efficiencies have now to be cashable.
  - The cashable savings are set against a 3% per annum national target although officially there is no requirement to set a target at individual local authority level.
  - An amendment to the calculation of the baseline removes the credit for capital receipts and increases the baseline accordingly
  - The reporting of efficiencies achieved to Government has been made less onerous.
  - The whole efficiency approach adopted by the authority will be subject to enhanced scrutiny through the new Comprehensive Area Assessment process which will focus on how the council is tackling efficiency and getting full engagement with partners as opposed to how much of the target has been achieved.
13. Under the rules of the new scheme Local Authorities are allowed to carry forward any surplus cashable savings from the previous three year period, in York's case this is £830k as shown in the table above. The baseline for 2008/09 for the Council is £140.3m so to achieve 3% efficiencies would mean finding

£4.2m less the £830k gives a target for 2008/09 of £3.4m. The efficiencies identified from the 2008/09 budget process are £1.9m which gives a shortfall of £1.5m.

14. Although the Government have said that there are no local targets the Minister for Local Government John Healy has been quoted several times saying that the target is 3% per annum for council's and to not achieve this would need some strong justification. Therefore for illustrative purposes in this report a 3% per annum target has been used.
15. The budget savings that are classed as efficiencies are showing a decreasing trend which perhaps is highlighting that the departmental inward looking approach is exhausting the efficiencies at that level. Assuming that the budget process continues in its current form and efficiencies of £1.9m continue for the next 2 years, which in itself is a big assumption, the shortfall in meeting a 3% efficiency target will be £6m as shown in the table below.

	<b>2008/09</b>	<b>2009/10</b>	<b>2010/11</b>	<b>Total</b>
	£000	£000	£000	£000
<b>Annual Target</b>	4,200	4,200	4,200	12,600
<b>B/fwd</b>	830			830
<b>Estimated Cashable</b>	1,900	1,900	1,900	5,700
<b>Shortfall</b>	1,470	2,300	2,300	6,070

16. To find £4.2m each year for the next 3 years is an enormous task for the council as the current process of backward looking from what has been put forward for the budget is not adequate. To find £12.6m over this period needs a rigorous review of key council functions and some major corporate initiatives are needed to deliver some large cashable savings.
17. To assist Local Authorities the Government will be allocating £185m nationally via the new Regional Improvement and Efficiency Partnerships (RIEP's) which are an amalgamation of the Regional Centres of Excellence and the Regional Local Government bodies. Yorkshire and the Humber has been allocated £17.4m and therefore the Council will need to monitor progress as to how this resource is going to be used to assist the region in achieving the efficiency target.

#### **Actions to drive forward the efficiency agenda**

18. There is a need to kick start the efficiency programme and ensure it receives the attention and focus required to deliver the savings. The Corporate Efficiency Programme will be led by the Director of Resources, but will require Corporate ownership throughout the organisation. Specifically it is proposed to:-
  - Create an officer Corporate Efficiency Board who will oversee the delivery of the various projects supported by a dedicated team of officers.
  - Procure an external Performance Partner to conduct a scoping exercise to identify areas where large efficiencies can be made then look to implement a

series of efficiency reviews. The procurement process will focus on the prospective partners' risk and reward model with the objective of having no risk to the council and agreeing a rebate of fees if the efficiencies are not delivered. This approach has been used with the performance partners who are undertaking the review of client transport.

- Authorise the CEB to be responsible for the allocation of the £1m efficiency fund (subject to council approval of the £1m being transferred from reserves).

### **An ongoing budget process**

19. Whilst there will be a need to address the 2009/10 budget in coming months, it is considered that as from early 2009 an ongoing mechanism needs to be put in place, involving senior members and Officers. One option would be to create a group that oversees on an ongoing basis the implementation of the Single Improvement Plan, key Council priorities, and develops the Medium Term Financial Strategy, ensuring links with Corporate priorities. Further discussions will be held with members to agree the precise nature of this, but it is considered that this needs to be an ongoing process.

### **The Underlying Financial Position**

20. The financial strategy is a key element of how the council plans for the future. To be truly effective it needs to map potential positive and negative impacts on the council's finances and, in so doing, identify the scale of the challenges facing the organisation.
21. The MTFP shows that over the medium term, even with potential funding for council priorities and service improvements excluded, growth pressures will continue to outstrip the levels of funding available by nearly £6m in 2009/10 and £5.5m and £3.8m in the two following years. The figures in this table assume:
- a. council tax increase of 5% each year
  - b. A 1% increase in the council tax property base
  - c. Revenue Support Grant (RSG) at provisional levels from the 3 year settlement
  - d. One off budget pressures are funded from reserves in each year (2009/10 £1,351k, 2010/11 £698k, £2011/12 £651k)
  - e. No contribution from the collection fund surplus in any year

	<b>2009/10</b>	<b>2010/11</b>	<b>2011/12</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Unavoidable Expenditure Pressures	9,570	9,362	7,855
Contingency Provision	1,000	1,000	1,000
<b>TOTAL BUDGET PRESSURES</b>	<b>10,570</b>	<b>10,362</b>	<b>8,855</b>
Estimated Increase in RSG	(1,159)	(1,108)	(1,108)
Increase in Council Tax (5%)	(3,490)	(3,690)	(3,900)
<b>BUDGET GAP TO BE FUNDED</b>	<b>5,921</b>	<b>5,564</b>	<b>3847</b>

22. Table 1 demonstrates that, in 2009/10 the council faces spending pressures of just under £6m and that whilst the gap is forecast to reduce in 2010/11 and 2011/12, the residual gaps will remain a major challenge for the council. It should be noted that this gap represents the level of saving which will have to be made for the council to merely stand still financially. There is also an exercise currently underway to identify cost pressures within Service Areas which are not included in the table above and in some cases these could be significant. A more detailed analysis of the financial position excluding departmental cost pressures is attached at Annex 1

### **Addressing the Gap**

23. There are a number of ways in which the council can meet these financial pressures. These approaches have already been endorsed by the Council in the past and include:
- a. Controlling growth so that only the truly unavoidable is funded.
  - b. Critically evaluating directorate requests for the reprioritisation of resources so that the council's scarce resources are focussed in those areas that have the highest impact on our priorities.
  - c. Requiring all Assistant Directors to identify potential efficiency savings within their areas.
  - d. Requiring all Directors to identify potential efficiency savings or service reductions across their areas of responsibility.<sup>1</sup>
  - e. Bringing the achievement of additional income more clearly into the budget process.
  - f. Identifying invest to save opportunities;
  - g. Delivering on a programme of strategic efficiency reviews and strategic procurements based on that agreed by the Executive in September 2007.
  - h. Utilising reserves and time limited funding to support one off initiatives.
-



## Consultation

24. Consultation with key stakeholders and York Citizens is currently being planned and is likely to consist of a budget questionnaire being sent to each household and supplemented by meetings/forums with the business community, the voluntary sector and other key groups. As part of this process the impact of the equalities agenda is also being considered and appropriate measures to address these issues will be included in the final process.

## Options

25. The primary focus of this report is to update the Executive about the council's projected financial position for the next three years and steps that could be taken to deal with the underlying pressures that have been identified.

## Corporate Priorities

26. The financial strategy is the outline framework against which the council's priorities must be delivered. In addressing the underlying budget gap the council is ensuring the continued delivery of current services. Reprioritisation will enable the council to address its changing needs and objectives.

## Implications

27. The following implications apply to this report:
  - **Financial.** Whilst it has no direct financial implications this report and the attached strategy present the Executive with an outline of the council's financial position for the next three years and potential actions available to it.
  - **Human Resources (HR).** None from this report. HR implications may arise as the result of actions taken during the budget process and these will be addressed at an appropriate stage in the process.
  - **Equalities.** None from this report.
  - **Legal.** None from this report.
  - **Crime and Disorder.** None from this report.
  - **Information Technology (IT).** None from this report.
  - **Property.** None from this report
  - **Other.** None from this report.

## Risk Management

28. The development of a three year finance strategy is always subject to a degree of uncertainty. The principal risks and mitigating actions are identified below:
- **Government grant levels are different to those anticipated.** For 2009/10 the figure issued by DCLG have been used and as such it is unlikely that a smaller grant increase than that shown will be made.
  - **Additional spending pressures are not identified.** To minimise the risk of spending pressures not being identified the budget is developed in partnership between directorate management teams, directorate finance teams, and central finance staff.

## Recommendations

29. The Executive is asked to:
- a. Endorse the fundamental principles of the future approach to the financial strategy and financial planning as highlighted in para 5.
  - b. Endorse the approach to addressing the efficiency agenda, and specifically the procurement of a performance partner to develop the process supported by an officer board who will manage the £1m invest to save efficiency fund and manage the process. (para 18)
  - c. Formally adopt the proposed approach to balancing the budget and to note the relevant savings targets:

## Contact Details

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**Chief Officer Responsible for the report:**  
**Ian Floyd**  
Director of Resources

**Report Approved**  *Yes* **Date** *12 September 2008*

**Specialist Implications Officer(s)** *n/a*

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

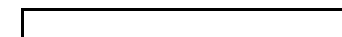
**All**  *All*

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

**Background Papers:**

None

	2009/10	2010/11	2011/12
	£'000	£'000	£'000
<b>Unavoidable Expenditure Pressures</b>			
Pay Increases for APT&C (2.5%, 2.5%, 2.5%)	2,400	2,460	2,520
Pay Increments	800	-	-
Non-fuel price inflation (non-avoidable expenditure increases only - all other budgets cash-limited). <b>NOTE</b> there may be fuel impacts on these budgets - e.g. transport costs	2,400	2,500	2,600
Fuel price inflation (electricity and gas) (14%, 10%, 10% gas and 60%, 10%, 10% electricity) - electricity is currently 49% above our current contract rates	390	470	242
Cost of Treasury Management, including borrowing, MRP etc	1,292	2,052	1,573
FYE 2007/08 growth items	1,032	108	308
2007/08 savings not deliverable in following years	89	-	-
IT Development Plan - non schools	500	500	500
Waste PFI	667	1,272	112
<b>Unavoidable Expenditure Pressures Total</b>	<b>9,570</b>	<b>9,362</b>	<b>7,855</b>
<b>Funding Changes</b>			
Additional Grant due to Transfers	-	-	-
Estimated Increase in RSG	-1,159	-1,108	-1,108
Adjustment for prior year Collection Fund Surplus - assume that remains static at £200k pa - but needs to be reviewed in process	-	-	-
Increased Council Tax from assumed 1% increased base and 5% rate all years	-3,490	-3,690	-3,900
<b>Funding Changes Total</b>	<b>-4,649</b>	<b>-4,798</b>	<b>-5,008</b>
<b>NET BUDGET POSITION BEFORE EFFICIENCY SAVINGS AND DEPARTMENTAL PRESSURES</b>	<b>4,921</b>	<b>4,564</b>	<b>2,847</b>



<b>CONTINGENCY PROVISION</b>	<b>1,000</b>	<b>1,000</b>	<b>1,000</b>
<b>DEPARTMENTAL BUDGET ISSUES IDENTIFIED (for details see separate list)</b>			
Non-recurring pressures	1,351	698	651
<i>Funding Changes</i>			
Use of reserves to fund non-recurring pressures	-1,351	-698	-651
<b>Total Departmental Budget Issues Identified</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>NET BUDGET POSITION AFTER DEPARTMENTAL PRESSURES</b>	<b>5,921</b>	<b>5,564</b>	<b>3,847</b>



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**Executive****23rd September 2008**

Report of the Director of Neighbourhood Services

**Waste Management Strategy 2008/2014 – Refresh****Summary**

1. The City Council's Waste Strategy was approved in October 2007 with a series of specific actions to be progressed. The Executive also requested that an annual update report be provided each year at this time. This report provides that update and builds on it to include consideration of the impacts of the Waste Strategy for England 2007. The report recommends the adoption of a 50% recycling target for the City, and approval of action plans to achieve that and other statutory targets.

**Background**

The following section updates actions taken on decisions of Members last year

**Update on Agreed Actions****Waste Minimisation.**

2. A comprehensive waste minimisation work plan has been produced for 2008/2009. To provide context for waste minimisation activities a strategy and action plan is to be provided for Members consideration elsewhere on this agenda.

**Groves Recycling Pilot.**

3. A budget of £80K in 2008/9 with a full year budget of £160K was agreed in order to trial recycling methods in the terraced properties and flats of the Groves. Progress has been made on the development of phases 1 and 2 of the "Groves Area trial". These phases will include 321 flats and 242 terraced properties, comprising a mix of property types typical of other areas of the city. These phases are programmed to go "live" by mid October 2008. Phase 3, the remainder of the trial area (823 properties) is scheduled for spring 2009.

### **Recycling to all households.**

4. Members agreed a rollout of recycling across all households from April 2009, with a provisional annual cost of £241K. Details of roll out will be subject to completion for the Groves project, though proposals are contained in item paragraphs 24 - 30 below

### **Improving participation**

5. An annual budget of £30k was agreed to be included in the Council's budget each year to help improve participation levels in kerbside recycling, subject to the usual value review as part of the budget build process;

In 2008/2009 the £30k budget will be allocated to the following range of work:

- Participation monitoring
- Capture rate analysis and monitoring to be done at determined intervals.
- Door stepping in low participation areas.

### **Recycling in schools and commercial contracts**

6. Provision of recycling to schools and commercial organisations. Recycling collection service at schools and some council offices was improved in February 2008 with range of materials collected expanding from paper only to paper, cardboard, plastic bottles and cans. The amount of recyclables collected at these properties has increased from 1 to 6 tonnes per week. Further development of the recycling collection scheme for other council buildings is ongoing.

Agreement has been reached with Yorwaste to develop a partnership waste and recycling service to local businesses. Plans are progressing and full service will be available by the end of 2008.

### **Use of surplus LATS permits**

7. For the 2007/2008 financial year it is understood that most local authorities will comfortably meet their LATS targets without needing to use the trading system. There is likely to be a significant surplus of landfill allowances available for purchase on the market. This means that the value of each landfill allowance will be negligible. The opportunity to sell any surplus landfill allowances is therefore likely to be very restricted. The council has been credited with 30,728 tonnes of surplus allowance which has been banked into next year's scheme. The market will continue to be monitored in 2008/2009 so that any opportunity to sell surplus landfill allowances can be taken.

