

SCRUTINY BOARD (ENVIRONMENT, HOUSING AND COMMUNITIES)

Meeting to be held in Civic Hall, Leeds, LS1 1UR on
Monday, 4th December, 2017 at 10.30 am

(A pre-meeting will take place for ALL Members of the Board at 10.00 a.m.)

MEMBERSHIP

Councillors

B Anderson (Chair)	Adel and Wharfedale;
J Bentley	Weetwood;
A Blackburn	Farnley and Wortley;
K Bruce	Rothwell;
D Collins	Horsforth;
A Gabriel	Beeston and Holbeck;
P Grahame	Cross Gates and Whinmoor;
G Harper	Hyde Park and Woodhouse;
A Khan	Burmantofts and Richmond Hill;
M Lyons	Temple Newsam;
K Ritchie	Bramley and Stanningley;
G Wilkinson	Wetherby;

Please note: Certain or all items on this agenda may be recorded

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Produced on Recycled Paper

A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25* of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded).</p> <p>(* In accordance with Procedure Rule 25, notice of an appeal must be received in writing by the Head of Governance Services at least 24 hours before the meeting).</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <ol style="list-style-type: none"> 1. To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report. 2. To consider whether or not to accept the officers recommendation in respect of the above information. 3. If so, to formally pass the following resolution:- <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:</p> <p>No exempt items have been identified.</p>	

3		<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstances shall be specified in the minutes.)</p>	
4		<p>DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.</p>	
5		<p>APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES</p> <p>To receive any apologies for absence and notification of substitutes.</p>	
6		<p>MINUTES - 6 NOVEMBER 2017</p> <p>To approve as a correct record the minutes of the meeting held on 6th November 2017.</p>	1 - 4
7		<p>SCRUTINY INQUIRY INTO LEEDS' RESPONSE TO GRENFELL - DRAFT REPORT</p> <p>To receive a report from the Head of Governance and Scrutiny Support presenting the Board's draft report following its recent inquiry into Leeds' response to Grenfell.</p>	5 - 24
8		<p>THE FUTURE OF THE WASTE AND RECYCLING STRATEGY FOR LEEDS</p> <p>To receive a report from the Director of Communities and Environment on future proposals linked to the waste and recycling strategy for Leeds.</p>	25 - 46
9		<p>WORK SCHEDULE</p> <p>To consider the Scrutiny Board's work schedule for the 2017/18 municipal year.</p>	47 - 62

DATE AND TIME OF NEXT MEETING

Monday, 15th January 2018 at 10.30 am (pre-meeting for all Board Members at 10.00 am)

THIRD PARTY RECORDING

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts on the front of this agenda.

Use of Recordings by Third Parties – code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

SCRUTINY BOARD (ENVIRONMENT, HOUSING AND COMMUNITIES)

MONDAY, 6TH NOVEMBER, 2017

PRESENT: Councillor B Anderson in the Chair

Councillors J Bentley, A Blackburn,
K Bruce, A Gabriel, P Grahame, A Khan,
M Lyons, K Ritchie and G Wilkinson

42 Late Items

There were no late items.

43 Declaration of Disclosable Pecuniary Interests

There were no disclosable pecuniary interests declared to the meeting.

44 Apologies for Absence and Notification of Substitutes

Apologies for absence were submitted by Councillors D Collins and G Harper.

45 Minutes - 9th October 2017

RESOLVED – That the minutes of the meeting held on 9th October 2017 be approved as a correct record.

46 High Rise Strategy Implementation Update

The report of the Chief Officer of Housing Management presented an update on progress with implementation of the High Rise Strategy.

The following were in attendance for this item:

- Councillor Coupar, Executive Member for Communities
- Simon Costigan, Chief Officer of Property and Contracts
- Jill Wildman, Chief Officer of Housing Management
- John Gittos, Chair of Tenant Scrutiny Board

The key areas of discussion were:

- An overview of key measures, including CCTV monitoring services, aimed at addressing anti-social behaviour cases.
- The use of Traffic Regulation Orders on car parks of high rise blocks to enforce the keep clear areas for waste services and emergency vehicles.
- The development of a Family Friendly model and details of measures aimed at making high rise homes more suitable for family living.
- Improving the management of waste in high rise blocks.

Draft minutes to be approved at the meeting
to be held on Monday, 4th December, 2017

- The advice given to residents on the use of chutes to reduce blockages.
- A need to communicate more effectively with all residents regarding any planned or completed communal repair work within their block.
- Resident engagement and communication priorities and opportunities.
- The success of the Enhanced Support model piloted in the four Clydes and Wortleys blocks during 2016 and the subsequent roll out to another 15 blocks during early 2017.
- Governance of the High Rise Strategy, including the establishment of a High Rise Strategy Board that now includes more cross-cutting membership.

In conclusion, the Board acknowledged the good progress made in delivering the High Rise Strategy.

RESOLVED – That the report be noted.

47 Scrutiny Inquiry into Leeds' response to Grenfell - draft report

The Chair explained that the Scrutiny Board would now be formally considering and agreeing its draft inquiry report during its December meeting.

However, the Chair used this opportunity to ask Board Members whether any further issues had been picked up during the Board's consideration of agenda item 7 which should also form part of the inquiry evidence base and be reflected in the Board's final inquiry report. No further comments were raised by Board Members in this respect.

RESOLVED – That formal consideration of the Scrutiny Board's draft report following its inquiry into Leeds' response to Grenfell be deferred to the December Board meeting.

48 Review of the leeds.gov.uk website - update

The report of the Head of Governance and Scrutiny Support briefly explained the background and current position regarding the review and refresh of the Council's website.

Representatives from the Digital Access Team also provided a PowerPoint presentation during the meeting with more detailed information and a demonstration of the refreshed website prior to it going live.

The following were in attendance for this item:

- James Rogers, Director of Communities and Environment
- Councillor Coupar, Executive Member for Communities
- Ian Strickland, On-line Development Manager,
- Laura Driver, Digital Development Support Officer

The key areas of discussion were:

Draft minutes to be approved at the meeting
to be held on Monday, 4th December, 2017

- Details of the customer insight and testing work that has helped inform the new look website.
- An acknowledgement of the review work being undertaken with the use of existing resources within the Digital Access Team.
- The mechanisms in place to immediately alert the service of any system failures.
- The effective and consistent layout of the website when using other remote devices.
- Clarification was sought regarding future potential for an on-line booking system for Community Centres.
- The communications plan associated with the official launch of the new website.
- The ongoing programme of work across service areas to update their content on the new website, with Council Tax and Planning Services being recognised as priority services and already in development.

In conclusion, the Board praised the review work undertaken by the Digital Access Team and welcomed the new look website.

RESOLVED – That the report and presentation be noted and welcomed.

(Councillor K Bruce left the meeting at 12.00 pm during the consideration of this item).

49 Work Schedule

The Head of Governance and Scrutiny Support submitted a report which invited Members to consider the Board's work schedule for the 2017/18 municipal year.

The Chair highlighted again that the Scrutiny Board's draft report following its recent inquiry into Leeds' response to Grenfell would now be formally considered during the Board's next meeting.

RESOLVED – That subject to any on-going discussions and scheduling decisions, the Board's outline work schedule be approved.

50 Date and Time of Next Meeting

Monday, 4th December 2017 at 10.30 am (pre-meeting for all Board Members at 10.00 am)

(The meeting concluded at 12.05 pm)

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Report of Head of Governance and Scrutiny Support

Report to Scrutiny Board (Environment, Housing and Communities)

Date: 4th December 2017

Subject: Scrutiny Inquiry into Leeds' response to Grenfell – Draft report

Are specific electoral Wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, name(s) of Ward(s):		
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of main issues

1. At its meeting on 17th July 2017, the Executive Board received a report detailing the work undertaken to-date by Leeds City Council and partners since the events of the Grenfell fire and agreed the following recommendation:

That in relation to the role of Scrutiny Boards, the following Scrutiny Boards be requested to pick up scrutiny of the relevant actions / emerging issues:-

- (i) *Scrutiny Board (Strategy and Resources) – emergency planning;*
- (ii) *Scrutiny Board (Infrastructure and investment) – private sector properties and building control;*
- (iii) *Scrutiny Board (Environment, Housing and Communities) – Council housing stock safety, resident engagement and investment decisions.*

2. In responding to this recommendation, the Environment, Housing and Communities Scrutiny Board agreed to undertake an inquiry and approved the terms of reference for this inquiry in September 2017.
3. This inquiry has now concluded and the Board is in a position to report on its findings and recommendations resulting from the evidence gathered. The Board's draft report is therefore attached for consideration and agreement.
4. Scrutiny Board Procedure Rule 13.2 states that "where a Scrutiny Board is considering making specific recommendations it shall invite advice from the appropriate Director(s) prior to finalising its recommendations. The Director shall consult with the

appropriate Executive Member before providing any such advice. The detail of that advice shall be reported to the Scrutiny Board and considered before the report is finalised”.

5. Once the Board publishes its final report, the appropriate Director(s) will be asked to formally respond to the Scrutiny Board’s recommendations within three months.

Recommendation

6. Members are asked to consider and agree the Board’s report following its inquiry into Leeds’ response to Grenfell.

Background documents¹

7. None used

¹ The background documents listed in this section are available to download from the Council’s website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Leeds' Response to Grenfell

Draft Scrutiny Report



Contents

	Page(s)
1. Desired Outcomes and Recommendation Summary	3-4
2. Introduction and Scope	5-7
3. Conclusions and Recommendations	8-15
4. Evidence	16-17



Desired Outcomes and Recommendations

Desired Outcome – To develop an effective engagement and communications plan for Council high rise tenants.

Recommendation 1 – That the Director of Resources and Housing ensures that regular updates are provided to the relevant Scrutiny Board in relation to the ongoing development of engagement and communication plans for Council high rise tenants, with an initial update provided by July 2018.

Desired Outcome – To have effective and transparent tenant engagement in the fire safety audit process across all Council high rise blocks.

Recommendation 2 - That the Director of Resources and Housing ensures that work is undertaken, in conjunction with the High Rise Advisory Group, to consider the merits of all possible tenant engagement options, including the Block Champion approach, with the aim of developing a best practice model that provides effective and transparent tenant engagement in the fire safety audit process across all Council high rise blocks.

Desired Outcome – That communal noticeboards are being effectively used in all Council high rise blocks.

Recommendation 3 – That the Director of Resources and Housing:

- (a) Ensures that all Council high rise blocks have communal noticeboards in use by June 2018 to display key information, such as fire safety audit results and details of planned/completed communal repairs and maintenance work.
- (b) Develops a best practice approach to ensure that communal noticeboards within all Council high rise blocks are being managed effectively and kept up-to-date.

Desired Outcome – That there is real time recording of fire safety checks undertaken in Council high rise blocks.

Recommendation 4 – That, as a matter of urgency, the Director of Resources and Housing explores investment opportunities for handheld technology, such as smart phones, to be introduced for undertaking and recording fire safety checks in high rise blocks.



Desired Outcomes and Recommendations

Desired Outcome – That there is continued Scrutiny engagement surrounding the implications of the Grenfell national public inquiry findings.

Recommendation 5 – That the Director of Resources and Housing ensures that further engagement is undertaken with Scrutiny to consider the impact on the Council's Housing Investment Plan once the Grenfell national public inquiry has concluded.

Desired Outcome – That there is scrutiny engagement surrounding fire safety standards linked to medium and low rise Council housing stock.

Recommendation 6 – That the Director of Resources and Housing ensures that further engagement is undertaken with Scrutiny regarding fire safety standards linked to medium and low rise Council housing stock.



Introduction and Scope

Introduction.

1. The horrific events of 14 June 2017 in west London have resulted in continued public and media interest in the safety of high-rise blocks across the UK. This has been particularly focussed on the presence of Aluminium Composite Material (ACM) types of cladding systems that are similar to the system installed at Grenfell Towers, which fire safety experts have pointed at as a possible reason the blaze spread so quickly.
2. The immediate priority for Leeds City Council following the events of Grenfell Tower has been the assurance of Leeds citizens regarding their personal safety. Initially this was focussed particularly on the Council's 116 high rise blocks, where immediate investigations had confirmed that the 23 cladded blocks in Leeds do not have any Aluminium Composite Material (ACM) type of cladding systems. This and further safety advice and reassurance was communicated to residents directly and through media and press releases.
3. Other actions had also been taken as part of a strategic action plan to assess and respond to the impact of the Grenfell Tower fire in Leeds. This included assessing other public buildings such as schools and hospitals, controlling procedures in case of the need to evacuate properties and keeping local stakeholders up to date on all developments. A strategic task group was also established to oversee this work involving all relevant council service leads and representatives of

the West Yorkshire Fire and Rescue Service.

4. At its meeting on 17th July 2017, the Executive Board received a report detailing the work undertaken to-date by Leeds City Council and partners since the events of the Grenfell fire. However, alongside the work of the strategic task group, the Executive Board also acknowledged the role of Scrutiny and agreed the following recommendation:

That in relation to the role of Scrutiny Boards, the following Scrutiny Boards be requested to pick up scrutiny of the relevant actions / emerging issues:-

- (i) *Scrutiny Board (Strategy and Resources) – emergency planning;*
 - (ii) *Scrutiny Board (Infrastructure and investment) – private sector properties and building control;*
 - (iii) *Scrutiny Board (Environment, Housing and Communities) – Council housing stock safety, resident engagement and investment decisions.*
5. In responding to this recommendation, we agreed to undertake an inquiry into Leeds' response to Grenfell insofar as the Scrutiny Board's areas of responsibility. We were also keen to undertake this piece of work quickly. We therefore agreed the terms of reference of our inquiry in September 2017 and held evidence gathering sessions during October 2017.



Introduction and Scope

Scope of the inquiry.

6. The purpose of our inquiry was to make an assessment of and, where appropriate, make recommendations on the following areas:
 - The actions currently in progress or completed in ensuring compliance with fire safety standards for Council housing stock;
 - The level of engagement activity undertaken with local residents regarding fire safety and details of ongoing engagement plans.
 - The role of the Council in encouraging fire safety compliance amongst other local housing providers, with particular reference to the Council's enforcement of the Housing Health and Safety Rating System (HHSRS).
 - Contingency measures for re-homing council residents in the event of a major fire.
 - The medium/longer term investment strategy for Council housing stock in relation to fire safety measures, such as sprinkler systems, and associated communication methods.

Best Council Plan.

7. The vision from the Best Council Plan is for Leeds to be a compassionate, caring city, where we want everyone to be safe and feel safe. In responding to the events of Grenfell Tower it is essential that as a Council we do everything possible to make sure residents in high rise buildings are safe and feel that they are safe.

Desired Outcomes, Added Value and Anticipated Service Impact.

8. In undertaking this inquiry, we set out to achieve the following key outcomes:
 - Providing reassurance that the Council is complying with current fire safety standards;
 - Instilling confidence for the Council to lead by example to other housing providers;
 - Ensuring that the Council's medium/longer term investment strategy for Council housing stock is informed by robust evidence.
9. However, it is important to stress that our inquiry findings, as set out within this report, are only reflective of the evidence presented to Scrutiny within a specific and short timeframe.
10. In undertaking this inquiry, we particularly reflected on how the Council responded immediately to the tragic events of Grenfell in relation to its own high rise blocks as well as considering how such events have since informed short and medium term actions locally. Linked to this, we also discussed the Council's medium/long term investment strategy for its social housing stock in relation to fire safety measures.
11. However, throughout our inquiry we also remained mindful of the ongoing independent public inquiry set up by Government to examine the circumstances surrounding the fire at Grenfell and to determine what, if any, further action may be needed nationally



Introduction and Scope

to prevent a similar tragedy happening again.

12. Depending on the emerging findings of this public inquiry, there is clearly the potential for future policy changes in relation to high rise building and fire safety regulations. These could include changes to building regulations and fire safety requirements that need to be retrofitted to buildings.
13. Whilst the Council quite rightly will always prioritise the safety of its residents, there will inevitably be resource implications to consider which may impact upon other planned improvements to council housing. This will need to be reviewed once the situation is made clearer. However, it is also vital that the Council engages proactively with Government about how such potential pressures can be effectively managed moving forward. We have addressed the issue of potential investment needs in more detail within our report (see paragraphs 64-69).
14. It is also paramount that any future policy changes are communicated effectively, with residents being reassured of their immediate safety alongside any programme of change, especially where it is likely to take a significant amount of time and resources to implement.
15. In undertaking this inquiry, we recognised the importance of communicating and engaging directly with tenants. We therefore welcomed the contribution made by the Chair of the Tenant Scrutiny Board and also representatives from the High Rise Advisory Group. This group is comprised of tenants and residents living in high rise accommodation and was set up in 2014 to support Housing Leeds in shaping services for high rise tenants.

16. We equally appreciated the valuable input of representatives from the West Yorkshire Fire and Rescue Service and also the active contribution of the Executive Member for Communities and senior officers from Housing Leeds and Civic Enterprise Leeds.
17. Our inquiry has very much highlighted the ongoing commitment of existing staff, key partners and tenant volunteers who are working tirelessly to actively promote the importance of fire safety. Linked to the work undertaken by fellow Scrutiny Boards, we would also like to acknowledge the positive joint working between Housing Leeds and other Council services, including Emergency Planning and the Building Control Team, in raising the profile of fire safety more widely across the private sector and in preparing for any emergency evacuation and temporary rehousing of people, should this ever become necessary.

Equality and Diversity.

18. The Equality Improvement Priorities 2016 to 2020 have been developed to ensure that the council meets its legal duties under the Equality Act 2010. The priorities will help the council to identify work and activities that help to reduce disadvantage, discrimination and inequalities of opportunity to achieve its ambition to be the best city in the UK.
19. Equality and diversity issues have been considered throughout this scrutiny inquiry and the individual, organisation or group responsible for implementation or delivery of the recommendations arising from this inquiry should also give due regard to equality and diversity and where appropriate, an equality impact assessment will be carried out.



Conclusions and Recommendations

A commendable immediate response.

20. Firstly, we are very proud to acknowledge the positive relationship that already exists between the Council and West Yorkshire Fire and Rescue Service (WYFRS). As a result of this, a joint Fire Safety Concordat is already in existence and allows both parties to agree on a hierarchy of risk mitigation measures for the whole Council Housing stock.
21. Since the Grenfell Tower fire, high rise blocks have clearly become an area of primary concern and focus. However, the local Fire Safety Concordat already recognises that high rise buildings should be prioritised over low and medium rise buildings in terms of risk mitigation measures.
22. As part of our inquiry, we received an overview of the actions taken by the Council within days of the Grenfell tragedy. Such actions aimed to reassure the Council and local residents that fire safety is being effectively managed in Leeds' high rise Council homes. This included a joint urgent review with WYFRS of the Council's own fire safety approach, with all 116 Council high rise blocks being visited and a full audit undertaken of all Fire Risk Assessments.
23. A dedicated team was convened to respond to fire safety related phone and email enquiries, particularly from tenants, and a Fire Action Group was also established by Housing Leeds. Whilst agreeing to meet weekly initially, this Group now continues to meet on a monthly basis.
24. The Council also actively responded to information requests made by the Department for Communities and Local Government (DCLG). Linked to this, investigations had revealed that the 23 cladded blocks in Leeds do not have any Aluminium Composite Material (ACM) type of cladding systems.
25. However, we were very pleased to learn that the Council agreed to proactively undertake further investigations on all local high rise blocks with external wall insulation, despite not being required to do so by Government. The Housing Leeds Fire Safety Team arranged for a third party accredited company (FIRAS) to undertake inspections of all these blocks. At the time of writing our report, we learned that FIRAS have now provided certification confirming that all our blocks have achieved the necessary standards.
26. Overall there has been overwhelming agreement by Board Members and also those representing local high rise residents, that the Council, in collaboration with WYFRS, provided a proactive and commendable immediate response following the events of Grenfell.
27. Moving forward, we learned that a Fire Safety Action Plan has been developed to help co-ordinate all subsequent short term and medium term actions. Whilst the delivery of this Plan is being co-ordinated by the Fire Safety Team in Housing Leeds, we acknowledge that many of the actions within it also link into the Council's wider High Rise Strategy.
28. In October 2016, the Council's Executive Board agreed to implement a



Conclusions and Recommendations

new High Rise Strategy for the city. This Strategy sets out Housing Leeds' plans to address a number of issues linked to High Rise Council homes, including investment need. We therefore continue to reference the associated links made to this particular Strategy moving forward.