## Service Achievements & Current Position Against Targets

8. In 2007/2008, the Council achieved a combined household waste recycling and composting rate of 43.37%. This was achieved against a government target of 20%. The performance improved by 3.44% compared to 2006/2007. In terms of the 2006/2007 league table, the 2007/2008 performance level would place the Council in the top quartile.
9. Factors contributing to the achievement of the 2007/2008 household waste recycling and composting rate of 43.37% are:
  - Household Waste Recycling Centres - Average municipal waste recycling and composting rate of 69.32%.
  - Kerbside Recycling - Average amount of 173 kg of dry recyclables collected per household. This compares favourably to national data published in a recent WRAP report about kerbside recycling.
10. Another significant improvement was achieved for BVPI 84a which measures kg of household waste collected per head of population. In 2007/2008 the amount collected was 512.25 kg compared to 538.54 kg in 2006/2007. This represents a 4.88% reduction.
11. On the basis of progress made, and ongoing development of schemes it is anticipated that LATS targets for 2008/2009 and 2009/2010 will be met.

## Main Drivers for Change

### Waste Strategy 2007

12. The Waste Strategy for England was published in May 2007 and will help inform this refresh of the City Council's strategy. The Government recognised "significant progress" since its 2000 Strategy with four fold increases in recycling and composting and a significant fall in the growth rate of municipal waste to 0.5% per annum. It reports that England is "making good progress" in meeting its 2009/2010 Landfill Directive target. The new strategy seeks to build on this progress and proposes 6 key elements for action: The strategy also makes explicit links between waste management and climate change.
13. **Incentives.** The government aims to create incentives to promote the management of waste higher up the waste hierarchy. The most immediate significant action is to increase the level of annual landfill tax escalator by £8 per tonne from 2008 to "at least" 2010/2011 (increasing landfill tax from £24 per tonne in 2007 to £48 per tonne in 2010). The impact of this within York on a present day scenario is to increase costs by £1m by 2010. The government is also looking at ways to enable local authorities to introduce financial incentive schemes for householders who recycle, and investment into the use of secondary recovered fuel for combined heat and power.

14. **Effective Regulation.** The government is seeking to simplify the waste regulatory system to reduce costs to businesses, and will be consulting on measures to further restrict specific waste streams to landfill in order to reduce greenhouse gas emissions and improve resource use. The need for effective enforcement to ensure compliance with waste regulations is also recognised, in particular action to reduce flytipping and illegal dumping abroad.
15. **Target materials, products and sectors.** Targeting specific waste streams has proven to be effective in gaining improvements in environmental and economic outcomes. The government is supporting a range of activities to deal with “key waste materials”, namely paper, food, glass, plastics, aluminium, wood and textiles. Working with industry, government aims to produce policies and producer liabilities to realise “significant further environmental benefits”. Such actions would include reduced packaging, life cycle product design, development of Site Waste Management plans for construction projects etc.
16. **Invest in Infrastructure.** The government recognises the need for investment and planning of waste segregation, sorting, and processing facilities close to householders and businesses. The government is therefore seeking to strengthen advisory and support services to stimulate markets, and to link regional strategies and procurement. PFI and other capital controls will be used to “encourage a variety of energy recovery technologies (including anaerobic digestion)”
17. **Local and Regional Governance.** The government will seek to strengthen the ability for two tier authorities to work together and establish a new performance framework. The government will also be looking to local authorities to take a wider role along with the Regional Development Agencies to encourage local businesses to improve their waste management performance, and to encourage partnership with third sector organisations.
18. **Culture change.** Whilst recognising that many people do now actively participate in recycling schemes, the government believe that further action is needed by people and businesses to embed this changed behaviour across all aspects of life. Activities such as campaigns, education, schools, and involvement of third sector organisations are seen as key activities to embed the need to manage our waste better. The government is seeking to embed sustainability and resource management into its procurement operations and has set itself targets for reducing and recycling its own waste. The government is looking for the public sector as a whole to follow this lead.

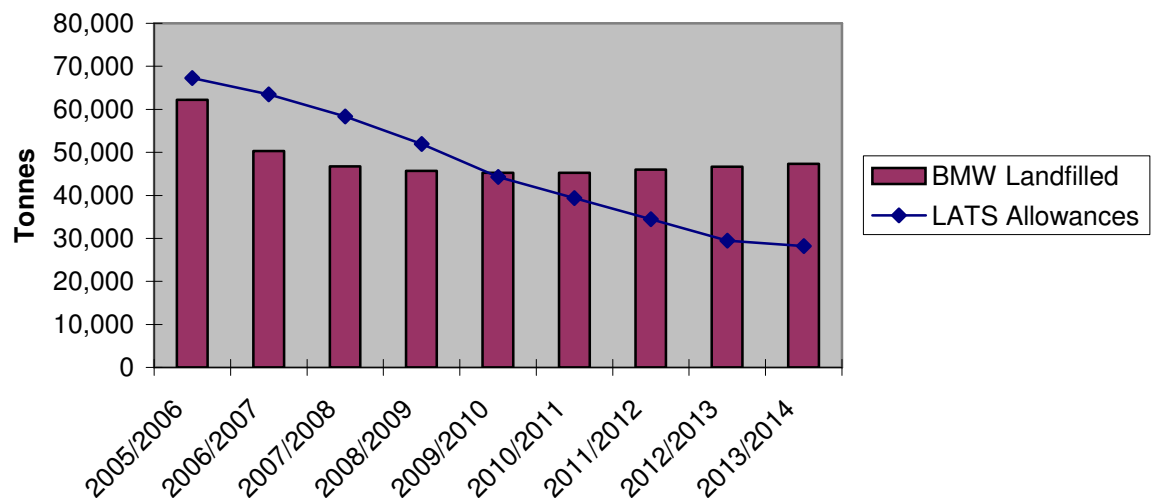
### **Landfill Allowance**

19. The implementation of proposals approved by Members in 2007 means that the Council is well placed to meet its 2009/2010 Landfill Allowance target. However, even assuming a proposed 50% recycling rate the annual reduction of Biodegradable Municipal Waste (BMW) going to landfill will not meet the



targets beyond 2010/11 without further developments or the introduction of new initiatives. The shortfall in permits from 2010/2011 means that the financial position will become worse each year. Unless schemes can be implemented to increase the amount of BMW diverted from landfill the Council would have to purchase permits in 2010/2011 or pay penalties of £0.9 million for failing to meet the LATS target. Assuming that LATS penalties of £150 per tonne are incurred the cost could be as much as £8.2 million from 2009/2010 to 2013/2014. It is clear that a substantial increase in recycling and composting of BMW, or other diversion methods, is required from 2010/2011 to avoid having to pay LATS penalties to the Government.

### LATS Current Projections - Do Nothing



Note: Performance assumes that waste growth is controlled at 1%

Financial Year	LATS Surplus	LATS Deficit	Penalty Cost (£150 per tonne)
2008/2009	6,260	-	
<b>2009/2010</b> (target year)	-	940	£141,000
2010/2011	-	5,920	£888,000
2011/2012	-	11,540	£1,731,000
<b>2012/2013</b> (target year)	-	17,170	£2,575,500
2013/2014	-	19,130	£2,869,500
<b>Total</b>			<b>£8,205,000</b>

**Household Waste Recycling Act 2003**

- 20. The Household Waste Recycling Act 2003 requires all Waste Collection Authorities (WCAs) in England to provide all households with kerbside collections for at least two recyclable materials by 31 December 2010. Current performance against requirements are detailed in Annex 2, and shows that there are currently 10,930 properties (including 2,000 flats) which do not meet the criteria of the Act.

**Miscellaneous**

- 21. Although waste growth nationally has been seen to reduce to 0.5% the increases in population in York is expected to present additional challenges to waste management. The number of households is expected to grow by 1,000 per year over the life of this strategy, potentially resulting in an additional 5,000 tonnes of waste produced per annum
- 22. Commercial waste is coming under increasing focus nationally and the recent House of Lords Select Committee encourages local authorities to develop partnerships to improve waste management for businesses. This could include the development of recycling services and provision of advice to local businesses on waste reduction measures.

**Targets**

- 23. The following targets represent the current statutory and corporate targets, and the ambitions of this Waste Strategy.

<b>TARGETS 2008 TO 2014</b>	
WS1	By end of 2010 all households where practicable will be served by full recycling scheme
WS2	To increase the percentage of household waste sent for reuse, recycling and composting to 50% by 2011/12
WS3	Overall satisfaction with household waste collection services (including doorstep recycling) to be no less than 90% by 2011/12
WS4	To reduce the percentage of municipal waste sent to landfill to 50% by 2014
WS5	To continually reduce Biodegradable Municipal Waste going to landfill to meet the Council's Landfill Diversion targets

## **Consultation**

### **Options**

24. In order to meet the Council's medium term waste management targets Members approved some initiatives in 2007. As detailed below these initiatives have helped to make significant progress against LATS and Household Waste Recycling Act 2003 targets. However, further development is still required to meet obligations from 2008/2009 to 2013/2014. There will need to be a combination of initiatives adopted to obtain the most cost effective and efficient method of meeting these. Whilst the following proposals are not exhaustive they do represent officers views on the most appropriate items for consideration.

#### **Initiatives Approved By Members In 2007**

##### **Waste Minimisation Programme**

25. A key element to achieving sustainable waste management is waste minimisation. A Waste Minimisation Strategy is reported on this agenda for Members consideration. The strategy will aim to limit waste growth to 1% per annum across the city . This will equate to a zero growth in waste per household. This is consistent with the York and North Yorkshire Partnership Waste PFI Business Case, and is more challenging than similar strategies in London and Yorkshire
26. The strategy will provide a focus for targeted campaigns. A key element will be to support of businesses and the community sector in promoting waste minimisation. The current budget of £50K per annum is the minimum requirement for these activities.

##### **Roll Out of Kerbside Collections across City**

27. The Groves trial will provide the necessary information and data on which to plan the rollout of kerbside recycling to all households in the City that currently have limited collections or no service at all. The rollout needs to be completed by December 2010 to comply with the requirements of the Household Waste Recycling Act 2003. This would cover approximately 10,930 properties including 2,000 flats. It is proposed that the rollout be in three phases of approximately 3,000 properties in specified geographical areas over the financial years 2009/10 and 2010/11.
28. Currently the Friends of St Nicolas Fields charity carry out recycling operations at 5,350 households in the city centre under a Service Level Agreement with the council. The charity is currently reviewing its own position regarding future service provision. There will need to be an ongoing engagement to ensure that we maximise the potential of this sector in delivering the rollout.

29. It is also proposed that provision of full recycling be supported by the introduction of an alternate week system of collection of residual and recyclates (AWC) across the City. Consideration needs to be given to the 12,250 properties which receive a full dry recycling service but maintain a weekly refuse collection service. The introduction of AWC is proven to reduce waste taken to landfill and it is estimated that an additional 210 tonnes would be recycled. If this is to be introduced it could be supported by improving the recycling containers provided (see para 33 below), and providing green waste collections where appropriate.
30. The expansion of the kerbside recycling service would mean that there is more consistency in service provision across the city and all householders would be able to contribute to recycling. It will also ensure that the Council will achieve compliance with the Household Waste Recycling Act 2003, provide a consistent service across the City, and satisfy customer demand for kerbside recycling.
31. This action will divert an additional 1,760 tonnes away from landfill (including 880 tonnes of BMW). This will result in a saving of £83K per annum in landfill charges at current rates and will help reduce the potential LATS penalties by £156K in 2010/11.
32. The costs of introducing recycling to all households would equate to an additional 2 recycling rounds at a total revenue cost of £260 K per annum. In addition there would be an additional capital cost of £229K for containers which could be covered by the Waste Infrastructure Capital Grant 2008/2011
33. Additional staffing and marketing resources will be required for the service development. In particular the detailed work needed for the introduction of recycling to flats needs individual tailored solutions, and research suggests that this would amount to two additional staff plus promotional materials. The additional rounds and the increased customer focus of crew supervision would require an additional supervisor post to be established. An additional budget of £100K per year would be required to cover these issues.

## **New Initiatives & Further Development**

### **Improving Performance, Quality and Efficiency of existing services**

34. It is essential that the investment in recycling infrastructure is maximised to continually improve our performance and diversion of waste from landfill. Furthermore the changes in services over the past 3 to 4 years, with consequent dramatic improvements in recycling and service performance, together with the proposals contained within this report gives the opportunity to review service quality and delivery efficiency.
35. Ensuring maximum participation in the recycling services will make for a more cost effective service. Targetting campaigns and resources at “underperforming areas” is a key strategy in any successful recycling

scheme. Levels of participation and capture rates vary considerably across the City. To gain a better understanding of this situation, and to target promotional and educational actions, it is proposed to undertake regular surveys each year. This will help to target resources more effectively, drive up recycling rates, and assist in prioritising service developments. A national standard methodology for this work has been developed, and this would require an annual budget of £30k to produce robust and reliable data to base actions on. The current average kerbside recycling participation rate is thought to be around 60%. It is estimated that increasing this rate to 70%, and improving capture rate, would divert an additional 1,850 tonnes of waste from landfill (including 930 tonnes of BMW), giving a saving of £87k at current rates. Educational and promotional activities to support the improvement in performance are currently contained within the current budget, but will be targeted and evaluated more effectively.

36. Service quality is major issue which can significantly affect public perception and use of services. Although customer satisfaction with the waste services is increasing it is still only average compared with other similar unitary councils. One aspect of particular concern is that of the containers for recycling. A visual inspection of recycling set out suggests that the current provision of a 50Litre box and a bag is inadequate as more people have become more committed to recycling. The 2007 residents survey showed only 33% of residents satisfied with the recycling containers they are provided with. If the intention is to further increase the capture rate, this situation will only get worse. Consideration should be given to the development of a multibox box standard service, with lidded boxes provided for three recycling streams, paper and card / glass / plastics and cans. These can be simply stacked on top of each other, significantly improving appearance and presentation whilst helping to reduce contamination and litter. Operationally this system would be much simpler and quicker for the workforce and significant efficiencies can be anticipated. The cost of improving this provision (approx. £625K) could be contained within the Waste Infrastructure Capital Grant over the period 2008-2011
37. In order to ensure continuous improvement the service will seek to maintain its Charter mark status, and will introduce a new NVQ based staff development and customer care programme. In planning new services consideration will be given to access and inclusion across the diverse population of the city.
38. The proposals in this report present opportunities to improve service efficiency. The roll out of the recycling service, potential improved and more consistent service provision, plus completion of job evaluation process are all significant changes which give us the opportunity to re-examine our current operations. We are already aware of areas of duplication and unevenness of service demand through the week. A reschedule of rounds and working patterns given the certainty of future service direction will produce efficiency savings.

### **Household Waste Recycling Centres – Permit scheme**

39. Approximately 28% of all households waste is collected at the Council's 3 Household Waste Recycling Centres. These Centres contribute significantly to the waste strategy targets of reducing waste disposed at landfill. However the current physical condition of 2 of the sites is less than desirable, and major operational and customer difficulties arise. In addition there is strong evidence of inappropriate disposal of trade waste at these sites.
40. Household Waste Recycling Centres are provided so that residents of York may deposit their excess household waste free of charge. In recent years the amount of people using vans, pick-up trucks, commercial vehicles and trailers to deliver large quantities of waste to the sites has dramatically increased. The use of such vehicles often pose health and safety risks to other site users and cause delays and inconvenience.
41. Many other local authorities have introduced schemes to reduce this inappropriate use and a further report is presented to Members later on this agenda. The proposals will be cost neutral.