Proactive engagement with residents.

29. Immediately following the fire, we learned that a Resident Engagement Plan had been developed to help plan and capture the Council's approach to sharing information and supporting residents with any concerns they may have about fire safety.
30. As part of this, two letters had initially been sent to all residents living in high rise to provide updates on progress and the latest fire safety advice. A third letter was then sent to those residents living in high rise blocks with cladding in order to provide more specific information about the cladding and the actions being taken in relation to such cladding.
31. To complement the written communications, we learned that local resident engagement sessions were also held to cover all blocks across the city. We received an overview of these engagement sessions as well as receiving feedback directly from resident representatives.
32. The engagement sessions were predominantly drop in sessions at blocks which aimed to give residents the opportunity to ask any questions or raise any concerns they may have. However, this also enabled Housing Leeds to reassure residents of subsequent actions taken or being planned.
33. We understand that the resident engagement sessions on fire safety were very well received by residents and that they particularly appreciated the efforts made to undertake face-to-face engagement when providing reassurance to residents and seeking out their views on local issues.
34. Interestingly, this engagement activity had also flagged that many residents were not aware of the wider arrangements in place for managing high rise homes and for ensuring resident safety.
35. As such, we were pleased to learn that a key priority for Housing Leeds for the remainder of 2017/18 is to strengthen its resident engagement and communication plan to ensure that residents are kept informed of, and are also involved in, plans for their block. Linked to this, the outcomes arising from the recent fire safety engagement sessions are being used to inform ongoing engagement plans with residents.
36. Whilst there is to be more local resident engagement in relation to issues at a block by block level, we noted a number of other broader communication opportunities being planned as follows:
 - Website development to include a general page on high rise. This is to provide regular updates on the High Rise Strategy and more information on what is planned at a block by block level. This is to be developed during 2018;



Conclusions and Recommendations

- Pilot interactive online forums / E-Surveys, linked to the development of the website during 2018. This is to provide opportunities for ongoing feedback on issues;
- Pilot greater use of targeted emails / texts to communicate with residents of individual blocks on issues relating to the block;
- Consideration is being given to producing a one off High Rise Newsletter in autumn 2017 which provides information on the High Rise Strategy and progress made, but also more local information about what is happening in blocks;
- Communal Noticeboards – to develop a consistent approach to recording block specific information and feedback;
- Review of housing surgeries to ensure that tenants are being offered a convenient way to access services and particularly at blocks where there are management issues or low levels of satisfaction.

37. As Housing Leeds moves forward to develop its resident engagement and communication plan, we were pleased to acknowledge the key role that the High Rise Advisory Group will also have in this regard. As tenant representatives, we also recognise the importance of this Group in monitoring the wider delivery of the High Rise Strategy, acting both as critical friend and reviewing quality assurance.

38. However, we also recognise the continued role of Scrutiny in ensuring that the views of residents, particularly

following the events of Grenfell, are being captured and responded to appropriately. As such, it is important that Scrutiny also maintains a close watching brief surrounding the future development of engagement and communication plans for Council high rise tenants.

Recommendation 1
That the Director of Resources and Housing ensures that regular updates are provided to the relevant Scrutiny Board in relation to the ongoing development of engagement and communication plans for Council high rise tenants, with an initial update provided by July 2018.

Fire safety awareness amongst those working in high rise blocks.

39. The resident engagement work immediately following the events of Grenfell had clearly raised the profile of fire safety and prompted many residents to familiarise themselves with the Council's fire safety measures and procedures, including the existing 'stay put' policy associated with the compartmentation work that has been invested in existing blocks to prevent the spread of fire.

40. However, during our inquiry we also stressed the importance of ensuring that non-residents and especially those contracted to undertake block maintenance works, are also familiar with such fire safety measures and procedures and have a clear understanding of how their actions might adversely affect the fire safety measures



Conclusions and Recommendations

present in the building, for example, by propping open fire doors.

41. In response, we were pleased to learn that fire safety awareness is already a fundamental element of the training provided to all contracted workers and that fire safety awareness had been stressed again with existing contractors post Grenfell, with fire safety guidance also being reissued.

Improvements to fire safety inspection checks.

42. A key area of discussion during our inquiry related to high rise fire safety checks in terms of their frequency and the procedures followed, as well as the reporting and recording processes.
43. Interestingly we learned that it is the high rise cleaning staff, who form part of Civic Enterprise Leeds, that are given the additional responsibility to undertake fire safety checks. As such, we understand that cleaning staff receive specific fire safety training which is also refreshed on a regular basis.
44. We were informed that daily Stage 1 fire safety checks take place across all high rise blocks 7 days a week, with Enhanced Management Blocks - i.e. those identified as needing a more intensive housing management approach - having two daily checks covering morning and evening.
45. We were particularly keen to learn more about the processes in place to ensure that such checks are robust, accurate

and consistent across the city. In doing so, we noted that Stage 2 checks are carried out by Housing Management on a quarterly basis (monthly in Enhanced Management Blocks) and that an audit schedule is also in place for Stage 1 checks. Such audits are also selected randomly and subjected to a 'check and challenge' process on a quarterly basis.

46. In addition to this, we also learned that the results of all fire safety checks are logged in a spreadsheet and shared during a monthly fire safety meeting with officers from Housing Management and Property and Contracts.
47. Despite such processes already being in place, a number of issues were raised during our inquiry, primarily by the tenant representatives, which highlighted some inconsistencies in the approach taken across each block. We also noted common tenant perceptions regarding the lack of visibility of cleaning staff and speculation regarding the robustness of fire safety checks.
48. In response, we learned that Housing Leeds is continuing to work closely with Civic Enterprise Leeds to ensure there is a constant and harmonised service for cleaning and fire safety standard checks at all high rise blocks across the city, with joint block audits now being undertaken.
49. However, there was also an acceptance that further work is needed to encourage greater participation, particularly from residents, in the fire safety audit process in order to capture more thoughts and ideas around improvement needs.
50. Having already acknowledged the added value of resident engagement



Conclusions and Recommendations

and insight during our own inquiry, we are fully supportive of efforts to encourage greater resident participation in the fire safety audit process.

51. Linked to this, particular reference was made to the existing Block Champion approach. However, we acknowledge that the success of this approach is heavily dependent on those individual tenant representatives having a clear understanding of the expectations placed upon them as well as having a strong commitment to undertake this role effectively on behalf of fellow residents.

52. As such, we recommend that Housing Leeds, in conjunction with the High Rise Advisory Group, consider the merits of all possible tenant engagement options, including the Block Champion approach, with the aim of developing a best practice model that provides effective and transparent tenant engagement in the fire safety audit process across all Council high rise blocks.

Recommendation 2
That the Director of Resources and Housing ensures that work is undertaken, in conjunction with the High Rise Advisory Group, to consider the merits of all possible tenant engagement options, including the Block Champion approach, with the aim of developing a best practice model that provides effective and transparent tenant engagement in the fire safety audit process across all Council high rise blocks.

53. It was also evident that more still needs to be done to ensure that all residents are made aware of the fire safety audit results relating to their block.

54. We would therefore expect other communication methods, such as those mentioned earlier, being utilised effectively too. In particular, we would expect all Council high rise blocks to have communal noticeboards so that key information, such as the fire safety audit results and details of planned/completed communal repairs and maintenance work, can be clearly displayed.

Recommendation 3
That the Director of Resources and Housing:

(a) Ensures that all Council high rise blocks have communal noticeboards in use by June 2018 to display key information, such as fire safety audit results and details of planned/completed communal repairs and maintenance work.

(b) Develops a best practice approach to ensure that communal noticeboards within all Council high rise blocks are being managed effectively and kept up-to-date.

55. During our inquiry, we also discussed how fire safety checks are being reported back to Housing Management staff, particularly in terms of any action being identified.

56. In doing so, we were very concerned to learn that a paper based system is still



Conclusions and Recommendations

being utilised, with fire safety check sheets being manually scanned on a weekly basis and then emailed to the relevant Housing Offices. This current system therefore does not provide real time information to Housing Offices.

57. However, we were pleased to note that the service had already recognised the need for future investment in handheld technology, such as smart phones, so that the date, time and location of fire safety checks can be sent in real time to Housing Offices, with any flagged issues being dealt with more quickly and efficiently. In view of this, we very much recognise the urgency of such investment.

Recommendation 4
That, as a matter of urgency, the Director of Resources and Housing explores investment opportunities for handheld technology, such as smart phones, to be introduced for undertaking and recording fire safety checks in high rise blocks.

Addressing other factors relating to fire safety in high rise blocks.

58. We acknowledged that a number of other key factors raised by tenants as part of the engagement activity following the events of Grenfell are very much associated with fire prevention measures too. These related to:

- Blocked waste chutes;
- The removal of bulky waste; and

- Car parking enforcement.

59. We are therefore pleased to acknowledge that these factors have already been picked up as part of the wider High Rise Strategy, with key practices already in place and further improvement initiatives being developed.

60. In particular, we noted that joint working with Civic Enterprise Leeds and Waste Services is ongoing to improve the management of waste in high rise blocks. Linked to this, additional afternoon checks have been introduced in the Enhanced Management blocks and other blocks where there are problems with waste being left on landings and in foyers to move additional waste and bulky items which represent a fire risk.

61. We understand that a review of chutes in the most problematic blocks is also underway. This review includes a survey of the condition of chutes and an evaluation of opportunities to improve waste management within blocks. As part of this, a number of options will be piloted within different blocks. This review is happening alongside a wider review of waste management in blocks to ensure that there is adequate provision of waste and recycling facilities.

62. During our inquiry, particular reference was also made to car parking issues, where Waste Services have a problem with access due to vehicles parking in the keep clear areas in front of bin room doors. We are pleased to learn that this is now being addressed by amending existing Traffic Regulation Orders on car parks of high rise blocks to enforce the



Conclusions and Recommendations

keep clear areas for Waste Services and also emergency vehicles. Housing Leeds are also looking to introduce new Traffic Regulation Orders at other blocks where there is a particular parking problem and to introduce restricted parking on the entrance roads to high rise blocks.

63. Scrutiny continues to have a recognised role in monitoring the delivery of the wider High Rise Strategy and in doing so, particular attention will be given to the level of progress made in addressing these three key factors linked to the wider fire prevention measures for high rise blocks.

Current and future investments in fire safety measures.

64. We acknowledge that Housing Leeds has been investing in fire safety measures in its high rise blocks for several years now, spending in excess of £10m in the last three years to upgrade fire doors, deliver compartmentation, emergency signage and lighting.
65. A programme is also currently underway to fit sprinklers to 8 sheltered blocks, with 6 blocks already now been completed and the remaining two PFI blocks being due for completion during 2018/19. Further plans are also being developed to identify the next 8 priority blocks to receive additional fire safety measures, based on block height, single staircases and frequency of fires.
66. As mentioned within our introduction, we are mindful that the emerging findings of

the national public inquiry following Grenfell has the potential for future policy changes in relation to high rise building and fire safety regulations, which could include changes to building regulations and fire safety requirements that need to be retrofitted to buildings.

67. Although it is likely to be some considerable time before the findings of the national public inquiry are known, the Council is currently anticipating up to £52m of additional fire safety works being required in existing stock in total, once best practice and new requirements are factored in.
68. A large proportion of this (c£32m) is for the cost of installing sprinklers in all high rise blocks. The Council has already made £10m available to fund further sprinkler installations in high risk blocks and therefore the £22m cost of installing sprinklers in lower risk high-rise blocks is currently an unfunded pressure in the Council's housing investment plan.
69. If additional funding for these works is not made available from Government then they will have to be funded from existing resources, meaning that it will not be possible to carry out all the works currently contained in the Council's investment plan. As such, we fully support the Council's ongoing lobbying of Government to fund such works and recommend that further engagement is undertaken with Scrutiny to consider the impact on the Council's Housing Investment Plan once the Grenfell national public inquiry has concluded.



Conclusions and Recommendations

Recommendation 5

That the Director of Resources and Housing ensures that further engagement is undertaken with Scrutiny to consider the impact on the Council's Housing Investment Plan once the Grenfell national public inquiry has concluded.

Future consideration of medium and low-rise Council housing stock.

70. High rise housing is a substantial part of Council Housing in Leeds, with over 7500 households in 116 blocks across the city and Housing Leeds has evidently undertaken a number of actions to assure itself and residents that fire safety is being effectively

managed in Leeds' high rise Council homes.

71. Whilst we accept the prioritisation of fire safety standards work being undertaken for Council high rise blocks, we would also welcome further scrutiny of fire safety standards linked to medium and low rise buildings too, and particularly those that have some form of cladding.

Recommendation 6

That the Director of Resources and Housing ensures that further engagement is undertaken with Scrutiny regarding fire safety standards linked to medium and low rise Council housing stock.



Evidence

Monitoring arrangements

Standard arrangements for monitoring the outcome of the Board's recommendations will apply.

The decision-makers to whom the recommendations are addressed will be asked to submit a formal response to the recommendations, including an action plan and timetable, normally within two months.

Following this the Scrutiny Board will determine any further detailed monitoring, over and above the standard quarterly monitoring of all scrutiny recommendations.

Reports and Publications Submitted

An overview of the engagement activity undertaken post Grenfell to residents of Council High Rise Blocks.

Scrutiny Board presentation (9th October 2017) on the key areas aligned to session 2, including the following:

- Immediate, short term and medium term actions taken with high rise blocks post Grenfell.
- High Rise Strategy Resident Engagement Plan
- High Rise Fire Safety Checks – process and performance reporting

Dates of Scrutiny

Scrutiny Board Meeting – Agreeing terms of reference – 11th September 2017

Scrutiny Working Group – Session 1 of the inquiry – 2nd October 2017

Scrutiny Board Meeting – Session 2 of the inquiry – 9th October 2017



Evidence

Witnesses Heard

- Councillor Debra Coupar, Executive Member for Communities
- Simon Costigan, Chief Officer Property and Contracts
- Jill Wildman, Chief Officer Housing Management
- Sarah Martin, Chief Officer, Civic Enterprise Leeds
- Richard Jackson, Head of Service, Facilities Management/Cleaning
- Dave Walton, Deputy Chief Fire Officer, West Yorkshire Fire & Rescue Service
- Nigel Charleston, Fire Protection, West Yorkshire Fire & Rescue Service
- John Gittos, Chair of Tenant Scrutiny Board
- Sue Easton, Member of the High Rise Advisory Group
- Ted Wilson, Member of the High Rise Advisory Group and Vital

Scrutiny Board (Environment, Housing and Communities)
Leeds' response to Grenfell
December 2017
Report author: Angela Brogden



www.scrutiny.unit@leeds.gov.uk

Report of Director of Communities and Environment

Report to Scrutiny Board (Environment, Housing & Communities)

Date: 4th December 2017

Subject: The future of the waste and recycling strategy for Leeds

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for call-in?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. This report provides a brief summary of the proposals set out within the report to the Executive Board on 15th November 2017 on the future of the waste strategy for Leeds (see Appendix A).
2. The report provides an opportunity for initial consultation with Scrutiny Board Members at the outset of the development of this strategy, inviting comments from Members on the issues and proposals covered within the Executive Board report.

Recommendations

Scrutiny Board (Environment, Housing & Communities) is recommended to:

1. Note the contents of this report, and the attached Executive Board report at Appendix A, including the outline programme for the development of a revised Leeds Waste Strategy;
2. Comment on the context and issues relating to the Council's waste and recycling strategy, and the areas and options to be considered and assessed as a part of the proposed options appraisal exercise.

1. Purpose of this report

- 1.1 This report provides a brief summary of the proposals set out within the report to the Executive Board on 15th November 2017 on the future of the waste strategy for Leeds (see Appendix A). The report provides an opportunity for initial consultation with Scrutiny Board Members at the outset of the development of this strategy.

2. Background information

- 2.1 On 15th November 2017, Executive Board received a report on the future of the waste strategy for Leeds, which provided an overview of current recycling performance, of the local, national and European policy context, and of the opportunities and challenges relating to the main potential waste streams for recycling.
- 2.2 At the meeting, Executive Board gave its support to the proposed detailed appraisal of kerbside recycling options to be carried out with support provided by the Waste Resources Action Programme (WRAP), Executive Board also approved the outline programme for the development of the revised strategy, including public consultation. The full report is attached at Appendix A.

3. Main issues

- 3.1 Scrutiny Board Members are requested to comment on the issues covered within the Executive Board report, and in particular the areas to be covered within the options appraisal work which is now getting underway. Although not intended to be an exhaustive list, it is planned that this appraisal will include an assessment of the following:
- Collection models for targeting new kerbside recycling streams such as food waste and glass;
 - The impact of further reducing residual waste capacity, including on the local environment, and the full costs to the Council;
 - The business case for the delivery of additional recycling services;
 - Consideration of the need for investment in new processing infrastructure, whether led directly by the Council or coming forward from the market as a result of the materials tonnages being collected and made available by the Council;
 - The consideration of an expansion of differential recycling services across Leeds to support the Locality agenda in our most deprived communities, whilst continuing to drive up recycling rates.
- 3.2 The outline programme for the development of a revised Leeds Waste Strategy is as follows:
- Executive Board approval of principles/programme – November 2017;
 - Scrutiny Board consultation – December 2017;
 - Completion of technical options appraisal – Spring 2018
 - Public consultation (proportionate to the nature and scale of proposals) – Summer 2018;
 - Revised Leeds Waste Strategy to Executive Board – Autumn 2018.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 This and the attached Executive Board report have been developed in consultation with the Executive Member for Environment and Sustainability.
- 4.1.2 The Executive Board report has also been informed by engagement with DEFRA, WRAP and a range of industry partners.
- 4.1.3 Any significant changes to services would be subject to public consultation, and this is included within the programme for the development of a revised Leeds Waste Strategy.
- 4.1.4 Presentation of this report to Scrutiny Board represents an initial stage of Member consultation at the outset of the process to develop a revised waste strategy for Leeds.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 A full equality and diversity assessment will be carried out on conclusion of the options appraisal work proposed in the Executive Board report and prior to returning to the Executive Board with a revised waste strategy.

4.3 Council policies and best council plan

- 4.3.1 Dealing effectively with the city's waste, increasing recycling and reducing carbon emissions support the Best Council Plan 2017/18 priorities around Low Carbon, Health and Wellbeing and Resilient Communities and the 'Best City' outcomes for everyone in Leeds to live within clean and well-cared for places. In addition, one of the Best Council Plan key performance indicators is to 'increase waste recycled'. The options appraisal work and resulting development of the waste and recycling strategy also support our Best Council ambition to be a more efficient and enterprising organisation.

4.4 Resources and value for money

- 4.4.1 The proposed options appraisal work is fully funded by WRAP. Clearly, the resource implications associated with the development of the Council's waste and recycling strategy are potentially very significant, and these will be fully assessed through the planned options appraisal work.

4.5 Legal implications, access to information, and call-in

- 4.5.1 There are no specific legal or access to information implications associated with this report. Clearly, the legislative implications of any specific future service proposals will need to be taken into account fully in the development of a revised waste strategy.
- 4.5.2 This report is not subject to call-in

4.6 Risk management

- 4.6.1 The risks in relation to the Council's waste strategy and the achievement of future waste and recycling targets are summarised within the attached report to the Executive Board at Appendix A.

5. Conclusions

- 5.1 The report to Executive Board in November 2017 sets out the context, opportunities and challenges in relation to increasing recycling and the development of the waste strategy for Leeds.
- 5.2 This report to Scrutiny Board provides an opportunity for initial consultation with Members at the outset of the development of this strategy.