### **Introduce public space recycling facilities**

42. York receives over 4 million visitors a year to its parks and open spaces. In order to provide opportunities to recycle two recycle centres were placed within the City Centre in Autumn 2007. These have not been successful due to the limitations on signage within a heritage centre, and the lack of personal advice available "on the street". Consideration is being given to relocating these into the City's parks and open spaces. The schemes could be given a greater visibility within the open space environment. As the parks have attendants, they would be able to advise visitors of the facilities and supervise the schemes. This would help make recycling available to visitors and assist the parks maintain their green flag status. If successful additional sites could be developed.

### **Kitchen Waste**

43. Kitchen waste now represents the largest fraction of BMW being sent to landfill. In a WRAP 'Food We Waste' report it is indicated that each person in the United Kingdom unnecessarily throws away 70 kg of food waste each year. On the basis of this data there is approximately 13,000 tonnes of kitchen waste from households in York's waste stream, most of which is still going to landfill and significantly contributing to the gases being emitted from such sites. Diverting some of this BMW from landfill would make a significant contribution to meeting the LATS targets.
44. The Council cannot meet its LATS targets for 2010/2011 and beyond by only operating the recycling and composting initiatives detailed in this report.

Other work will be required to address this shortfall before the Waste PFI becomes project operational.

45. Attention nationally is moving towards the issue of food waste with campaigns such as Love Food Hate Waste gaining political support at the highest level. In addition the Government sponsored ROTATE project is providing support to encourage local authorities and businesses to introduce food waste collection schemes.
46. Members considered this issue last year and rejected the provision of household kitchen waste collection, however in the changing national climate may wish to reexamine the issue more fully. Consideration could also be given to the introduction of commercial food waste collection. In all cases a suitable treatment plant would need to be available

### **Interim Waste treatment to comply with LATS**

47. As indicated in paragraph 22, the Council cannot meet its LATS targets for 2010/2011 and beyond by only operating the recycling and composting initiatives detailed in this report. Addressing the LATS issues in the period before the Waste PFI becomes operational is essential. Consideration needs to be given to sending residual waste to an appropriate waste treatment plant and/or collection of kitchen waste as the only options currently being considered to enable LATS targets to be achieved.
48. Interim waste treatment options have been explored by the North Yorkshire Waste Partnership. It was anticipated that an outcome would be known at this stage, however as noted in a report to the Executive on the 9<sup>th</sup> September 2008 this is not the case and a further report will be submitted when the evaluation process is complete.
49. Other potential alternatives for treatment beyond 2011 will be investigated working with North Yorkshire County Council, and a further report detailing options can be produced for the Executive's consideration.

### **Trade LATS in the Market**

49. Another option available to the Council to help meet LATS targets from 2010/2011 to 2013/2014 is purchasing excess permits from other local authorities. There is however likely to be high demand for a limited amount of permits available for purchase during this period. The Council will not have any control over the value of permits and they will probably be very expensive to purchase. Sole reliance on this option to meet LATS targets is high risk and is therefore not recommended. The market should only be used as a last resort to purchase small amounts of permits that might be needed to balance the trading account if other operational measures do not fully deliver the BMW landfill diversion required.

### **Consideration of enforcement and policy issues**

50. As the procedures for dealing with waste change, and the costs go up, there is a risk that the level of illegal or inappropriate disposal of waste will also increase. The Council's waste strategy must therefore be supported by an effective enforcement policy to respond to this risk. It is recommended that an environmental enforcement policy be drafted for consideration to reflect how the authority proposes to use the powers available to bring about better compliance and take up of new waste management initiatives. This would include the council's approach to dealing with offences relating to fly tipping and the illegal disposal of waste.
51. Whilst some policies and procedures exist, it is recommended that these are brought into a single enforcement document, in light of findings from the groves trial the proposed new initiatives that enable greater reduction and reuse in recyclable materials. It is proposed that a report would be brought to members in Spring 2009.

### **Analysis**

52. The implementation of proposals in this report to increase recycling rates to 50% will ensure that the Council complies with its statutory duty under the Household Waste Recycling Act 2003.
53. As indicated in paragraph 19 the Council is well placed to meet its 2009/2010 Landfill Allowance target on the basis of the proposals approved by Members in 2007. Implementation of the options detailed above will mean that this 2009/2010 target is met. Targets for 2010/2011 and beyond will however not be met unless there is development of further initiatives such as kitchen waste and/or securing waste treatment arrangements until the Waste PFI infrastructure is in place.



54. Implementation of the options detailed above will have the following impact on the Landfill Allowance Trading Scheme position and budgets:

Financial Year	Do Nothing Scenario	Implement Recommendation			
	LATS Liability	LATS Liability	Potential Reduced LATS Liability	Potential Savings In Landfill Costs	Operational Costs above 08/9 base +
<b>2009/2010</b> (target year)	£141k (D)*	0	£141k	£199k	£230k
2010/2011	£888k (D)	£532k (D)	£356k	£353k	£360k
2011/2012	£1,731k (D)	£1,375k (D)	£356k	£358k	£360k
<b>2012/2013</b> (target year)	£2,576k (D)	£2,220k (D)	£356k	£363k	£360k
2013/2014	£2,870k (D)	£2,514k (D)	£356k	£369k	£360k

Note:

- \* D denotes LATS deficit in the above table.
- + £160K for Groves recycling scheme assumed in 08/9 base

55. A further summary of the impact of the options detailed above are analysed in the table below.



Initiative	Revenue Budget 2008/2009	Revenue Budget 2009/2010	Revenue Budget 2010/2011	Capital Budget Required	Municipal Waste Diverted From Landfill	BMW Tonnage Diverted From Landfill	Comments
Waste Minimisation Programme (ref. para 25/26)	£50k Approved	£50k Approved	£50k Growth	N/A	Maintain current position	To maintain current position	Strategy and action plan to be provided for Members consideration.
Roll out of kerbside recycling across City (ref. para 27 - 33) <ul style="list-style-type: none"> <li>Groves</li> <li>Phase 1 - Oct. 09 )</li> <li>Phase 2 - Apr. 10 )</li> <li>Phase 3 - Oct. 10 )</li> </ul>	£80K Approved	£80K Approved  <b>£130k £100k Required Growth</b>	<b>£130k Required Additional Growth</b>	£229k	1,760 tonnes	880 tonnes	Roll out to cover 10,930 households (7,230 no recycling/ 3,700 paper recycling only) Use WICG to purchase recycling containers.
Improving performance on existing recycling schemes (ref. para 35)	£30k Approved	£30k Approved	£30k Approved	N/A	1,850 tonnes	930 tonnes	To target campaigns
Improving quality of recycling service - boxes (refer to para 36)	-	-	-	£625k	680 tonnes	340 tonnes	Funding for container purchase through WICG.
Improving service efficiencies (ref para 38)	-	To be developed	To be developed	N/A	210 tonnes	110 tonnes	Assess impact of AWC and using 3 box system.
Household Waste Recycling Centres - Permit Scheme (ref. para 39– 41)	Cost neutral	Cost neutral	Cost neutral	N/A	1,500 tonnes	110 tonnes	Implement February 2009. The tonnage noted will be reduced tonnage to the site.
Introduce public space recycling facilities (ref para 42)	N/A	To be developed	To be developed	To be developed	To be developed	To be developed	
Kitchen waste (ref para 43– 46)	N/A	To be developed	To be developed	To be developed	To be developed	To be developed	
Interim waste treatment (ref para 47– 49)	N/A	To be developed	To be developed	To be developed	To be developed	To be developed	
Consideration of other policy issues (ref para 50-51)	N/A	To be developed	To be developed	To be developed	To be developed	To be developed	



## Corporate Priorities

55. The Without Walls Sustainable Community Strategy 2008-2025 will provide a sustainable framework which will aim for York to be a City with low levels of pollution and waste production and high levels of recycling. The Waste Management Strategy 2008/2014 Refresh will make a major contribution to fulfilling this aim.
56. This strategy contributes strongly to the corporate strategy direction statement of placing environmental sustainability at the heart of everything we do.
57. This strategy is a key document in the delivery of the corporate priority of decreasing the tonnage of biodegradable waste and recyclable products to disposed of at landfill.
58. The document also contributes to delivering the aims of the Corporate Sustainability Strategy by reducing York's CO2 emissions, avoiding and reducing waste and increasing reuse and recycling within Council activities, managing waste to the best practice standards.

## Implications

59. **Financial** There are significant financial implications both from the point of view of doing nothing else and investing further in the service. Details are set out above as to the likely annual costs of various options. The improved recycling infrastructure can be funded through the Waste Infrastructure Capital Grant has been received from DEFRA allowing capital spend of £360K 2008/9, £361K 2009/10 and £133K 2010/11, a total of £854K.
60. On a "do nothing" scenario LATS penalties alone will increase revenue requirement by around £8.2 m over the next 5 years. A budget increase of £160K per annum was agreed by the Executive in 2007 to cover the Groves recycling project. An indicative revenue budget increase of £241K per annum was agreed "in principle" for a full roll out of recycling from April 2009. This report further analyses this "in principle budget requirement", and concludes that an additional £230K budget would be required in the 2009/10 base with an further £130k the following year. No allowance has been provided for potential savings through landfill diversion or efficiency savings as these cannot be accurately determined at this time. Bids for additional funding will be submitted through the normal budget procedure.
61. **Human Resources (HR)** There will be a need to recruit additional supervisory and operational staff. Additional staff will be required for a two year period to manage the roll out of recycling services, particularly to flats. Rescheduling of collection rounds may involve reconsideration of current contract terms. The authority's change management procedures will be followed where necessary.

- 62. **Equalities** –a strategic equality impact review has been undertaken following the corporate model.
- 63. **Legal** There will be some Legal issues to be considered if the authority has the opportunity to enter into a medium term waste treatment solution that could cross the PFI agreement.
- 64. **Information Technology (IT)** IT routing software will be sourced to ensure effective review of rounds
- 65. **Property** No implications in this report
- 66. **Crime and Disorder** None
- 67. **Other** None

### **Risk Management**

- 67. The vast amount of variables that could impact on these outcomes set out in this report does make any decision relatively high risk. In particular a current national shortage of plastic bins may impact on our ability to plan the roll out of further recycling schemes.

## **Recommendations**

- 68. Members are asked to consider**
- 69. Approve a Target for Household Waste Recycling of 50% to be achieved by December 2010**

**In order to achieve this Members approve (subject to budget approval)**

- 69.1 A three phase roll out of Kerbside Collections across City**
- 69.2 Measures to Improve performance on existing recycling schemes as detailed in the report**
- 69.3 Determine a policy of Alternate Week Collections across all households in the city by December 2010**

Reason: In order to achieve compliance with the Household Waste Recycling Act 2003, improve service quality and meet the Landfill Targets for 2009/10, and minimize exceedence of the landfill target beyond that date..

- 70. Receive further reports on the other issues raised in this report, namely :**
- 70.1 Waste minimisation Strategy – on this agenda**
- 70.2 Household Waste Recycling centres, Controls and Permits – on this agenda**
- 70.3 Feasibility of introducing food waste collection services – by April 2009**
- 70.4 Alternative arrangements to meet Landfill targets beyond 2010 – by April 2009**
- 70.5 Measures to improve sustainability in local business waste management – by April 2009**
- 70.6 Updates on progress of on implementation of 69 above – by April 2009**

Reason: To determine additional actions needed to comply with Landfill Diversion Targets until the PFI solution is delivered, and to monitor costs.

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Report Approved  Date 10/9/08

Chief Officer's name  
Title

Report Approved  tick Date Insert Date

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

All

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

**Background Papers:**

***All relevant background papers must be listed here.*** A 'background paper' is any document which, in the Chief Officer's opinion, discloses any facts on which the report is based and which has been relied on to a material extent in preparing the report (see page 4:3:2 of the Constitution).

- Waste Management Strategy 2007/8 to 2013/14 Executive Report, October 2007
- Waste Strategy for England 2007

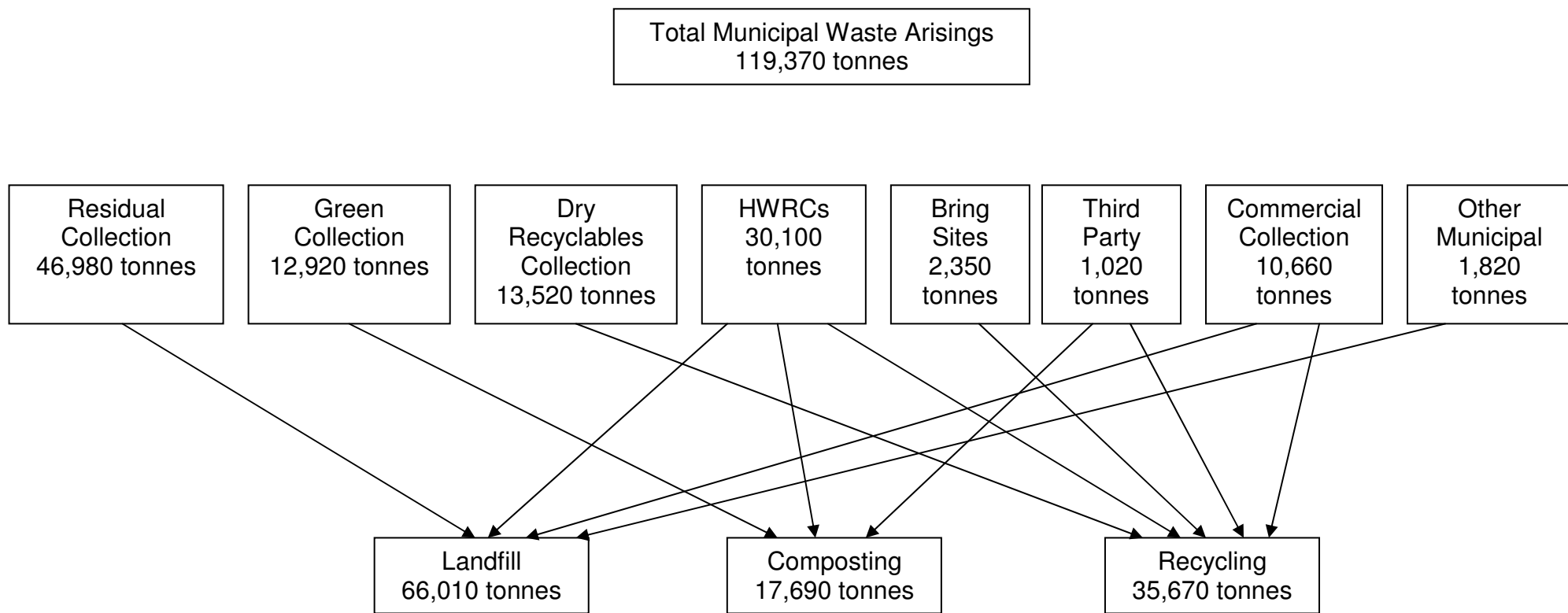
**Annexes**

Annex 1 – Current Municipal Waste Arisings and Disposal 2008/2009

Annex 2 - Household Waste Recycling Act 2003 / Current Recycling Provision to Households



**Annex 1 Current municipal waste arisings and disposal 2008/2009**



## Annex 2 – Household Waste Recycling Act 2003 Current Recycling Provision to Households

Currently, the Council provides a kerbside recycling service to 76,750 households. This consists of 3,700 households with collection of only one material and 73,050 domestic properties with multi-materials collection. A total of 7,230 households do not receive any kerbside recycling service. To meet the requirements of the Household Waste Recycling Act 2003 the kerbside recycling service will have to be expanded. Firstly, this will involve the introduction of a kerbside recycling service for a minimum of two materials to 7,230 households. Secondly, the recycling service provided to 3,700 households with collection of one material only, will need to be extended to a minimum of 2 materials.