6. Recommendations

- 6.1 Scrutiny Board (Environment, Housing & Communities) is recommended to:
 - 6.1.1 Note the contents of this report, and the attached Executive Board report at Appendix A, including the outline programme for the development of a revised Leeds Waste Strategy;
 - 6.1.2 Comment on the context and issues relating to the Council's waste and recycling strategy, and the areas and options to be considered and assessed as a part of the proposed options appraisal exercise.

7. Background documents¹

- 7.1 There are no background documents.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Report of Director of Communities and Environment

Report to Executive Board

Date: 15th November 2017

Subject: The future of the waste and recycling strategy for Leeds

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. This report sets out the proposed programme for the development of an updated Leeds Waste Strategy, providing an update on the local and national context, and discussing some of the key issues for consideration in terms of the Council's future ambitions and the achievement of targets.
2. Leeds has achieved huge improvements in recycling performance over the last decade, with the recycling rate of 22.3% in 2006/7 climbing to a high of 43.7% in 2013/14. However, household waste recycling performance nationally has stalled and even slipped backwards in the last few years, and this is reflected in the Leeds position, with a rate of 38.5% achieved in 2016/17.
3. The Council's recent programme of recycling communications and engagement has delivered a number of improvements, and a selection of case studies are attached to the report at Appendix 1 providing examples of recent initiatives to increase the capture of items for re-use and to secure greater public engagement in recycling.
4. However, due to pressures such as the rapidly changing commercial context which impacts on the global market for recyclable materials, the 50% target by 2020 will not be met without investment in additional recycling services and further reductions in residual waste, and potentially also the delivery of local treatment infrastructure.
5. With the main drivers and targets for waste and recycling in recent years originating in EU legislation, Brexit may lead to changes to the UK's strategy and priorities

6. In this context, the report outlines the detailed appraisal work to be undertaken on the options for the Council's kerbside recycling strategy, and seeks approval from Executive Board to the guiding principles and proposed programme for the development of this strategy.
7. This more detailed options modelling and appraisal work is now required to establish more fully the costs, risks and benefits of these and potentially other opportunities. To this end, the Council has secured funding via the DEFRA sponsored Waste and Resources Action Programme (WRAP) for a major piece of consultancy to assess kerbside recycling options. This project is due to be concluded in Spring 2018.
8. Executive Board are recommended to support the strategic consideration of all options as a part of the proposed exercise. Although not intended to be an exhaustive list, this will include an assessment of:
 - Collection models for targeting new kerbside recycling streams such as food waste and glass;
 - The impact of further reducing residual waste capacity, including on the local environment, and the full costs to the Council;
 - The business case for the delivery of additional recycling services;
 - Consideration of the need for investment in new processing infrastructure, whether led directly by the Council or coming forward from the market as a result of the materials tonnages being made available by the Council;
 - The consideration of an expansion of differential recycling services across Leeds to support the Locality agenda in our most deprived communities, whilst continuing to drive up recycling rates.
9. The proposed outline programme for the development of a revised strategy is as follows:
 - Executive Board approval of principles/programme – November 2017;
 - Scrutiny Board consultation – December 2017;
 - Completion of technical options appraisal – Spring 2018
 - Public consultation (with scale to be determined by nature of proposals) – Summer 2018;
 - Revised Leeds Waste Strategy to Executive Board – Autumn 2018.

Recommendations

Executive Board is recommended to:

1. Note the contents of this report, in particular the context and issues relating to the Council's waste and recycling strategy;
2. Support the areas and options to be considered and assessed (as per section 5.3 of this report) as a part of the proposed options appraisal exercise, to be led by the Chief Waste Management Officer;
3. Approve, in principle, the outline programme at section 5.5 for the development of a revised Leeds Waste Strategy, including public consultation, with the detail to be agreed subsequently with the Director of Communities and Environment.

1. Purpose of this report

- 1.1 This report sets out the proposed programme for the development of a revised waste and recycling strategy for Leeds. It provides an update on the local and national context, and discusses some of the key issues for consideration in terms of the Council's future ambitions and the achievement of targets.
- 1.2 The report outlines the detailed appraisal work to be undertaken on the options for the Council's kerbside recycling strategy, and seeks approval from Executive Board to the guiding principles and proposed programme for the development of this strategy.

2. Background information

2.1 Local context

- 2.1.1 In November 2015, Executive Board agreed to a revised target to recycle 50% of household waste by 2020, bringing the City in line with the national target. The report considered by the Executive Board acknowledged the current financial climate and the impact that this has had in terms of the funding available to introduce new recycling services, and set out a medium term strategy focused on maximising the performance of existing capacity and infrastructure through a programme of service improvement, communications and engagement.
- 2.1.2 Leeds City Council achieved a recycling rate of 38.5% for 2016/17. The Council has compared very favourably with the other Core Cities in recent years, with performance reaching a high of 43.7% in 2013/14. However, consistent with the national picture, recycling has stalled and we have seen a 5% (i.e. percentage point) decline over the last three years.
- 2.1.3 Although kerbside recycling levels have increased during this time, a reduction in the level of recycling being achieved through the treatment of residual, black bin waste has been the main factor in the downturn in Leeds' performance. Most recently this has been due to the initial problems experienced by Veolia in their mechanical pre-treatment of this waste stream since the Recycling and Energy Recovery Facility (RERF) commenced operations during 2015. In addition to this, the global market for recyclable materials, most notably paper, card and plastics, has seen a significant downturn and this is further impeding the achievement of recycling targets.
- 2.1.4 Since the last Executive Board report, a substantial 'invest to save' programme of communications and engagement has been, and continues to be, delivered, aimed at supporting residents and securing greater public engagement to support increases in recycling. This has combined a focus on getting the basics right around what can be recycled, with a range of targeted campaign work and more innovative schemes. A number of case studies summarising a selection of this work are attached at Appendix 1 to this report.
- 2.1.5 In terms of performance impacts observed since the start of the campaign work in Spring 2016, some improvements have been observed in terms of recycling tonnages captured, although the full impacts will be realised over the longer-term through sustained messages and engagement activities. The main performance improvement registered has been a reduction in the proportion of non-accepted materials arising in the green bins, which has fallen by around 10% in the last 12 months compared to the preceding period. These improvements all have a significant financial impact, with a saving of around £90-100 per tonne through

diverting recyclables from the black bin to recycling, and similarly from reducing contaminating material in the green bins.

- 2.1.6 However, whilst this sustained communications and engagement programme is expected to continue to deliver improvements, and whilst Veolia are investing significant resources in measures to address their recycling shortfall and to reach the contractual target, it seems clear that, without the introduction of additional services, the 50% recycling target will not be reached. Given the current financial position for local government, the delivery of additional service poses a significant challenge.
- 2.1.7 In determining next steps, it is therefore important, not only to consider the achievement of the recycling target as an end in itself, but also to revisit the improvements and developments that will provide the greatest environmental benefit and are the most financially sustainable, and to review how this fits with the latest national policy direction.

2.2 National and European context

- 2.2.1 Over the last decade or more, national recycling performance targets have been driven primarily by targets set out within the EU Waste Framework Directive. The EU Landfill Directive was also the driver for the Government's introduction of the Landfill Tax escalator which has been instrumental in incentivising increases in recycling and energy recovery.
- 2.2.2 The European Commission's most recent 'Circular Economy' proposals suggest a range of future waste and recycling targets for Member States:
- A target for recycling 65% of municipal waste by 2030;
 - A target for recycling 75% of packaging waste by 2030;
 - A target to reduce landfill to a maximum of 10% of all waste by 2030.
- 2.2.3 Clearly the above recycling targets will be extremely challenging, especially when considering that the UK will struggle to meet the existing 50% recycling target by 2020.
- 2.2.4 Post Brexit, the vast majority of EU legislation that affects the UK, such as waste and recycling legislation, is likely to be transposed into UK law in what has become known as the 'Great Repeal Bill'. This means that, while the policies and targets defined by the Waste Framework Directive and other EU waste directives are currently enshrined in UK law, it may be that these are altered or amended once the UK leaves the EU. The expectation in the short-term is that the UK will adhere to the current EU targets, but in the medium-term it is possible that the UK will implement its own national framework for waste and recycling.
- 2.2.5 Whilst reducing the environmental impact of waste will doubtless remain a priority nationally, it is important that Leeds clearly defines its aims and objectives for waste, and so seeks to influence any change in national legislation. This should be based on a more holistic assessment of the environmental performance of options rather than the focus being on simply maximising the capture of tonnages which count towards a recycling indicator, irrespective of the overall environmental benefit.
- 2.2.6 In terms of the recycling streams that the Council currently captures and which technically count towards the performance indicator, these materials and their collection systems and subsequent treatment methods will have variable

environmental benefits, and recycling as an end in itself should arguably not always be assumed to be the best option.

- 2.2.7 Conversely, there are elements of the domestic waste stream which are currently being recycled (for example post-incineration metals and inert materials) which do not technically count towards the accepted national performance indicator, and which therefore the Council does not declare as recycling. This is in spite of the fact that other EU countries count some of these elements towards their published recycling rates.
- 2.2.8 There is also significant pressure currently from global materials reprocessing markets for higher quality materials, resulting in the values of lower quality recyclables deteriorating. China has historically been one of the biggest consumers and importers of these materials, but with their 'Green Fence' and 'National Sword' initiatives of recent years, they are demanding higher quality materials, and this is impacting significantly on global markets. This is a factor being cited as presenting a significant challenge to many of the Council's current waste disposal and treatment contractors, and is making itself felt financially to the Council through its contracts. This situation has highlighted the lack of reprocessing capacity in the UK for these materials and our reliance on overseas markets.

3. Main issues

3.1 Waste hierarchy and waste reduction

- 3.1.1 The main principle of EU and national waste policy is around moving the management of waste up the 'waste hierarchy'. The 'waste hierarchy' options (in descending order of environment benefit) are as follows:
- Reduction;
 - Re-use;
 - Recycling;
 - (Energy) Recovery;
 - Disposal
- 3.1.2 Although existing policy acknowledges that there may be exceptions based on a full life-cycle assessment of treatment options, the most beneficial options are to reduce and then re-use waste, thus preventing it from arising in the first place. Recycling, whilst generally beneficial, and certainly preferable to disposal, is not without its environmental impact, both in terms of the environmental effects of collections and the sometimes energy intensive processing of materials required.
- 3.1.3 Although the Council continues to make local efforts to encourage waste reduction through initiatives such as supporting the 'Love Food, Hate Waste' campaign, promoting home composting and its 'real nappies' scheme, waste prevention is most effectively addressed at national and Government level through developing legislation around packaging and producer responsibility, and working with major manufacturers and retailers who have such a significant influence over consumer behaviours. The 'Circular Economy' proposals are generating an increasing emphasis on innovation in the design and manufacture stages of products so as to maximise their life and minimise waste.
- 3.1.4 Having said this, waste generation is also clearly influenced at a local level by the Council's waste collection systems and the amount of capacity that it provides to

residents. Evidence suggests that residents will expand with their waste generation according to the capacity and containers with which they are provided, and conversely, when capacity is reduced, overall waste generated falls.

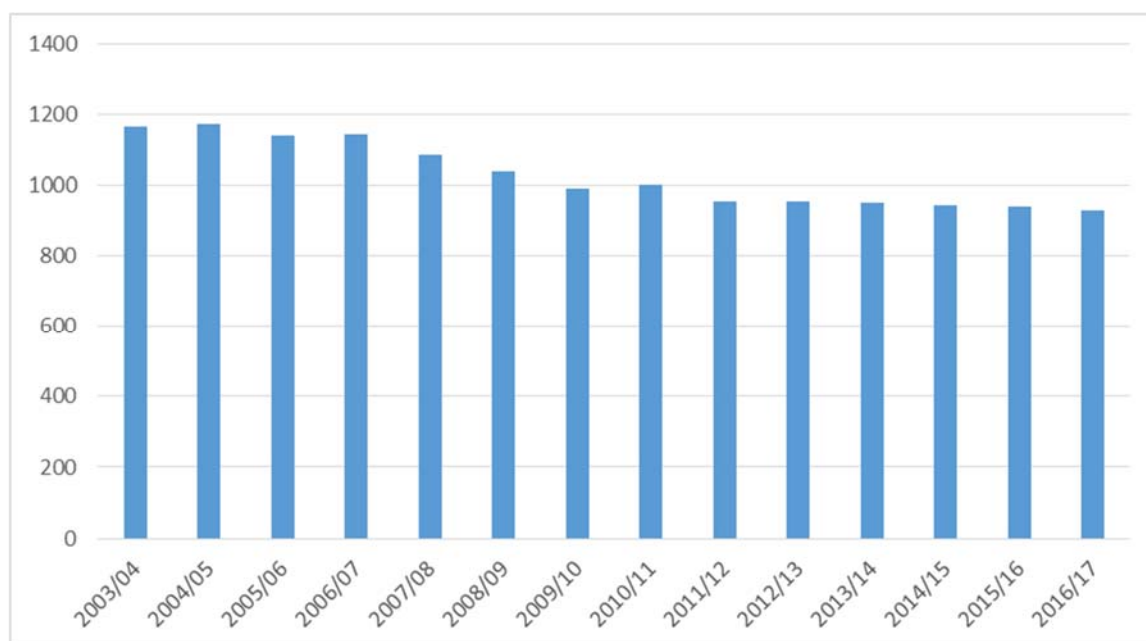
3.2 Re-use and the Third Sector

- 3.2.1 The Third Sector is significantly involved in waste re-use, intercepting waste items that might otherwise have been disposed of and giving them a second life, but also providing significant social benefits through the provision of employment and volunteering opportunities to disadvantaged groups, supply of goods to low income residents or organisation of community projects contributing to community cohesion.
- 3.2.2 The Council has developed a wide range of Third Sector partnerships, in particular with Leeds based organisations involved with the re-use of furniture, paint and waste electrical and electronic equipment (WEEE). The Council is seeking to invest in providing further support to Third Sector organisations providing benefits within Leeds so as to maximise their potential influence and the social value associated with their activities.
- 3.2.3 Of particular note is the development of a second re-use shop in the west of the city in Kirkstall to complement the existing shop at the East Leeds household waste recycling site in Seacroft. This has been delivered as a part of the wider £5.2m redevelopment of the Kirksall Road recycling site and waste transfer station, and was opened to the public in March 2017. The new re-use shop is run by the third sector charity Revive, and has proved very popular and successful, capturing a wide range of waste items for re-use and providing a range of additional social benefits. A case study providing a summary of the key facts and performance areas for the re-use shop is attached at Appendix 1.

3.3 Residual Waste Capacity

- 3.3.1 In the mid to late 1990s, the Council introduced wheeled bins across the City to all suitable properties. As well as providing greater convenience for residents, this also reduced the level of manual handling required for refuse collectors and enabled increases in productivity. However, this also provided an increase in waste storage capacity, and a review of historical waste data suggests that the introduction of wheeled bins has contributed, together with an increase in consumer packaging, to an overall increase in waste generation.
- 3.3.2 More recently, the introduction of a 'no side waste' policy (i.e. no additional black bags next to bins) alongside the roll-out of alternate weekly collections of black and green bins has gone some way towards ensuring that residents maximise the use of their increased recycling capacity and do not generate excessive quantities of waste. As these regimes have been implemented, overall levels of domestic waste and recycling being generated per household have fallen (see Figure 1 below).

Figure 1 – Total Domestic Waste (kg per household, per year)



- 3.3.3 There is still a high level of recyclable material being disposed of via the black bin. If this could be captured, there may be scope to further reduce the capacity of residual waste provision to residents. In some local authorities, a case has been made that, if sufficient kerbside recycling services are provided and used, then 240 litres of black bin waste capacity per fortnight exceeds what may be required.

3.4 Garden waste collections

- 3.4.1 Brown bin collections of garden waste are now offered to around 210,000 properties (61%) in Leeds. Kerbside collected garden waste is the single biggest contributor to the recycling indicator, representing over a quarter of household waste recycling.
- 3.4.2 This service was introduced at a time when weekly black bin collections were provided city-wide in Leeds, thus enabling significant quantities of garden waste to be disposed of via the black bins and subsequently landfilled at significant cost, both financially and environmentally. The principle was therefore around diversion of garden waste from the black bin, hence the policy now to only provide one brown bin per property and not to provide unlimited free kerbside collection and disposal of garden waste for residents.
- 3.4.3 With the introduction of alternate weekly collections across the vast majority of the City (along with a 'no side waste' policy) now limiting the available space in black bins for garden waste, it could be argued that the principles underlying the brown bin collection service have changed. For example, one conclusion could be that this service is now serving to generate additional waste, and additional cost to the Council in collection and disposal, which might otherwise be prevented or recycled by other means (e.g. home composting or via the Household Waste Recycling Centres).

3.5 Glass recycling collections

- 3.5.1 The Council provides a network of around 350 sites where banks for recycling glass (amongst other materials) are located, capturing around 9,000 tonnes of glass in 2016/17. Leeds does not provide a kerbside collection (other than from communal recycling bins at a range of multi-occupancy properties across the City). Kerbside collections of glass are provided by a significant number of local authorities, and it is estimated that there still remains a further 13,000 tonnes of glass in the black bin waste in Leeds. If half of this could be captured, this could add over 2% (i.e. percentage points) to the recycling rate.
- 3.5.2 There are a range of ways in which glass could be captured at the kerbside. Although to combine glass with the other mixed dry recyclables collected in the green bins would minimise the collection costs, and although there are examples of authorities who have adopted this method, Leeds has opted not to go down this route to date given the expected negative impact on the quality of the other materials, particularly paper, and the Council's subsequent ability to comply with legislative requirements set out in the Waste Regulations. This is reinforced by the current increasing market quality requirements and the falling market values for materials such as paper, card and plastics, and to include glass within the mix of materials would inevitably push up costs through the Council's Materials Recycling Facility (MRF) contract. Consideration also needs to be given to the fact that simply adding further recyclable materials to the green bin would clearly reduce the capacity for existing recyclable materials.
- 3.5.3 Other alternatives range between providing a separate stand-alone glass collection service, which would cost an estimated £1.9m per annum if provided city-wide, and variations on providing residents with multiple containers in order to partially or fully separate out the current green bin materials. These latter options would be more complex and onerous for residents, and could require fundamental changes in terms of the configuration of the refuse collection service's staffing, fleet and logistics. Although treatment costs for the materials would be minimised, and income enhanced, this would be partially, if not wholly, offset by the additional collection costs.
- 3.5.4 The majority of those authorities that have introduced kerbside glass collections will have done so before the severe financial constraints of recent years, or will have relied on Government funding in order to make enhancements to services affordable. Some authorities, such as Kirklees, have even withdrawn their kerbside glass collection service recently due to affordability. However, further appraisal work is in progress to quantify the benefits and costs of the options, and in order to identify ways in which this material could be captured affordably.

3.6 Food waste and anaerobic digestion (AD)

- 3.6.1 Food waste is the other major component of the black bin waste for which the Council does not currently offer recycling facilities, other than the weekly collections provided to over 12,500 properties in the Rothwell area. This service could provide an increase in the recycling rate of an estimated 6-7% (i.e. percentage points) if rolled out to suitable properties city-wide.
- 3.6.2 The Council has commissioned detailed feasibility work to assess how food waste collections could be delivered more affordably and such that this stimulates the development of local anaerobic digestion treatment capacity together with the associated renewable energy generation. Options considered have included the co-

collection of food waste with other materials in split-bodied vehicles, and partnering with neighbouring councils to reduce the costs for any single authority in capturing sufficient food waste to bring forward an AD facility.

- 3.6.3 Modelling has shown that there nevertheless remains a substantial cost attached to the introduction of food waste collections, even taking account of the avoided black bin waste disposal costs. This is estimated at over £3m per annum if rolled out city-wide in Leeds. However, unlike garden waste and glass, this is a waste stream for which there is no alternative recycling facility (such as household waste sites and recycling banks), and for this reason could arguably be seen as a priority material for investment.