**Table of current recycling collections**

<b>Service Type</b>	<b>Number of Properties</b>
Garden Waste and multi-recycling materials (Alternate Week) <i>Grey &amp; green bin, blue &amp; green bags and box</i>	73,050
Three recycling materials (Weekly refuse, fortnightly recycling) <i>Grey bin, blue bag and box</i>	
One recycling Material (Weekly refuse, fortnightly recycling) <i>Grey bin or sack and blue bag</i>	3,700
<i>No recycling service (Weekly refuse) Grey bin or sack</i>	7,230
<b>TOTAL</b>	<b>83,980</b>



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**Executive****23 September 2008**

Report of the Director of Neighbourhood Services

**Waste Minimisation Strategy & Action Plan 2008 - 11****Summary**

1. The purpose of this report is to inform Members that a comprehensive waste minimisation strategy and action plan has been produced for 2008 to 2011.
2. In 2007 Members approved an annual budget of £50k to support waste minimisation activities through to 2009/2010. To ensure continuation of work thereafter, and further development of new initiatives, a £50k annual base budget is needed for 2010 onwards.

**Background**

3. City of York Council is a unitary authority responsible for the collection, treatment and disposal of all municipal solid waste within its area. There is increasing environmental, financial and legislative pressure to move towards more sustainable waste management.
4. A key element to achieving sustainable waste management is waste minimisation. From 2002 the Council began to work in partnership with North Yorkshire County Council and its 7 districts to look at waste minimisation and prevention. The first York and North Yorkshire Waste Partnership (Y&NYWP) waste minimisation strategy was completed in 2004 and has been updated regularly since that date.
5. In parallel with the partnership work the Council's first waste minimisation strategy was developed in 2005. This built on the partnership strategy by enhancing specific aspects of waste minimisation locally. This work has helped to reduce the growth of household waste in the area through various initiatives.
6. York's waste minimisation strategy for 2008 - 2011 builds on the success of previous years' work as well as addressing new challenges. The strategy brings together different elements of waste minimisation and reflects the principles of the waste hierarchy. This identifies the order of preference for dealing with waste and represents a chain of priority for waste management including waste prevention, waste reduction, reuse and home composting. A copy of the waste minimisation strategy document is attached as Annex 1.

7. The overall aim of the strategy is to address waste growth which can be attributed to a number of factors including population growth and lifestyle changes. The target is to stabilise waste growth to 1% per annum. The only growth in waste will be that from new domestic properties built each year. This equates to zero waste growth in existing households on a year by year basis.
8. A key element of the strategy is to achieve waste minimisation through cultural and behavioural change. This will involve working with all areas of the community sector and businesses in developing and promoting waste minimisation.
9. The 4 main aims and targets of the strategy are:
  - Aim 1 - To engage the public and businesses in bringing about a change in culture so that waste minimisation is widely known and people are aware of what it is and what they can do to contribute.
  - Aim 2 - To motivate people to take action and incentivising them to reduce their waste.
  - Aim 3 - For the Council to be a lead authority in setting an example for waste minimisation within it's own office buildings.
  - Aim 4 - To partner with different areas of the voluntary and community sector to promote waste minimisation messages.
10. Aims and targets will be delivered through work detailed in the Waste Minimisation Action and Campaign Plan 2008/2009 - 2010/2011. A copy of this is attached as Annex 2. Key areas of work include:
  - Home composting
  - Real nappies
  - Bag free York
  - Choose 2 Reuse
  - Schools education
  - Packaging
  - Christmas waste campaign
  - Business waste & waste minimisation
  - Internal communications

## **Consultation**

11. Over the past 3 years York's residents' awareness of waste minimisation has been monitored. Key findings of the 2007 survey results are as follows:
  - 33% of people who home composted in York and North Yorkshire did so to minimise their waste.
  - 74% of residents were aware of reusable nappies and 37% of people asked in York would like to consider using real nappies.

- One in five respondents reuse disposable materials.
- 71% of York respondents agreed that reducing waste at source was better for the environment than recycling.

## Options

12. Accepting the need for a strategy to minimise waste, the options are around the target reduction. Each growth scenario will impact on the Council's Landfill Allowance (LATS). For comparison the following table gives likely LATS liability with different waste growth scenarios given the Council's current policy position.

Year ↓	LATS POSITION (Tonnes)				
	Scenario →	-1% growth	0% growth	1% growth	2% growth
2009/10		400 Surplus	270 Deficit	940 Deficit	1,620 Deficit
2010/11		3,230 Deficit	4,570 Deficit	5,920 Deficit	7,290 Deficit
2011/12		7,500 Deficit	9,500 Deficit	11,540 Deficit	13,620 Deficit

13. The proposed 1% growth is in line with the successful York and North Yorkshire Waste Partnership PFI Outline Business Case, and supported by the current £50K revenue budget. Over the past 3 years, waste in York has increased by 0.25% per annum. Over the coming 5 years York is forecast to see a 7% increase in households and a 4.7% increase in population. These increases will impact on future waste patterns. Waste Minimisation Strategies in other regions suggest growth at around 2%. The option of setting a more challenging target would need additional budget and have uncertain results.

## Analysis

14. To maintain recycling and composting performance levels, and to help meet targets for diverting biodegradable waste from landfill, it is essential that waste growth is controlled. A key method of achieving this is through the delivery of a comprehensive waste minimisation strategy.

## Corporate Priorities

15. The strategy is a key document in the delivery of the corporate priority of decreasing the tonnage of biodegradable waste and recyclable products being disposed of at landfill. The document also contributes to delivering the priority of minimising the environmental impact of the Council's activities and

to encourage, empower and promote others to do the same. This will assist in the delivery of improving the appearance of the city's streets.

## **Implications**

16. The implications of the proposals are detailed below:

- **Financial** - There is a £50k annual budgetary provision to support Waste Minimisation work until 2009/2010. To ensure continuation of work detailed in the Waste Minimisation Action and Campaign Plan 2008/2009 - 2010/2011 and beyond, and further development of new initiatives, a £50k annual base budget is needed for 2010/2011 onwards.
- **Equalities** - The Waste Strategy Campaigns and Communications (including Public Consultation) Equality Impact Assessment includes this work area.
- **Other Implications** – There are no significant HR, legal, crime and disorder, IT, property or other implications other than those set out in the body of this report.

## **Risk Management**

17. In compliance with the Council's Risk Management Strategy, there are no risks associated with the recommendations of this report.

## **Recommendations**

18. **That Members approve the Waste Minimisation Strategy and Action Plan 2008 – 11 and receive an annual update**

Reason: To contribute towards more sustainable waste management practice and reduce the City's reliance on landfill..

**Contact Details**

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Date 10/9/08

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Title

Report Approved  tick

Date Insert Date

**Specialist Implications Officer(s)** *List information for all*

Erin Gardner : Waste Minimisation Officer Ext 3292

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

All

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

**Background Papers:**

- Waste Management Strategy 2007/2008 - 2013/2014 Executive Report.
- Waste Management Strategy 2008/2014 - Refresh

**Annexes:**

- Annex 1 - Waste Minimisation Strategy 2008/2009 - 2010/2011
- Annex 2 - Waste Minimisation Action and Campaign Plan 2008/2009 - 2010/2011

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## 1. Executive summary

City of York Council is a unitary authority, responsible for the collection, treatment and disposal of all municipal solid waste within its area. Like all Local Authorities, York is under increasing environmental, financial and legislative pressure to move towards more sustainable waste management.

A key element to achieving sustainable waste management is waste minimisation, York's Waste Minimisation Strategy will bring together the different areas of waste minimisation and reflect the principles of the waste hierarchy, which identifies the order of preference for dealing with waste and represents a chain of priority for waste management including waste prevention, waste reduction, reuse and home composting.

The main aim of this Strategy is to address the waste growth, which can be attributed to a number of factors including population growth and lifestyle changes. York's overall waste minimisation target is to maintain waste growth at 1%.

A major element of the Strategy is achieving waste minimisation through cultural and behavioral change in York. This is a process that will need to involve all areas of York's communities; the Council will seek to work as closely as possible with community groups when implementing the Strategy and undertaking waste minimisation activity.

## 2. Purpose of Strategy

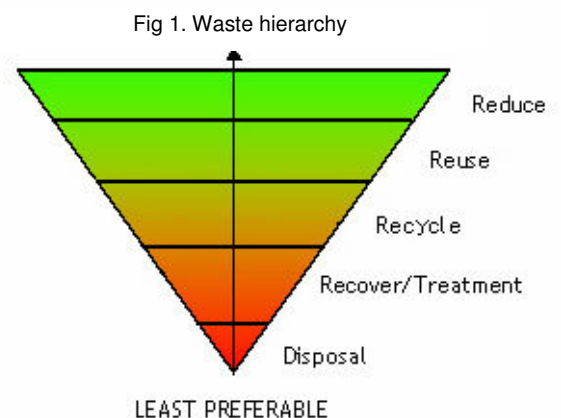
The waste minimisation strategy will set the background to waste minimisation in York, what has been achieved to date and how waste minimisation will be pushed forward in the future to achieve our targets. Waste minimisation is increasingly becoming a high priority for central and local government and York residents are becoming aware of the need to reduce the amount of waste produced. The waste minimisation strategy will focus on these priorities and increasing awareness of the public, it will provide the basis for plans to engage the public and change public perception to waste minimisation.

There are two main factors for waste growth in York:

- More houses are being built across the City, households are predicted to grow annually by an average of 1.3% until 2021
- Majority of households in the City are producing more waste

Waste minimisation or reducing waste is at the top of the waste hierarchy, see Fig 1. to the right. If we can reduce waste at its source, this will have a knock on effect on the preceding stages of the hierarchy, if we minimise waste in the first place, it will not need to be dealt with in any other way i.e. recycling or land fill.

Waste prevention is our goal, through our waste minimisation action and campaign plan we will provide information to people and demonstrate the positive actions they can take within their existing life styles which will result in less waste being produced.



The Waste Minimisation Strategy ent situation in York, what the challenge is now; also what we want to achieve in future and how we are going to achieve this.

### **3. The story so far**

In 2002 City of York Council began to work in partnership with North Yorkshire County Council and its 7 districts to look at the issue of waste minimisation and prevention.

In 2004 the first York and North Yorkshire Partnership Waste Minimisation Strategy was completed, this was then updated in 2005 with the new York and North Yorkshire Waste Partnership (YNYWP) Waste Minimisation Strategy and Action Plan. At the same time City of York Council wrote their own Waste Minimisation Strategy and Action Plan, which complimented the YNYWP strategy.

During the time of the partnership waste minimisation strategy the following achievements have been made:

- 5747 compost bins and food waste digesters sold in 2007/08.
- 321 people claimed the cash back incentive for purchasing Real Nappies in 2007/08 across York and North Yorkshire.
- In the last five years the awareness of 'Real' nappies has increased from 11% 68% - a 57% increase in awareness.

Since 2005 the York Waste Minimisation Strategy has accomplished the following:

- 5235 'York' jute bags sold at 9 different outlets across the City.
- 48 households in York trialled Bokashi bins in the City, feedback from residents experiences was used when planning future campaigns.
- 107 people claimed the cash back incentive for purchasing Real Nappies from York in 2007/08.
- The waste minimisation work carried out in York contributed to a 3% waste reduction in York in 2007/08.

This waste minimisation strategy will build on the success of previous years work as well as addressing the new challenges and progressing us into the future.

### **4. How the Waste Minimisation Strategy is organised**

The waste minimisation strategy details the importance of minimising waste and background as to why York needs to minimise it's waste arising. It provides context as to what we already have in place to help residents minimise their waste and aims to build on work that has already been carried out.

From this strategy an action plan will be developed based upon two aims:

1. To engage the public and businesses in bringing about a change in culture so that waste minimisation is widely known and people are aware of what it is/what they can do to contribute,
2. To motivate people to take action, incentivising them to reduce their waste.

The organisation of this document will provide a context to the overall aims within the strategy.

**5. Aims**

The overall target for the waste minimisation strategy is:

**Stabilise waste growth to 1%**

This target is reflected in the Waste Management Strategy 2007/2008 –2013/2014<sup>1</sup>. This means that the only growth in waste that we expect to see is from the increase in new households built in York, **we are expecting 0% waste growth from all existing households** year on year.