3.7 **Plastics recycling**

- 3.7.1 Leeds City Council has focused to date on targeting those plastics for which there are secure reprocessing outlets, namely types 1 (PET), 2 (HDPE) and 4 (LDPE). Over the years the Council has worked to give the public confidence that the materials they separate at home for recycling are indeed being recycled, and believes that this currently remains the optimum range.
- 3.7.2 There is theoretically scope to extend the range of plastics accepted at the kerbside, thus also arguably simplifying messages. However, this brings a greater risk that the markets may fail for the more problematic plastic types, with the public then diligently separating materials for recycling which may subsequently be landfilled or incinerated.
- 3.7.3 The current EU Packaging Directive targets require the recycling of particular materials, but make no requirements for the use of recycled material in product manufacture. This means that secondary material re-processors have to compete in a volatile market that is often undermined by lower cost virgin materials.
- 3.7.4 UK plastics reprocessors have been experiencing severe difficulties as a result of recent slumps in oil prices which have made virgin plastic cheaper than the recycled product. This could lead to the closure of important UK plastic reprocessing facilities, removing capacity and diminishing the business case for plastic collection. This is likely to increase overseas export, running counter to the 'proximity principle' for sustainable waste management.
- 3.7.5 Another issue impacting on a decision to expand the range of materials accepted in the green bins is the costs of the subsequent separation of the materials. Leeds City Council's fully co-mingled collection system for the dry recyclables (paper, card, cans, plastics, aerosols) means that this material has to go to the relevant contractor for extensive processing to separate it back out into the various streams for onward sale and reprocessing. Whilst this is not an absolute barrier to an expansion of the mix of materials, the additional cost to the Council due to the additional processing required must be taken into consideration.
- 3.7.6 If new materials introduced are of value and an income can be generated from their onward sale, then this will serve to offset these additional processing costs. However, if their market value is relatively low (as can be the case with other plastic types) or falls significantly, perhaps even attracting a cost for reprocessing rather than an income, or if markets fail altogether and high disposal costs are incurred, then this will have a significant financial impact for the Council.
- 3.7.7 Alongside this, the Government is exploring further measures to increase producer responsibility for the disposal costs of products. In October 2017, the Environment

Secretary launched a consultation on the possibility of introducing a drinks container deposit scheme to target 'on the go' materials such as plastic bottles. Schemes of this kind could potentially serve to increase recycling, reduce waste and reduce waste disposal costs to local authorities.

3.8 Recycling from black bin waste

- 3.8.1 With all black bin waste now delivered to the Veolia RERF for processing, this is where any recycling from this waste stream will need to be achieved. In spite of the initial problems experienced by Veolia with the mechanical pre-treatment element of the facility, and the subsequent shortfall in recycling, 2017/18 performance has seen some improvement.
- 3.8.2 The RERF has been highly successful in all other respects, diverting over 99% of waste accepted at the plant from landfill, generating enough electricity to power over 22,000 homes and providing a reduction in carbon emissions equivalent to taking around 29,000 cars off the road each year. The energy efficiency and carbon performance of the plant will be enhanced still further with the development of the Council's planned district heating scheme.

3.9 Options appraisal

- 3.9.1 Further more detailed options modelling and appraisal work is now required to establish more fully the costs, risks and benefits of the range of options discussed above. To this end, Leeds City Council has secured funding via the DEFRA funded Waste and Resources Action Programme (WRAP) for a major piece of consultancy to assess these kerbside recycling options. WRAP are supporting the Council as a part of their agenda to promote greater harmonisation of recycling services across England, thus also increasing a level of reprocessing demand that will stimulate the development of more local infrastructure.
- 3.9.2 This WRAP funded study is now getting underway, and is due to be concluded in the Spring of 2018.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 This report has been developed in consultation with the Executive Member for Environment and Sustainability.
- 4.1.2 The report has also been informed by engagement with DEFRA, WRAP and a range of industry partners.
- 4.1.3 Any significant changes to services would be subject to public consultation, and this is included within the programme for the development of a revised Leeds Waste Strategy.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 A full equality and diversity assessment will be carried out on conclusion of the options appraisal work proposed in this report and prior to returning to Executive Board with a revised waste strategy.

4.3 Council policies and best council plan

- 4.3.1 Dealing effectively with the city's waste, increasing recycling and reducing carbon emissions support the Best Council Plan 2017/18 priorities around Low Carbon, Health and Wellbeing and Resilient Communities and the 'Best City' outcomes for everyone in Leeds to live within clean and well-cared for places. In addition, one of the Best Council Plan key performance indicators is to 'increase waste recycled'. The options appraisal work and resulting development of the waste and recycling strategy also support our Best Council ambition to be a more efficient and enterprising organisation.

4.4 Resources and value for money

- 4.4.1 At this point there are no resource implications arising from this report. The proposed options appraisal work is fully funded by WRAP. Clearly, the resource implications associated with the development of the Council's waste and recycling strategy are potentially very significant, and these will be fully assessed through the planned options appraisal work.

4.5 Legal implications, access to information, and call-in

- 4.5.1 There are no specific legal implications associated with the proposals and recommendations in this report. However, the existing UK and EU waste legislation (and targets contained therein), the emerging legislation which will drive forward Circular Economy strategy and targets, and the potential impacts of Brexit on the UK's adoption of these targets, will need to be taken into account fully in the development of a revised waste strategy.

4.6 Risk management

- 4.6.1 As it stands, central government has not specified any consequences for local authorities for a failure to meet the current 50% national target by 2020, and Brexit will presumably remove the threat of the EU penalising the UK. In any event, the most recent published recycling rate for England is at 43% (2015/16), with half of all local authorities below this level, and the position for Leeds in respect of the risk of not meeting the national target is typical of that for the vast majority of councils across the country.
- 4.6.2 However, it seems likely that the EU Circular Economy principles will be adopted by the UK, and Leeds City Council's waste and recycling strategy ambitions should seek to reflect and keep pace with this.
- 4.6.3 The Final Business Case for PFI credits in support of the RERF project was predicated on the achievement of a 50% recycling target. Again, DEFRA have not stated an intention to impose any consequences associated with a failure to meet this target (although this remains a technical possibility), but have requested an annual report from the Council on its recycling strategy progress.

5. Conclusions

- 5.1 It is clear that in order to achieve our waste and recycling ambitions, consideration needs to be given to the introduction of additional recycling services to residents or introducing measures to reduce the generation of residual waste, or potentially a combination of the two. The expansion of recycling may also need to be supported by the development of new local treatment infrastructure.
- 5.2 Delivery of additional recycling services, whilst providing increases in recycling, could lead to an increase in overall waste generation without the introduction of corresponding restrictions in residual waste capacity. Furthermore, there will be additional costs associated with new recycling services, and to be sustainable financially these may need to be off-set by reductions in the costs of residual waste treatment. A greater focus on waste reduction and re-use will therefore need to be a feature of any revised strategy
- 5.3 Further, more detailed, options modelling and appraisal work is now required to establish more fully the costs, risks and benefits of the strategy options. Although not intended to be an exhaustive list, this should include an assessment of the following:
- Collection models for targeting new kerbside recycling streams such as food waste and glass;
 - The impact of further reducing residual waste capacity, including on the local environment, and the full costs to the Council;
 - The business case for the delivery of additional recycling services;
 - Consideration of the need for investment in new processing infrastructure, whether led directly by the Council or coming forward from the market as a result of the materials tonnages being collected and made available by the Council;
 - The consideration of an expansion of differential recycling services across Leeds to support the Locality agenda in our most deprived communities, whilst continuing to drive up recycling rates.
- 5.4 The Council has now secured resource via WRAP for a major piece of consultancy to assess the kerbside recycling options.
- 5.5 The proposed programme for the development of a revised Leeds Waste Strategy is as follows:
- Executive Board approval of principles/programme – November 2017;
 - Scrutiny Board consultation – December 2017;
 - Completion of technical options appraisal – Spring 2018
 - Public consultation (proportionate to the nature and scale of proposals) – Summer 2018;
 - Revised Leeds Waste Strategy to Executive Board – Autumn 2018.

6. Recommendations

- 6.1 Executive Board are recommended to:
- 6.1.1 Note the contents of this report, in particular the context and issues relating to the Council's waste and recycling strategy;

- 6.1.2 Support the areas and options to be considered and assessed (as per section 5.3 of this report) as a part of the proposed options appraisal exercise, to be led by the Chief Waste Management Officer;
- 6.1.3 Approve, in principle, the outline programme at section 5.5 for the development of a revised Leeds Waste Strategy, including public consultation, with the detail to be agreed subsequently with the Director of Communities and Environment.

7. Background documents¹

- 7.1 There are no background documents.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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M&S Glass Recycling Campaign



Aim and context:

Partnership work with private industry representatives British Glass and Leeds based retailer M&S to deliver a local campaign in north Leeds aimed at encouraging glass recycling.

The 4 week campaign in May 2017 was a pilot case study showcasing how retailers can promote consumer recycling behaviours and support Leeds' sustainability ambitions. 3 glass banks were located at the Moortown M&S store with the concept of a competition to be a #RecyclingHero and take selfies of friends and family recycling glass bottles and jars. Activity such as the dressing of the banks and the mail drop was funded by the private sector with inkind contribution from Leeds City Council including customer research, promotion and local support to the retailer.



Activity and results:

Press coverage across BBC Radio Leeds, Made in Leeds, Yorkshire Post/ Yorkshire Evening Post and food bloggers helped to share a positive and informative message to an estimated 244,000 listeners/ viewers.

Over 1,000 customers engaged with at the store with an online reach of over 40,000 on social media.

May 2017 saw 295 tonnes of glass captured within the 3 mile target zone of Moortown M&S, the highest recorded for the month of May in 4 years.

The 3 glass banks at the M&S site are consistently achieving 3-4 tonnes a month. Feedback from the store manager and customers was positive and the banks are now a permanent feature at the store.

This case study has enabled further conversations with other major retailers about introducing similar schemes at their stores in Leeds.