**To achieve this target we have four key aims within the strategy:**

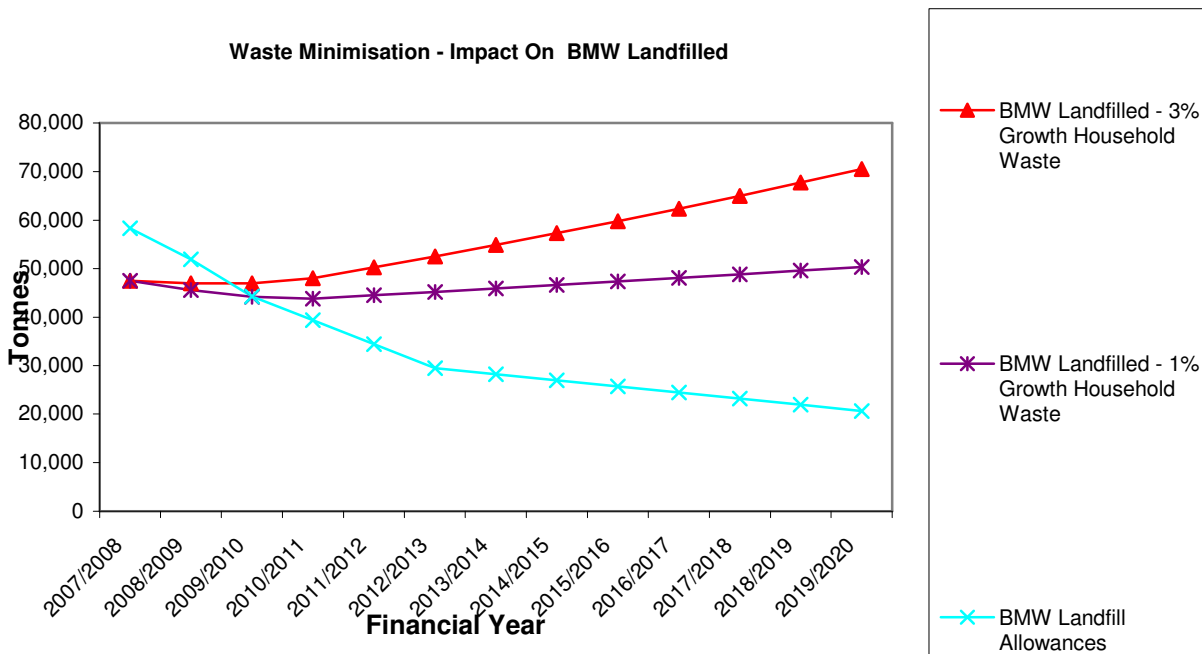
1. To engage the public and businesses in bringing about a change in culture so that waste minimisation is widely known and people are aware of what it is/what they can do to contribute
2. To motivate people to take action, incentivising them to reduce their waste.
3. To be a lead authority in setting and example for waste minimisation within it's own office buildings
4. To partner with different areas of the voluntary and community sector to promote waste minimisation messages.

Our aim is to change the attitudes of people through a variety of mechanisms and messages bringing about behaviour change.

**6. Context and Background**

The main drivers for all the waste management work in York, are performance targets and restrictions set on the biodegradable waste allowed to be sent to landfill. There are penalties linked to this under the European Landfill Directive and the Waste and Emissions Trading Act, which provides the framework for the **Landfill Allowance Trading Scheme (LATS)**. The Landfill allowances for York are fixed and we face financial penalties for every tonne we exceed our allowance.

The below graph illustrates the pressure on York to reduce the amount of waste we produce, this details the impact that reducing waste will have on our landfill fines:



<sup>1</sup> This was agreed at Executive on 9<sup>th</sup> October 2007

## 6.1 National Context

As illustrated above, Waste minimisation is high on the national governments agenda, priorities set out in the waste strategy 2007 are as follows:

The Government's key objectives are to:

- Decouple waste growth (in all sectors) from economic growth and put more emphasis on **waste prevention and re-use**
- Meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste in 2010, 2013 and 2020;

The key proposals for action are as follows

- Incentivise efforts to reduce, re-use, recycle waste and recover energy from waste
- Reform regulation to drive the reduction of waste and diversion from landfill while reducing costs to compliant businesses and the regulator;

A recent speech by Joan Ruddock, to launch the WRAP's 'The Food We Waste' report reinforces the key objectives and proposals as stated above:

"Waste reduction is a key priority for the Government, giving us our greatest environmental and economic gains. Just to put it into context, each year, we generate about 100 million tonnes of waste from households, commerce, and industry. And in our Waste Strategy, published last year, we put a strong emphasis on waste prevention and established a new target to reduce the amount of household waste not re-used, recycled or composted. And if we are to achieve a more sustainable lifestyle, we need to encourage behaviour change to reduce the waste we generate."

We report our performance in terms of residual waste per household to central government, each year. This also forms part of the Local Area agreement targets over the next 3 years

## 6.2 Regional Context

### **The York and North Yorkshire Waste Partnership (YNYWP)**

The YNYWP has set the following targets within it's Waste Strategy (2006 – 2026) for waste reduction:

- Contain average household waste arisings so that residents of the Partnership area generate less per head than the average for Shire counties by 2008
- To be amongst the lowest 25% of these by 2013
- Specifically annual average growth per head is to be reduced to zero % by 2008

These targets are supported by a revised YNYWP Waste Minimisation Strategy developed in parallel with the Waste Strategy, to help to tackle the problem of waste growth.

### **York Northwest Area Action Plan**

One of the objectives in the sustainability statement of the York Northwest Area Action Plan is to:

- Reduce pollution and was increase levels of reuse and recycling

The waste minimisation strategy action plan will reflect the need to reach these targets, the plan will also be reviewed and amended if these targets are amended.

### 6.3 Local Context

The need and commitment to minimising waste in York, is reflected in the 'Without Walls' Community strategy. The areas of focus for our community strategy are as follows:

- 'The safer City'
- 'A Healthy City'
- 'A City of Culture'
- 'The Thriving City'
- 'The Inclusive City'
- 'The Learning City'
- 'The Sustainable City'

In the area of 'Sustainable City' Aim 7 in this strategy is

- 'To be a city with low levels of pollution and waste production and high levels of recycling.'

Also within this strategy the key action relevant to waste minimisation is as follows:

- To encourage local business and organisations to reduce their impact on the local and global environment and to assess their environmental performance.

This will be actively supported by the Stockholm Environment Institute who are based at the University of York. In addition, City of York Council will continue to support all aspects of the work of the Energy Efficiency Advice Centre and will seek to adopt an Environmental Policy that commits the council to an Environmental Management System.

### 6.4 Corporate priorities

The need for waste minimisation is also reflected in the Corporate Strategy through the Corporate Priorities and drivers:

#### Priorities

- Decrease the tonnage of biodegradable waste and recyclable products going to landfill
- Minimise the environmental impact of Council activities and encourage, empower and promote others to do the same

#### Driver

- Waste management and waste minimisation is identified as a corporate improvement priority

Minimising the amount of waste that is produced in York and dealt with by City of York Council, is a high priority as this could have large financial implications to the council in terms of landfill tax and the council's LATS obligations.

## **6.5 Waste Management Service plan 2008/09**

The Waste Management Service plan 2008/09 reflects these priorities and has set the service objectives and customer actions accordingly:

### Service Objective 2

- To meet local and national targets for waste minimisation, recycling and landfill diversion

### Customer Actions

- Update and implement waste minimisation plan to minimise weight of refuse generated per household

## **7. Current Waste Awareness**

### **Waste Minimisation Awareness Survey**

Over the past 3 years we have monitored the York residents awareness to Waste Minimisation, highlights of the 2007 survey results are as follows:

- In 2007 33% of people who home composted in Y & NY did so to minimise their waste.
- 74% of residents were aware of reusable nappies, 37% of people asked in York would like to consider using real nappies.
- One in five respondents reuse disposable materials
- 71% of York respondents agreed that reducing waste at source was better for the environment than recycling.

## **8. Delivering our aims**

The four key aims detailed earlier in this strategy are:

1. To engage the public and businesses in bringing about a change in culture so that waste minimisation is widely known and people are aware of what it is/what they can do to contribute
2. To motivate people to take action, incentivising them to reduce their waste.
3. To be a lead authority in setting and example for waste minimisation within it's own office buildings
4. To partner with different areas of the voluntary and community sector to promote waste minimisation messages.

Achieving these aims will lead to us achieving our overall target of a 1% waste growth throughout the city.

Each aim is broken down into smaller sub targets, achieving these sub targets will mean we will achieve each aim.

**8.1 Key Aim One: To engage the general public in bringing about a change in culture so that waste minimisation is widely known and people are aware of what it is/what they can do to contribute.**

<b>Target</b>	<b>Objectives</b>
Provide measurable activities that the general public can easily take part in to reduce their own waste	Produce and run a campaign plan of activities for York's residents to help them reduce their waste
Promote and raise awareness of waste minimisation amongst children and teenagers	Work with four schools to help them minimise their waste and raise awareness throughout the schools about waste minimisation
	Provide talks and presentations to brownie/scout groups and children's clubs
Raise awareness of what is waste minimisation and what can be done to create less waste	Use relevant stories in national news as a vehicle to publicise what York is doing
	Create a handy public booklet, providing residents with hints and tips to help them reduce their rubbish
Actively marketing public waste minimisation messages	For each event/campaign use local media and internal communications to broadcast messages as far as possible
	Work with marketing department to come up with catchy memorable messages
	Carry out Waste minimisation Campaign Awareness survey annually to measure effectiveness of actions
Develop links with 5 businesses with a view to advise and support them in their waste minimisation efforts	Register details of businesses who contact the council interested in recycling and reducing their waste
	Find good waste audit/minimisation courses for businesses to complete in order to help themselves
	Produce booklet for businesses to help them reduce their waste, this will be distributed to businesses who sign up to commercial waste recycling and to other interested businesses
	Look into the possibilities of setting up a business waste minimisation club in York, getting funding and expertise for this project
	Build links with other organisations ie Business Link, WRAP etc to promote their support services for businesses
	Monitor 5 businesses in reducing their waste to measure how successful they are in reducing their waste

**8.2 Key Aim Two: Motivate people, incentivising them to reduce their waste.****1, incentivising them to reduce**

<b>Target</b>	<b>Objectives</b>
Provide people from minority groups and vulnerable individuals the opportunity to take part in waste minimisation	Use language panel on all written communications to ensure everyone has equal access to our information
	Make links with BME, faith groups and any other hard to reach groups within the community so all minority groups can be made aware of waste minimisation activity.
	Have printed publicity available in a range of formats and languages
Use incentives to motivate people into action	Promote the cost savings to be made as an incentive to reduce rubbish
	Hold a weigh your waste type competition for York residents to see how much waste people can reduce, follow this up by finding out what people did at home to reduce their waste
Provide clear concise information to the public so that misinformation does not become a barrier	Ensure all printed information is kept up to date
	Produce a small amount of clear information as oppose to producing lots of information that may confuse people.

**8.3 Key Aim Three: To be a lead authority in setting and example for waste minimisation within our own office buildings.**

<b>Target</b>	<b>Objectives</b>
Communicate with staff internally to reduce their waste at work	Email handy hints and tips to reducing waste to staff
	Use internal communications including intranet to raise the profile of waste reduction
Enable staff to reduce the amount of waste they produce within each office	Focusing on one office at a time, provide ways for people to reduce their paper waste, printing on both sides, copying on both sides, not printing unless you need to etc
	Monitor paper ordered previously in contrast to paper ordered after changes, report the differences to staff
Incentivise staff to reduce the amount of waste they produce	After monitoring paper reduction in each office, reward best performing office



**8.4 Key Aim Four: To partner with the voluntary and community sector to promote waste minimisation messages.**

<b>Target</b>	<b>Objectives</b>
Work with York Rotters to promote Home composting to York residents	Fulfil aims and objectives set out in work agreement
Work with Community Furniture Store to promote furniture reuse to York residents	Promote furniture store, handing out their leaflets at all our events and including their information on our website
Work with Regen, Riccall to promote a community RePaint scheme in York and North Yorkshire	Investigate possibilities of setting up a RePaint scheme in York
Work with Bike Rescue to promote bicycle reuse to York residents	Support and promote bike rescue in reaching their target of recycling X amount of bikes in 2008/09
Work with charity shops to promote reuse to York residents	Complete work set out in Choose2Reuse action plan.
Work with York Freecycle to promote reuse to York residents	Promote the use of Freecycle in York and include link from our website to theirs

**9. Measuring Success**

There are key areas to measure when tracking the progress of waste minimisation, they are as follows:

<b>Key area</b>	<b>Method of measuring success</b>	<b>Who will measure?</b>
Reduce the amount of waste produced per person in the city	Kg of waste per head	KPI
To run a popular programme of events for York's residents, encouraging them to reduce their waste	numbers of people attending events in comparison to last year where applicable	Waste minimisation Officer
Help 5 businesses reduce their waste	measured by their own internal monitoring – cost savings etc	Waste Strategy liaising with Businesses
To raise the profile and awareness of waste minimisation amongst the general public in York	Waste awareness survey	Communications team, results analysed by York and North Yorkshire Waste officers
To ensure everyone can access our waste minimisation activities	Campaigns Plan s Equalities assessed	Waste Strategy Officer
To reduce waste internally within the Council offices	Lesser amount of paper ordered by the council as a whole. And response of staff to waste minimisation activities	Waste Strategy

## **10. Resources**

This strategy will be implemented by the Waste minimisation Officer and the Waste Strategy Officer with support from the Waste Strategy Unit. Other relevant organisations will also be involved in supporting the implementation of this strategy, these are summarised below:

- York Rotters
- Neighbourhood Management Unit
- Other relevant council departments
- Local businesses (outlets for 'York' jute bag)
- Council receptions and other front line offices
- Real Nappy Expert
- Residence associations and ward committees across York
- Other local interest/community groups

The strategy is also supported by a £50,000 budget to implement activities and events within the action and campaign plan.

## **11. Appendices**

Waste Campaigns and Action Plan

**1. Home Composting**

Home composting is an easy way to deal with garden waste and uncooked fruit and vegetable peelings. It appeals to people who already recycle and want to do that little bit extra to help the environment reducing what goes into their bin every week, it also appeals to people who enjoy their garden so are keen to create compost to use at home.

To promote home composting and to help people home compost with ease we are going to follow the below plan.

<b>Campaign</b>	<b>What We Will Do</b>	<b>Activity Targets</b>	<b>Times cale</b>	<b>Useful For</b>	<b>Links with key Aim (KA)</b>
<b>Home Composting - York Rotters</b>	<ul style="list-style-type: none"> <li>• Help and support residents new to composting</li> <li>• Help people to start composting</li> <li>• Iron out issues with compost bins</li> <li>• Support residents that are already composting</li> <li>• Support schools to compost</li> </ul>	See York Rotters Work Agreement	On going	People who would like to do more but are unsure how to	KA1 KA4
<b>Home Composting - Home Compost Bin Offer</b>	<ul style="list-style-type: none"> <li>• Work with the York and North Yorkshire Waste Partnership</li> <li>• Offer Home Compost Bins at a reduced price</li> <li>• Enable residents who wouldn't pay full price for a bin to start composting</li> <li>• As part of this offer, delivery of the compost bins is free this enables anyone wishing to purchase a bin the opportunity to do so.</li> <li>• The bins can be ordered, through the website, post or telephone</li> </ul>	<p>Publicise the offer through leaflets, press releases, on the council's website and roadshows.</p> <p>Use Compost Awareness Week promote the offer.</p> <p>Offer Free delivery of bins</p> <p>Offer various methods to order bins, telephone, web or post.</p>	On going	People who would like to do more but are unsure how to	KA1 KA2 KA3

<b>Home Composting - Bokashi Bin Trial Customers Support</b>	<ul style="list-style-type: none"> <li>• Continue to support the residents that brought the bokashi bins last year.</li> <li>• Work these residents to ensure that they continue to use the bins.</li> <li>• Work with these residents to develop more ways to promote systems to deal with food waste.</li> </ul>	Contact with these residents through newsletters and questionnaires.	2008/09	People that are already taking part but would like to do more	KA1
<b>Home Composting - Love Food Hate Waste</b>	<ul style="list-style-type: none"> <li>• For people who do not compost or have no intention in finding a method to deal with food waste. Provide information, awareness, support to reduce the amount of food waste produced in the first place.</li> <li>• Show that up to £500 per year can be saved by taking small steps to reducing food waste.</li> <li>• Provide information via the councils website, leaflets, roadshows, press releases</li> <li>• Working with York and North Yorkshire Waste Partnership to promote the campaign</li> <li>• Work with the national campaign wherever appropriate</li> <li>• We will also work to form partnerships with the local Women's Institutes in York.</li> <li>• Where appropriate hold stalls in large places of work to inform employees of the benefits of reducing food waste</li> </ul>	Organise Roadshows to publicise the campaign.  Provide information on the council website, leaflets at libraries, receptions and other public areas.  Form links and partnerships with the Women's Institutes.	2008/09  To be developed through to end of 2009/10	People who have no interest currently	KA1 KA2 KA4
<b>Home Composting - Food Waste Champions</b>	<ul style="list-style-type: none"> <li>• Aimed at people who are successfully home composting and may already be using one of the methods to deal with their food waste.</li> </ul>	Undertake weigh your waste activities.  Provide information and	2009/10	People that are already taking part but would like to do more	KA1

	<ul style="list-style-type: none"> <li>Using the 50 people that are part of the bokashi bin trial as a base,</li> <li>Work to form a network of people that have a working knowledge of the different types of methods to deal with food waste</li> <li>Show how you can reduce the amount of food waste produced.</li> </ul>	support via newsletters and meetings.			
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## **2. Real Nappies**

Real nappies is the term that we use for washable cloth nappies. These nappies appeal to parents for a wide range of reasons, they contain no chemicals, they reduce dramatically the amount of waste that is thrown away, and they can cost less than disposable nappies a saving up to £500 for a families first child.

To promote the use of real nappies to help reduce the amount of waste that is sent to landfill we are going to follow the below plan.

<b>Campaign</b>	<b>What We Will Do</b>	<b>Activity Targets</b>	<b>Timescales</b>	<b>Useful For</b>	<b>Links with Key Aim (KA)</b>
<b>Real Nappy Campaign - Work with Nappy Sellers</b>	<ul style="list-style-type: none"> <li>Provide links to nappy sellers</li> <li>Nappy seller provide support to those already using nappies</li> <li>Nappy seller provide support to those wanting to start using Real Nappies.</li> <li>Engage with the sellers to involve them in information events held by the council.</li> </ul>	<p>Help and advice from nappy sellers, to residents.</p> <p>Involving nappy sellers in council organised events to promote real nappies.</p>	On going	People that are already taking part but would like to do more	KA4
<b>Real Nappy Campaign - for those not using real nappies</b>	<ul style="list-style-type: none"> <li>Promote the benefits of using real nappies,</li> <li>Provide home visits for people who cannot access our events.</li> <li>Provide coffee</li> </ul>	<p>Promote the benefits of using Real Nappies.</p> <p>Provide home visits for people who cannot</p>	<p>On going</p> <p>On going</p>	People who would like to do more but are unsure how	KA1 KA2

	<p>mornings to find out more information about real nappies – these are called Nappochino's.</p> <ul style="list-style-type: none"> <li>Promote the incentive scheme whereby residents of York and North Yorkshire can claim £30 back when they spend £50 or more on real nappies</li> </ul>	<p>access our events.</p> <p>Hold at least 2 Nappochino's in first year.</p> <p>Promote the York and North Yorkshires Waste Partnership incentive scheme.</p>	<p>April 2008 and November 2008</p> <p>On going</p>		
<b>Real Nappy Campaign - for those who already use real nappies</b>	<ul style="list-style-type: none"> <li>Engage with residents that already using real nappies,</li> <li>Encourage these residents to attend events to speak to people considering using Real Nappies</li> <li>Provide information to these residents about the incentive scheme to see if they are able to claim.</li> </ul>	Engage with residents already using real nappies to help 'spread' the word.	Ongoing	People that are already taking part but would like to do more	KA4
<b>Real Nappy Campaign - Incentive Scheme</b>	<ul style="list-style-type: none"> <li>Promote the York and North Yorkshire Waste Partnership incentive scheme whereby residents of York and North Yorkshire can claim £30 cash back when they spend £50 on real nappies</li> <li>This provides a larger financial saving in using real nappies.</li> </ul>	<p>Promote the cash back incentive scheme have 5% (150) of babies born in York use real nappies</p> <p>Promote all the benefits of using real nappies.</p>	Ongoing	People who have no interest currently	KA1 KA2
<b>Real Nappy Campaign - Real Nappy Packs to Health Visitors/Midwives</b>	<ul style="list-style-type: none"> <li>Provide health visitors with packs to introduce new parents to real nappies.</li> <li>These will reach all sections of the community and the information will be brought to people</li> </ul>	<p>Provide Real Nappy packs to Health Visitors.</p> <p>Reach more sections of the community through these packs.</p>	<p>2008/09 and 2009/10</p> <p>Ongoing</p>	<p>People who have no interest currently</p> <p>People who would like to do more but are unsure</p>	KA4

	who may otherwise not have found out about real nappies.			how to	
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### **3. Bag Free York**

Encouraging residents to reduce the amount of carrier bags that they use is an easy and practical way that they can reduce the amount of waste that they produce.

To promote the use of reusable bags to help reduce the amount of waste that is sent to landfill we are going to follow the below plan.

<b>Campaign</b>	<b>What We Will Do</b>	<b>Activity Targets</b>	<b>Timescale</b>	<b>Useful For</b>	<b>Links with Key Aim (KA)</b>
<b>Bag Free York - Villages to become Plastic Bag Free</b>	<ul style="list-style-type: none"> <li>Form partnerships with local groups in the villages of York, to help them make their village plastic bag free.</li> <li>Link with all sections of the community will be made,</li> <li>Run competition to design the front of the cotton bag which will be provided as an alternative to plastic bags.</li> </ul>	<p>Form partnership with local village groups.</p> <p>Run competition for design of cotton bags at each village.</p> <p>Provide information through leaflets, posters, website, press releases, events and roadshows</p>	<p>2 Villages by end March 2009</p> <p>3 Villages by end March 2010</p> <p>3 Villages by end March 2011</p>	<p>People who would like to do more but are unsure how to</p> <p>People that are already taking part but would like to do more</p>	KA2 KA4
	<ul style="list-style-type: none"> <li>Provide a 'village' cotton reusable bag to residents within the village</li> <li>Provide information as to why it is better to use reusable bags instead of plastic bags.</li> </ul>	<p>Promotion through leaflets, posters, press releases, events, roadshows and websites.</p>	<p>2 Villages by end March 2009</p> <p>3 Villages by end March 2010</p> <p>5 Villages by end March 2011</p>	<p>People who have no interest currently</p>	KA1

<b>Bag Free York - Promotion of 'York Bag'</b>	<ul style="list-style-type: none"> <li>• Continue to promote the 'York Bag' through the established outlets in the city</li> <li>• Explain why it is better to use a reusable bag instead of a plastic bag.</li> </ul>	<p>Continue partnerships with outlets for the York Bag across the city.</p> <p>Provide information about the York Bag at roadshows and on the website to show the benefits of using reusable bags instead of plastic bags</p>	<p>Ongoing</p> <p>Ongoing</p>	<p>People who have no interest currently</p> <p>People who would like to do more but are unsure how to</p>	KA1
<b>Bag Free York - Monitor National Legislation</b>	<ul style="list-style-type: none"> <li>• Continue monitor the situation in regards to plastic bags across the UK.</li> <li>• Look at any changing legislation and how this will affect shops and residents in York.</li> <li>• Provide information of this to residents and also react should action be needed</li> </ul>	<p>Provide updated information on the website.</p> <p>Any major changes and affects for residents and businesses in York the information will be provided in the form of press releases and on the website</p>	<p>Ongoing</p> <p>Ongoing</p>	<p>People that are already taking part but would like to do more</p>	KA1

#### **4. Choose 2 Reuse**

This is a campaign to encourage reuse. It is based around working with local charity shops and Furniture Reuse Organisations (FROs), to promote donation events, volunteer training and general awareness raising of charity shops and organisations.

<b>Campaign</b>	<b>What We Will Do</b>	<b>Activity</b>	<b>Timescales</b>	<b>Useful For</b>	<b>Links with Key Aim (KA)</b>
<b>Choose 2 Reuse - what to donate where</b>	<ul style="list-style-type: none"> <li>• Produce a booklet, to provide information about charity shops in York, what they will accept and also</li> </ul>	Publicise charity shops and what items they will accept, through a booklet.	Late 2008/09	People that are already taking part but	KA1



	<p>information about the quality of goods wanted.</p> <ul style="list-style-type: none"> <li>• Provide information to people already donating as they are not always donating the right items.</li> <li>• Hold an information road show will also take place, to demonstrate which charity shops take certain items.</li> </ul>	Publicise charity shops and what items they will accept, through roadshows.	Late 2008/09	would like to do more	
<b>Choose 2 Reuse - How to donate</b>	<ul style="list-style-type: none"> <li>• As stated above a booklet will be produced that examples the benefit and details of donating to charity</li> <li>• continue to support Yorkshire Air Ambulance, who will collect from the doorstep as an on demand service for those unable to take goods to the shops themselves</li> <li>• Continue to promote other Furniture Reuse Organisations who provide a collection service</li> </ul>	<p>Produce a leaflet with information on how to donate and benefits to donating.</p> <p>Promote the collection service provided by Yorkshire Air Ambulance, through website, leaflets, posters and press releases.</p> <p>Promote the collection service through Choose 2 reuse promotional material, contact centre and website</p>	<p>Late 2008/09</p> <p>Ongoing</p> <p>Ongoing</p>	People who would like to do more but are unsure how to	KA1
<b>Choose 2 Reuse - Why it's a good thing</b>	<ul style="list-style-type: none"> <li>• Talk to residents at roadshows and other public areas (libraries, supermarkets), to explain the benefits of reusing goods and donating to charity and Furniture Reuse Organisations.</li> <li>• The benefits of reusing items will be explained in terms of</li> </ul>	Communicate to residents through roadshows and other events, explaining benefits to reuse. Information will be on the website as to when these	<p>Ongoing</p> <p>Ongoing</p>	People who have no interest currently	KA1 KA2

	landfill and cost.	events will be and other information will be available.			
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### **5. Schools Education**

The promotion of the reduce, reuse, recycle message to school children is a very important element of any waste campaign.

To promote this message to school children and to help them understand the importance of reducing, reusing and recycling we are going to follow the below plan.

<b>Campaign</b>	<b>What We Will Do</b>	<b>Activity Targets</b>	<b>Timescales</b>	<b>Useful For</b>	<b>Links with Key Aim (KA)</b>
<b>Schools Education - Recycler the Rapping Robot Visits</b>	<ul style="list-style-type: none"> <li>• Book Recycler the Rapping Robot to come to York primary schools for 2 weeks during 2008/09.</li> <li>• Primary schools to be informed that he is coming to York and the benefits of having this performance (which is free to schools)</li> </ul>	<p>Book Recycler to come to York, for 2 weeks over the course of the year</p> <p>Promote the benefits of Recycler performance to schools, and book schools to see Recycler</p>	May and January 2009	<p>People who have no interest currently</p> <p>People who would like to do more but are unsure how to</p>	KA1 KA2 KA4
<b>Schools Education - Distribute York and North Yorkshire Waste Partnership Packs</b>	<ul style="list-style-type: none"> <li>• Update the education packs produced by YNYWP to include more items</li> <li>• Distribute the education packs to the primary schools in York, that have been produced by the partnership.</li> <li>• Link into any other educationally work undertaken by the partnership</li> </ul>	<p>Order new items to be included within the packs</p> <p>Promote the education packs and provide to the primary schools in York</p>	<p>2008/09</p> <p>Ongoing</p>	<p>People who have no interest currently</p> <p>People who would like to do more but are unsure how to</p>	KA1 KA2 KA3
<b>Schools Education -</b>	<ul style="list-style-type: none"> <li>• Work with secondary schools</li> </ul>	Provide information,	Ongoing	People who have not	KA1 KA2

<b>Work with Secondary Schools</b>	to promote the reduce, reuse, recycle message. <ul style="list-style-type: none"> <li>• Provide information as requested, undertaking assemblies or classes.</li> </ul>	assemblies and classes as and when requested		interest currently  People who would like to do more but are unsure how to	
<b>Schools Education - Work with children's groups</b>	<ul style="list-style-type: none"> <li>• Provide talks and presentations to brownie, scout and guide groups and other children's clubs</li> </ul>	Provide information as requested	Ongoing	People who would like to do more but are unsure how to	KA1 KA2

## 6. Packaging

Packaging is an important issue for many people, it does not weigh a great deal but can be bulky and takes up a large amount of room in peoples bins.

To promote ways to reduce the amount of packaging that residents have, we are going to follow the below plan.

<b>Campaign</b>	<b>What We Will Do</b>	<b>Activity Targets</b>	<b>Timescales</b>	<b>Useful For</b>	<b>Links with Key Aim (KA)</b>
<b>Packaging - Information Leaflet</b>	<ul style="list-style-type: none"> <li>• Work with Trading Standards to produce an information leaflet</li> <li>• Through leaflet provide practical ways for residents to reduce the amount of packaging they have</li> <li>• Through leaflet provide information about trading standards i.e. how to contact them if you feel that an item has too/ unnecessary packaging</li> </ul>	Form links and work with Trading Standards  Produce an information leaflet which will then be available at, council receptions, libraries, events that waste services and trading standards attend. This information will also be on the councils website.	2008/ early 2009  March 2009	People who would like to do more but are unsure how to  People that are already taking part but would like to do more	KA1
<b>Packaging – Trading Standard</b>	<ul style="list-style-type: none"> <li>• Carry out test purchases with Trading Standards to assess products</li> </ul>	Decide products to test purchase Carry out test purchase		People who have not interest	KA1 KA2

<b>s work</b>	that may be over packaged	Harness PR to show what we're doing about packaging		currently  People who would like to do more but are unsure how to  People that are already taking part but would like to do more	
<b>Packaging - Nationally</b>	<ul style="list-style-type: none"> <li>• Continue to monitor what activity regarding new legislation relating to packaging</li> <li>• Monitor what other councils and organisations are doing across UK to deal with packaging</li> <li>• Where appropriate information will be provided to residents, through press releases, information on the website and information at events.</li> </ul>	<p>Monitor any changes in legislation that looks at packaging.</p> <p>Look at what other councils are doing</p> <p>Provide information on website and through press to residents if and when needed</p>	Ongoing  2008/09	People that are already taking part but would like to do more	KA1

## **7. Christmas Waste Campaign**

Christmas is a time of year when the amount of packaging and waste produced increases. It is important that the REDUCE, REUSE message is carried through this time of year, to provide residents with practical ways to reduce the amount of waste that they produce.

To promote reducing waste at Christmas and to reduce the amount of waste that is being sent to landfill, we are going to follow the below plan.

<b>Campaign</b>	<b>What We Will Do</b>	<b>Activity Targets</b>	<b>Timescales</b>	<b>Useful For</b>	<b>Links with Key Aim (KA)</b>
<b>Christmas Waste</b>	<ul style="list-style-type: none"> <li>• Run a campaign to help residents</li> </ul>	Produce promotional	December 2008	People who would	KA1 KA2

<b>Campaign – Reducing Waste at Christmas</b>	<p>find practical ways to reduce their waste at Christmas.</p> <ul style="list-style-type: none"> <li>Use posters, adverts in the press and on radio &amp; information on the councils website.</li> </ul>	<p>material for the reduce, reuse Christmas message. Information will be provided through posters, adverts in press and on radio, and through the website.</p>	<p>December 2009 December 2010</p>	<p>like to do more but are unsure how to</p> <p>People that are already taking part but would like to do more</p>	
<b>Christmas Waste Campaign - Neighbourhood Pride Campaign</b>	<ul style="list-style-type: none"> <li>Support the Reducing Environmental Impact of Christmas - Neighbourhood Pride Campaign throughout December</li> </ul>	<p>Work in partnership with the Neighbourhood Pride Campaign.</p> <p>Information will be provided through website, press and any events planned</p>	<p>December 2008</p>	<p>People who have no interest currently</p> <p>People who would like to do more but are unsure how to</p>	<p>KA1 KA2 KA4</p>

### 8. Business Waste, Waste Minimisation

It is important that business waste is part of the overall waste minimisation plan. Businesses need as much help and information as residents on ways in which they can reduce the amount of waste that they produce.

To promote business waste minimisation and reduce the amount of waste going to landfill, we are going to follow the below plan.

<b>Campaign</b>	<b>What We Will Do</b>	<b>Activity Targets</b>	<b>Timescale</b>	<b>Useful For</b>	<b>Links with Key Aim (KA)</b>
<b>Business Waste Campaign - Form Partnerships</b>	<ul style="list-style-type: none"> <li>From partnerships with organisations that can provide help and support to businesses in regards to how they can manage their waste.</li> </ul>	<p>Contact and form partnerships and links with organisations that can provide help and support to businesses.</p>	<p>2008/09</p>	<p>People who have no interest currently</p> <p>People who would like to do more but are unsure how to</p>	<p>KA1</p>
<b>Business Waste Campaign</b>	<ul style="list-style-type: none"> <li>Produce a booklet to provide information to businesses on</li> </ul>	<p>Produce and information booklet for businesses</p>	<p>2008/09 &amp; 2009/</p>	<p>People who have no interest</p>	<p>KA1 KA4</p>

<b>- Produce Information Booklet</b>	<p>how they can practically reduce the waste they produce</p> <ul style="list-style-type: none"> <li>• Use the partnerships formed with above organisations, to improve information in booklet</li> <li>• Include useful contacts to above organisations so businesses can directly contact them for more specific advice and support</li> </ul>		10	<p>currently</p> <p>People who would like to do more but are unsure how to</p>	
<b>Business Waste Campaign - Promote Booklet</b>	<ul style="list-style-type: none"> <li>• Disseminate booklet to all interested businesses,</li> <li>• Booklet will work alongside new commercial waste recycling service</li> </ul>	Disseminate 200 booklets	2009/10 & 2010/11	People who would like to do more but are unsure how to	KA1 KA2
<b>Business Waste Campaign - Work with businesses</b>	<ul style="list-style-type: none"> <li>• Work with 5 businesses more closely to help answer any queries they have</li> <li>• Gain feedback from monitoring of their waste and how they have managed to reduce their waste</li> </ul>	<p>Make links with one businesses keen to work with us Pass on booklet and information about who can help them Make regular contact with them to gain feedback</p>	2008/09	<p>People that are already taking part but would like to do more</p>	KA1
<p>Make links with two businesses keen to work with us Pass on booklet and information about who can help them Make regular contact with them to gain feedback</p>	2009/10	KA1			
<p>Make links with two businesses keen to work with us Pass on booklet and information about who can help them Make regular contact with them to gain feedback</p>	2010/11	KA1			

## **9. Internal Communication**

It is important that City of York Council is seen to be leading by example and therefore it is important that there is an effective internal communications campaign for waste minimisation.

The waste minimisation action plan will look to provide information displays in area's used by staff, for example staffrooms and break out areas. This could be easier to do once the Hungate Development has been completed.

Currently the communication measures do not have a cost implication, however if it is possible to provide semi permanent displays in staff areas, a cost could be incurred, amendments to this plan will reflect this as and when

<b>Campaign</b>	<b>What We Will Do</b>	<b>Activity Targets</b>	<b>Timescales</b>	<b>Useful For</b>	<b>Links with Key Aim (KA)</b>
<b>Internal Communications - Promote each campaign to council staff</b>	<ul style="list-style-type: none"> <li>Use bulletin board, email where appropriate, council website and internal newsletters to promote all Campaigns</li> </ul>		Ongoing	People who would like to do more but are unsure how to	KA2 KA3
<b>Internal Communications - Poster campaigns</b>	<ul style="list-style-type: none"> <li>Put up relevant displays in council receptions and at the library in conjunction with campaigns running externally</li> </ul>	Look at campaign calendar and book in displays at the library. Print extra posters to give to all council receptions	Ongoing	People who would like to do more but are unsure how to	KA1 KA3
<b>Internal Communications – Incentivise staff to reduce waste</b>	<ul style="list-style-type: none"> <li>Run a paper reduction campaign in council offices via office managers</li> <li>Monitor amount of paper reduced</li> <li>Award prize for best performing office</li> </ul>	Contact office managers Provide handy hints and tips to paper reduction Use prize as incentive Monitor paper orders to see how much paper is reduced	2009/10	<p>People who would like to do more but are unsure how to</p> <p>People that are already taking part but would like to do more</p>	KA1 KA2 KA3
<b>Internal Communications -</b>	<ul style="list-style-type: none"> <li>Produce booklet for businesses wishing to</li> </ul>	Produce booklet Start to disseminate to	Produce booklet in 2008/09	People who would like to do more but	KA3

<b>Provide information to offices about waste minimisation</b>	reduce their waste • Disseminate to office managers	offices (see Business Waste Campaign)	&2010/11 Disseminate to all council offices in 2009/10	are unsure how to	
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**Throughout all of the campaign activities listed in this document, we will work to ensure that all the information and activities are accessible to all sections of the community.**





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**Executive****23 September 2008**

Report of the Director or Neighbourhood Services

## **Household Waste Recycling Centres – Controls and Permits**

### **Summary**

1. The purpose of this report is to ask Members to consider introducing a permits scheme to help control trailers and the size of vehicles using the Council's Household Waste Recycling Centres. This consideration is to reduce the level of illegal trade waste disposal and limit the amount of construction and demolition waste that can be disposed of at the sites. Other than for demolition waste there will be no consideration of restricting the use by family –type cars.

### **Background**

2. As a Waste Disposal Authority, the City of York Council has a duty under the Environmental Protection Act 1990 (Part II Section 51 (1)(b)) to arrange for places to be provided at which persons resident in its area may deposit their household waste. This duty is discharged by the provision of household waste recycling centres (HWRCs) at Hazel Court, Beckfield Lane and Towthorpe.
3. City of York Council has to achieve statutory waste management targets for the recycling and composting of household waste, and for diverting biodegradable municipal waste from landfill. More than 27% of the total municipal waste dealt with by the local authority is handled at the HWRCs and these facilities therefore have a very significant role in helping to meet these targets.
4. In 2007/08 the total amount of waste delivered to the York sites was approximately 30,000 tonnes. An average recycling and composting rate of 69.3% was achieved at the 3 sites. The increase in recycling and composting rates at the sites has been due to a number of factors including the opening of a new site at Hazel Court site in April 2006, improvement work carried out at the other 2 HWRCs and a new sites management contract which started in 2006.

5. At Hazel Court HWRC traders are also allowed to deliver small quantities of commercial waste. This is a chargeable service and traders need to have the correct documentation from the Environment Agency to be able to use the disposal facilities at the site. Traders are encouraged to recycle and compost as much of their waste as possible and to maximise this there is a differential charging system in place where it is cheaper to recycle waste than sending it to landfill.
6. In recent years the amount of people using vans, pick-up trucks, commercial vehicles and trailers to deliver large quantities of waste to the sites has significantly increased. The use of such vehicles and trailers often pose health and safety risks to other site users through congestion with customers suffering delays and inconvenience.
7. In addition, it is considered that a significant proportion of waste being delivered in such vehicles is commercial/trade waste being disposed of illegally under the guise of household waste.
8. Each of the sites provides a facility for householders to dispose of construction and demolition waste from small DIY jobs. Increasingly large amounts of this waste are being brought into the sites. Much of this waste is thought to be coming from large building improvement repair and alteration projects (including commercial sources) where it would be more appropriate to hire skips. As this is classed as industrial waste there is no legal responsibility for this waste to be accepted at sites.
9. Many Waste Disposal Authorities (WDAs) have introduced policies to deal with these sort of issues. Most recently North Yorkshire County Council (NYCC) implemented a range of measures to restrict the size of vehicles using their HWRCs and to combat the illegal disposal of trade waste. It is anticipated that there will be a adverse knock on effect in York as some former NYCC customers seek to use York's HWRCs.
10. Site staff time is wasted dealing with all of these issues and this reduces the standard of customer service being provided. There is also a negative impact on recycling and composting performance. It is important that these negative aspects of service delivery are addressed.
11. The Waste Management Strategy 2007/2008 - 2013/2014 report that was approved in October 2007, set out the reasoning for looking at 'specific policies for acceptance of waste from non York residents at household waste recycling centres, limiting the amount of waste taken to household waste recycling centres by residents (permits system) and developing an integrated enforcement policy'. It was resolved at this meeting that officers would provide further reports on these items.
12. This report deals with introducing a permits scheme to help control the size of vehicles using sites, reduce the level of illegal trade waste disposal and limit the amount of construction and demolition waste that can be disposed of at sites.

## Consultation

13. Regular meetings with Yorwaste, the contractor responsible for the day to day running of the sites, has identified a number of issues impacting on the performance and smooth running of the HWRCs. These issues include the increasing size of vehicles and trailers using the sites, growth in illegal disposal of trade waste and increasing amounts of construction and demolition waste being brought into sites.

## Options

The options for Members to consider are:

14. **Option 1 - Permit scheme for vehicles and trailers**

This option place restrictions on the size of vehicles and trailers using HWRCs. Full details of this proposal are included in Annex 1 but the key elements are shown below.

### Vehicles

Customers using family cars, 4x4s, estate cars or people carriers without a trailer or pick up will not need to apply for permits to use the HWRCs, and there will be no restriction in their use, other than for demolition type waste (see option 2 below).

Larger vehicles will however be subject to the permits scheme and will include:

- 4x4s with a pick up
- Family Cars with trailer up to 1.8m x 1.2m
- Small van with or without a trailer
- Transit-type van without a trailer
- Mini bus without a trailer
- Camper vans without a trailer

As there are height barriers in use at Beckfield Lane and Towthorpe the size of some of these vehicles means that they will only be able to gain access to Hazel Court via the trade waste lane.

Vehicles larger than those specified above, such as Luton vans, pick ups (excluding 4x4 type) will only be able to use Hazel Court HWRC on weekdays between 15.00 and closing time.

Vehicles with a Gross Vehicle weight (GVW) of more than 3.5 tonnes, horse boxes and trailers larger than 3m x 1.8m will not be allowed access to any site.

Trailers

Customers using any trailer up to 1.8m x 1.2m will need to apply for permits.

Vehicles using trailers larger than 1.8m x 1.2m up to a maximum size of 3m x 1.8m will only be able to use Hazel Court HWRC on weekdays between 15.00 and closing time.

Permits

A maximum of 12 permits per calendar year will be available to successful applicants. It will be possible to apply for additional permits once the initial allocation of 12 permits has been used but this process will be strictly controlled.

Concessionary Visits

It is recognised that customers might occasionally need to use a site with a van, eg. clearing a house following the death of a relative. On such occasions it is proposed that a one off concessionary visit will be available. These instances will be assessed on a case by case basis and recorded.

Implementation Timetable

Proposed timetable for implementation is detailed below:

Month	Work
September 2008	Report to Members
October 2008	Staff training, York Customer Centre and Site Staff
November 2008 to January 2009	Communication and Publicity of new scheme
Week Commencing: <u>9 February 2009</u>	Implementation of permits scheme at all HWRCs.

15. **Option 2 – Limiting quantity of construction and demolition waste**

This option places restrictions on the amount of construction and demolition waste that householders can bring to HWRCs. Full details of the proposal are included in Annex 2.

Customers will not be allowed to bring more than the equivalent of 2 full car boot loads of rubble each month. This is consistent with North Yorkshire County Councils policy on Construction and Demolition Waste.

There will be no restrictions on the amount of soil brought into the sites.

The proposed timetable for implementation is the same as that detailed for Option 1.

16. **Option 3 - Do nothing**

This option would mean that no changes are made to the current methods of operating the HWRCs.

## **Analysis**

17. **Option 1 - Permit scheme for vehicles and trailers**

Implementation of the permit scheme will have the following advantages:

- Improve health and safety on sites by reducing congestion and delays for customers.
- Reduce the illegal disposal of trade waste.
- Improve standard of customer care by reducing amount of staff time wasted dealing with vehicle issues.
- Improve recycling and composting performance on sites.
- Reduce the amount of residual waste being delivered to sites by 5% (920 tonnes)

18. **Option 2 - Limiting quantity of construction and demolition waste**

Implementation of restrictions limiting quantity of construction and demolition waste will have the following advantages:

- Improve health and safety on sites by reducing congestion and delays for customers.
- Reduce the illegal disposal of trade waste.
- Improve standard of customer care by reducing amount of staff time wasted dealing with vehicle issues.
- Improve recycling and composting performance on sites.
- Reduce the amount of construction and demolition waste being delivered to sites by up to 10% (590 tonnes)

19. **Option 3 – Do nothing**

The consequences of not implementing Options 1 and 2 will be:

- Further deterioration in health and safety on sites by increasing levels of congestion and delays for customers.
- Illegal disposal of trade waste will increase as waste disposal costs continue to rise.
- Decreasing standards of customer care.
- Difficulty in improving recycling and composting performance.

## Corporate Priorities

20. The approval of these policies will contribute to the Council's corporate priority:
  - Decrease the tonnage of biodegradable waste and recyclable products going to landfill

## Implications

The implications of the proposals are detailed below:

21. **Financial** - Option 1 includes the establishment of a full time administrative post to help operate the permits scheme. This can be funded from savings made through reducing the illegal disposal of trade waste.
22. **Human Resources (HR)** - Option 1 includes the establishment of a full time administrative post to help operate the permits scheme.
23. **Equalities** - An Equality Impact Assessment has been carried out for these policies.
24. **Legal** - There are no legal implications.
25. **Crime and Disorder** - There are no crime and disorder implications.
26. **Information Technology (IT)** - There will be a need to purchase a database to be able to administrate the permit system.
27. **Property** - There are no implications for property in this report.
28. **Other** - Implications for harm to the environment through flytipping have been discussed with the Environment and Enforcement Manager.

## Risk Management

29. Experience elsewhere suggests that introduction of permit schemes such as detailed in this report requires good communication in order to minimise any adverse impact on users. There is some risk of increased fly tipping, however, good advance promotion of the scheme coupled with active enforcement will minimise this potential impact.

## **Recommendations**

30. Members are asked to approve Options 1 and 2

1) **Option 1 - Approve the Household Waste Recycling Centres - Vehicles and Trailers Permit Scheme Policy**

**Reason:** To allow the implementation of the permit scheme at all HWRCs within York

2) **Option 2 - Approve the Household Waste Recycling Centres Construction and Demolition Waste Policy**

**Reason:** To allow the implementation of restrictions on the amount of construction and demolition waste entering all 3 HWRCs in York.

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*Chief Officer's name Terry Collins  
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**Report Approved**  **Date** 10/9/08

*Chief Officer's name  
Title*

**Report Approved**  **Date** Insert Date

**Specialist Implications Officer(s)** *List information for all*

*Rachel Buxton, Waste Strategy Officer*

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

**All**

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

**Background Papers:**

- Waste Management Strategy 2007/2008 - 2013/2014 Executive Report.
- Waste Management Strategy 2008/2014 - Refresh

**Annexes**

Annex 1 - Permit Scheme for Vehicles and Trailers

Annex 2 - Limiting Quantities of Construction and Demolition Waste



## Household Waste Recycling Centres – Policy

### Permit Scheme for Vehicles and Trailers

The Household Waste Recycling Centres in York are provided for the use of residents in York to dispose of their household waste. There has been an increasing amount of vans and trailers used to take waste to these sites over recent years.

Height barriers have been used for the last few years to try to enforce the non trade waste at Beckfield Lane and Towthorpe, however there is now a growing need to move this one step further.

To enable City of York Council to enforce a no trade waste policy at Beckfield Lane and Towthorpe and to ensure that traders using Hazel Court are paying for the service<sup>1</sup>, a permit scheme to control the use vans and trailers is needed.

The main objectives of placing restrictions on the size, type of vehicle and trailer using the site are:

- Help to reduce non permitted trade waste being illegally disposed of at the sites
- Improve Health and Safety of customers and staff at the sites
- Ease congestion on the sites
- Reduce risk of accidents involving site users and site staff
- The policy also complements that put into place at North Yorkshire County Council

Below details the Permit scheme which is available to York residents only to allow for the use of Vans and trailers at the 3 household waste recycling centres in York.

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<sup>1</sup> See Household Waste Recycling Centres – Policy. Trade Waste

## **Permit Scheme Details**

The following restrictions do not apply to trade vehicles that are registered to use Hazel Court Household Waste Recycling Centre. Please refer to the Household Waste Recycling Centres – Policy, Trade Waste document.

### **Types of Vehicles that will be accepted onto sites without permits**

The following vehicles will be allowed to use all 3 Household Waste Recycling Centres without the need for a permit

- Family Cars without a trailer
- 4x4's without pick up or a trailer
- Estate Cars without a trailer
- People Carriers without a trailer

If any type of the above vehicle wants to use any of the 3 Household Waste Recycling Centres with a trailer they will need to apply for a permit.

### **Types of Vehicles that will be accepted onto sites with permits**

The following vehicles under 4.9 metres in length, 2.4 metres in width and 1.9 metres in height, will be accepted onto all household waste recycling centres with a permit during opening hours:

- 4 x 4 with a pick up
- Family Cars with trailer up to 1.8m x 1.2m
- Small Van with or without a trailer
- Transit-type Van without a trailer
- Mini Bus without a trailer
- Camper vans without a trailer

If any of the above vehicles are above 4.9 metres in length, 2.4 metres wide and 1.9 metres high they will have to use Hazel Court Household Waste Recycling Centre. Entrance for these vehicles will be via the Trade Waste Entry. These vehicles will not be able to gain entry at the other 2 sites.

Residents wishing to use the above vehicles will need to apply for a permit. 12 permits will be issued to each successful applicant. It will be possible to reapply for additional permits, if all 12 permits are used, however City of York Council reserve the right to refuse additional permit requests when made within 12 months of first application.

City of York Council reserve the right to refuse entry onto the household waste recycling centre if it believed that the waste being carried in the above vehicles is undeclared trade waste.

### **Types of Vehicles that will be accepted on to sites with permits and time restrictions**

The following vehicles will only be accepted onto Hazel Court Household Waste Recycling Centre with a permit and during the following times:

#### **Monday to Friday: 3pm until closing time**

- Pick ups (excluding 4 x 4 type)
- Box / Luton Vans
- Larger trailers over 1.8m x 1.2m up to a maximum of 3m x 1.8m

Any vehicle over 3.5 Gross Vehicle Weight (GVW) or trailers towed by minibuses, campervans or transit-type vans cannot be used for household waste disposal at the sites.

Residents wishing to use the above vehicles will need to apply for a permit. 12 permits will be issued to each successful application. It will be possible to reapply for additional permits, if all 12 permits are used, however City of York Council reserve the right to refuse additional permits request when made within 12 months of first application.

City of York Council reserve the right to refuse entry onto the Household Waste Recycling Centre if it is believed that the waste being carried in the above vehicles is undeclared trade waste.

#### **Trailer Size Permitted on to site with a Permit**

The use of a trailer with any vehicle will need a permit, an upper limit has been set on the size of a trailer that will be allowed onto site, this is:

1.8m x 1.2m

The size of the trailer will need to be detailed on the application form for the permit.

Any trailer between 1.8m x 1.2m and 3m x 1.8m will be issued with a site and time restricted permit<sup>2</sup>.

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<sup>2</sup> Please ref to *Types of Vehicles that will be accepted on to sites with permits and time restrictions*.

### **Vehicles that will not be allowed onto sites**

The following vehicles will not be allowed to use any of the 3 Household Waste Recycling Centres in York:

- Horse Boxes
- Trailers over 3m x 1.2m

### **Concessionary Visit**

It is recognised that on occasions people may need to use a site with a van, for example if they are having to clear a relatives house. This may include commercial like vans or hired vehicles. On these occasions it will be possible to get a **One off concessionary visit**. These cases will be assessed on a case by case basis, and recorded.

### **Application Process**

Below is the process that will take place when a residents applies for a permit:

- An application form will be obtained, either via the councils website, or by calling the York Customer Centre (01904) 551551
- Once this has been received by the waste strategy team, with all supporting documentation as requested on application form, this will be processed and if approved permits will be sent out within 10 working days.
- If there is a need for more information or clarification once the application has been received by the waste strategy team, this will be requested within 10 working days.
- When using the site, residents will have to hand in one permit to the site attendants for each visit they make in the permitted vehicle.
- Residents can re apply for more that the 12 permits, however this is subject to refusal if the reapplication is made within 12 months of the first application.

### **Enforcement of Scheme**

If a resident comes to use the Household Waste Recycling Centres, in one of the listed vehicles or with a trailer, without a permit they will be refused entry

to the Household Waste Recycling Centre, with an explanation as to the reason why they have been refused entry.

Each time a resident uses the sites in one of the listed vehicles or with a trailer, and they have successfully applied for a permit, they will need to hand in one of the permits to the site staff.

These permits will be returned to Waste Strategy Unit, where a record will be kept of those that have used the site with a permit.

At any time, City of York Council reserve the right to refuse entry to permitted vehicles if it is believed that the waste brought to the site is not household waste and is non permitted trade waste.

## **Individual Site restrictions / acceptance**

Each of the 3 Household Waste Recycling Centres in York, are different in size, shape and have different opening times. Due to these differences it is necessary to place restrictions of the type of vehicles that will be allowed onto site with or without permits.

### **Beckfield Lane HWRC**

Due to the limited opening hours and restricted space the following restrictions on vehicles using the site will be enforced;

**Allowed onto site, as long as they can fit under the height barrier which is 1.9m in height**

- Family Cars without a trailer
- Estate Cars without a trailer
- People carriers without a trailer

None of the above vehicles require a permit to use the site.

### **Vehicles that will not be allowed onto site**

Any vehicle that needs a permit to use the Household Waste Recycling Centres will not be allowed to use Beckfield Lane, these are:

- 4x4's with a pick up
- Family Cars with a trailer
- Small vans with or without a trailer
- Transit-type van with or without a trailer
- Mini Bus with or without a trailer
- Camper vans with or without a trailer
- Pick ups (excluding 4x4 types)
- Box/ Luton Vans
- Horse boxes
- Any vehicle with a trailer
- Any vehicle above 1.9 m in height
- Any vehicle over 3.5 tonne GVW

## **Towthorpe HWRC**

Due to the size of the site and access in and out of the site, the following restrictions on vehicles using the site will be enforced;

### **Allowed onto site, as long as they can fit under the height barrier with is 1.9m in height**

- Family Cars without a trailer
- Estate Cars without a trailer
- People carriers without a trailer
- 4x4's without pick up or a trailer

None of the above vehicles require a permit to use the site.

- Trailers up to a maximum of 1.8m x 1.2m in length

The above will only be allowed onto site if the correct permit is held.

### **Vehicles that will not be allowed onto site**

The below vehicles will not be allowed onto Towthorpe HWRC

- 4x4 with a pick up
- Small van with or without a trailer
- Transit-type van with or without a trailer
- Mini Bus with or without a trailer
- Camper vans or without a trailer
- Pick ups (excluding 4x4 type)
- Box / Luton Vans
- Horse Boxes
- Any vehicles with a trailer over 1.8m x 1.2m up to a maximum of 3m x 1.8m
- Any vehicle above 1.9m in height
- Any vehicle over a weight of 3.5 tonne pay loads

## Hazel Court HWRC

Hazel Court HWRC has been designed to allow the use of the site for traders, this means that the site is larger and has the facilities to accept a larger range of vehicles than at the other 2 HWRC's.

### Vehicles that will not be allowed onto site

- Horse Boxes
- Trailers over 3m x 1.2m in length

### Vehicles that will be allowed onto site without a permit

The following vehicles will be allowed to use the site without the need for a permit:

- Family Cars without a trailer
- 4x4's without pick up or trailer
- Estate Cars without a trailer
- People Carriers without a trailer

### Vehicles that will be allowed onto site with a permit

The following vehicles will be allowed onto site with the relevant permit;

- 4 x4 with a pick up
- Family Cars with a trailer up to 1.8m x 1.2m in length
- Small van with or without a trailer
- Transit-type Van with or without a trailer
- Mini Bus with or without a trailer
- Camper vans with or without a trailer

All trailers need to have a permit before being allowed onto site, in addition to the permit needed for the vehicle. Trailers will only be allowed onto site that are up to 1.8m x 1.2m on this permit.

The following vehicles can use the site, **Monday to Friday**, between 3pm until closing time;

- Pick ups (excluding 4 x 4 type)
- Box / Luton Vans
- Larger trailers over 1.8m x 1.2m up to a maximum of 3m x 1.8m
- Vehicles with more than 4 wheels



### Summary Table

Below is a summary table which shows where and what you need to take each vehicle.

Vehicle	Allowed on Hazel Court	Allowed on Beckfield Lane	Allowed on Towthorpe	Permit needed	Time restricted permit needed
Family Car without trailer under 1.9m in height	YES	YES	YES		
4x4 without pick up or trailer under 1.9m in height	YES	YES	YES		
Estate Cars without trailer under 1.9m in height	YES	YES	YES		
People Carriers without trailer under 1.9m in height	YES	YES	YES		
Any vehicle above 1.9m	YES	NO	NO		
Trailer up to 1.8m x 1.2m in length	YES	NO	YES	YES	
Small Van with/without trailer	YES	NO	NO	YES	
Transit Van with/without trailer	YES	NO	NO	YES	
Mini bus with/without trailer	YES	NO	NO	YES	
Camper van with/without trailer	YES	NO	NO	YES	
4x4 with a pick up	YES	NO	NO	YES	
Pick ups (ex. 4x4 type)	YES	NO	NO		YES
Box / Luton Vans with/without trailer	YES	NO	NO		YES
Trailers over 1.8m x 1.2m up to a max. 3m x 1.8m in length	YES	NO	NO		YES
Trailers over 3m x 1.8m in length	NO	NO	NO		
Horse Boxes	NO	NO	NO		
Any vehicle with a GVW above 3.5 tonne	NO	NO	NO		

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## Household Waste Recycling Centres

### Policy for controlling Construction and Demolition Waste

The household waste recycling centres in York are provided for the use of residents in York to dispose of their household waste. There are 3 sites in York, Hazel Court, Towthorpe and Beckfield Lane.

There has been an increasing amount of construction and demolition waste brought into the sites in York. To ensure that the waste being brought into the site is not from a business, there is a need to restrict the amount of this type of waste brought into the sites.

#### How Much Construction and Demolition Waste Will be Allowed onto Site

Most construction and demolition waste that is brought into the household waste recycling centres is soil and rubble, we are limiting the amount of RUBBLE that is brought into the 3 HWRCs:

**No more than the equivalent of 2 full car boot loads of rubble per household will be accepted into the sites each month.**

There will be no limit on the amount of soil brought into the sites.

The following materials will be allowed to be brought into Hazel Court, Beckfield Lane and Towthorpe HWRCs, however if the frequencies or quantities are thought to be excessive, you will be asked to provide evidence of where the waste has come from.

- Sinks
- Toilets
- Water Tanks
- Windows

It is possible to take the following to **Hazel Court HWRC Only**

- Cement Bonded Asbestos

#### Alternative Facilities

There are a number of alternatives to using the household waste recycling centres to dispose of your construction and demolition waste. These include the hire of skips from waste management companies.

These can be found at the following places:

- Advertised in local business directories
- Listed on [www.wasterecycling.org.uk](http://www.wasterecycling.org.uk)
- Listed and registered with the Environment Agency – <http://www2.environment-agency.gov.uk/epr/>

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