Paper and Cardboard Recycling Campaign



Aim and context:

September 2017 saw a 4 week recycling behaviour change campaign aimed at increasing awareness and improving the quality of paper and cardboard recycling.

Each year, a typical household in Leeds throws away over 82kg of paper/ card at a cost of £2.8m in disposal fees. Evidence suggests that the main items not being recycled are junk mail, food and internet purchase cardboard packaging.

The campaign engaged with local businesses and schools through a publicity event that involved creating 9 3D letters to form the campaign tag line 'Recycle Me'. A letter was given to each organisation asking them to get staff, parents and teachers to fill them with domestic paper and card. Supporting organisations included: Welcome to Yorkshire, Arup, University of Leeds, M&S, Central Square, Ruth Gorse Academy, Kirkstall Community Primary School and Broomfield South Specialist Learning Inclusive Centre. The letters were then re-united in the city centre as part of a public roadshow:



Activity and results:

The more a message is seen or received in different places, the more likely it is to have an effect and be acted on. This campaign was aimed to be seen an average of 3-4 times by the public of Leeds and included:

Lamppost banners seen by 5.3m	600 community centre posters	3,000+ social media engagements
3,358 Leeds Bins app downloads	4.9m views of 8 digital screens	10 liveried refuse vehicles
Bus adverts seen by 1.67m people	3D letters seen by 1,490 school teachers, parents and pupils and	PR stunt interaction 12,485
295,000 flyers delivered to households	2,670 visitors and members of the public	8 digital screens around the city seen by 4.9m people

The success of the campaign will be measured in terms of an improvement in paper/ cardboard weight collected and a decrease in poor quality recycling material (or contamination).

An initial public perception survey taken pre and post campaign has shown between a 2-10% positive shift in awareness of the good quality type of paper and card that can be recycled.

Paper and Cardboard Recycling Campaign



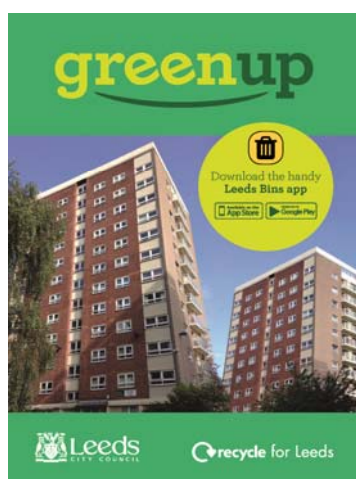
Aim and context:

The scheme aims to test if recycling behaviours can be encouraged through incentives, with neighbours and friends in the blocks coming together to win recycling awards, and thus creating a social norm to recycle.

A 12 month pilot scheme started in April 2017 trialling 7 blocks in East Leeds competing against one another on a monthly basis to improve their recycling rate. The tower block with the greatest improvement each month wins either a £1,000 communal prize or individual £10 vouchers (decided by the residents).

The blocks involved are:

- Barncroft Heights, Grange, Towers and Court (Killingbeck & Seacroft)
- Denbigh Heights and Croft (Gipton & Harehills)
- Roxby Close (Burmantofts & Richmond Hill)



Activity and Results:

Block residents sign up to the scheme and receive monthly newsletter updates on how the rewards competition is progressing alongside hints and tips on recycling.

The recycling bins are weighed weekly and the percentage differences in weight between months determines the winner – the block that has the largest percentage increase in their average bin weight wins.

28.3% sign up was registered across the blocks, which contain a total of 332 flats. A perception survey is underway to gauge whether social norms and recycling awareness have increased as a result of the scheme.

After 6 months, the pilot has shown recycling weights to fluctuate rather than showing definite trends, and a longer time frame should begin to show trends.

6 winners have been announced with the most successful block winning on 3 occasions and mainly opting for the communal prize of £1,000 to spend on improvements and social activities.

Revive Leeds – Kirkstall Road Re-Use Shop

Aim and context:

Revive Leeds is a partnership between SLATE, a local charity that provides meaningful work to those with learning disabilities, and St Vincent de Paul (SVP) who provide free help and support to the long term unemployed or disadvantaged and run the SVP advice centre on York Road. Following the success of their first re-use shop on the Seacroft recycling site, Revive were the successful applicants for the new re-use shop, which formed part of the wider £5.2m redevelopment of the Kirkstall Road household waste recycling site.



Activity and results:

Revive @Kirkstall opened in March 2017 and has achieved the following:

- Hit first year sales target (£156k) in just 8 months;
- 38.13 tonnes or 40,300 items re-used to the end of May;
- 10 individuals employed across 7FTEs;
- Recruited 1 apprentice;
- Provided placements for 2 students from Swarthmore College (16-19 years old);
- 10 volunteers a week working a total of approximately 120 hours a week;
- 4 volunteers progressed to employed roles – 1 apprentice and 3 part time sales assistants;
- Training provided to all staff and volunteers: customer services, basic manual handling.

Report of Head of Governance and Scrutiny Support

Report to Scrutiny Board (Environment, Housing and Communities)

Date: 4th December 2017

Subject: Work Schedule

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The Board's work schedule is attached as appendix 1. This will be subject to change throughout the municipal year.
2. Also attached at appendix 2 are the minutes of the Executive Board meeting held on 15th November 2017.

Recommendation

3. Members are asked to consider the work schedule and make amendments as appropriate.

Background documents¹

4. None used

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Area of review	Schedule of meetings/visits during 2017/18		
	June	July	August
Air Quality in Leeds		Air Quality in Leeds - Consultation Preparations SB 24/07/17 @ 10.30 am	
Leeds' response to Grenfell			Scoping meeting – 16/07/17 @ 3pm
Horticultural Maintenance in Cemeteries			Review of existing challenges WG – 30/08/17 @ 1pm
Briefings	Scrutiny Board Terms of Reference and Sources of Work SB 26/06/17 @ 1 pm		
Recommendation Tracking		Reducing repeat customer contacts through tackling failure demand – formal response SB 24/07/17 @ 10.30 am	
Budget & Policy Framework/pre-decision Scrutiny		Revised Safer Leeds Plan 2017/18 SB 24/07/17 @ 10.30 am	Roll out of Community Hubs – Phase 3 WG – 16/08/17 @ 10 am
Performance Monitoring		Performance Update SB 24/07/17 @ 10.30 am	

Scrutiny Board (Environment, Housing and Communities) Work Schedule for 2017/2018 Municipal Year

Areas of review	Schedule of meetings/visits during 2017/18		
	September	October	November
Air Quality in Leeds			
Horticultural Maintenance in Cemeteries		Summary note of Scrutiny WG meeting. SB 09/10/17 @ 10.30 am	
Raising Standards in the Private Rented Sector		Informing the development of a Selective Licensing approach and maximising the Rouge Landlord Unit. WG – 23/10/17 @ 10.00 am	
Leeds' response to Grenfell	Agree terms of reference SB 11/09/17 @ 10.30 am	Session 1 – WG 02/10/17 @ 10.45 am Session 2 - SB 09/10/17 @ 10.30 am	
Review of Housing Advisory Panels			
Locality Working Review		Background and current position WG – 30/10/17 @ 9.00 am	
Achieving Leeds Parks Quality Standard			
Briefings			Update on the delivery of the Multi-Storey Strategy SB 06/11/17 @ 10.30 am Review of the leeds.gov.uk website. SB 06/11/17 @ 10.30 am
Recommendation Tracking	Migration in Leeds SB 11/09/17 @ 10.30 am Development of Community Hubs SB 11/09/17 @ 10.30 am	Development of Community Committees SB 09/10/17 @ 10.30 am	
Budget & Policy Framework/pre-decision Scrutiny	Roll out of Community Hubs - update SB 11/09/17 @ 10.30 am Future Provision of CCTV – update position SB 11/09/17 @ 10.30 am		

Key: SB – Scrutiny Board (Environment, Housing and Communities) Meeting

WG – Working Group Meeting

Scrutiny Board (Environment, Housing and Communities) Work Schedule for 2017/2018 Municipal Year

Area of review	Schedule of meetings/visits during 2017/18		
	December	January	February
Air Quality in Leeds	Formal consultation - inviting the views of Scrutiny. WG 15/12/17 @ 1.30 pm		
Review of Housing Advisory Panels		Overview of engagement findings and proposals moving forward. SB 15/01/18 @ 10.30 am	
Leeds' response to Grenfell	Agree Scrutiny report SB 04/12/17 @ 10.30 am		
Increasing Recycling in Leeds	Key issues surrounding the city's Waste Management Strategy SB 04/12/17 @ 10.30 am		
Achieving Leeds Parks Quality Standard		Overview of key challenges WG – date TBC	
Briefings			
Recommendation Tracking			Universal Credit SB 12/02/18 @ 10.30 am Reducing repeat customer contacts through tackling failure demand. SB 12/02/18 @ 10.30 am
Budget & Policy Framework/pre-decision Scrutiny		Financial Health Monitoring SB 15/01/18 @ 10.30 am Revised Best Council Plan SB 15/01/18 @ 10.30 am 2018/19 Initial Budget Proposals SB 15/01/18 @ 10.30 am	
Performance Monitoring		Performance Update SB 15/01/18 @ 10.30 am	

Key: SB – Scrutiny Board (Environment, Housing and Communities) Meeting

WG – Working Group Meeting

Scrutiny Board (Environment, Housing and Communities) Work Schedule for 2017/2018 Municipal Year

Area of review	Schedule of meetings/visits during 2017/18	
	March	April (TBC)
Locality Working Review	Development and implementation of the locality working approach. SB 12/03/18 @ 10.30 am	
Briefings	Refuse collection re-routing update SB 12/03/18 @ 10.30 am	
Recommendation Tracking		
Budget & Policy Framework/pre-decision Scrutiny		
Performance Monitoring		

EXECUTIVE BOARD

WEDNESDAY, 15TH NOVEMBER, 2017

PRESENT: Councillor L Yeadon in the Chair

Councillors A Carter, R Charlwood,
D Coupar, S Golton, J Lewis, R Lewis,
L Mulherin and M Rafique

APOLOGIES: Councillor J Blake

89 Chair of the Meeting

In accordance with Executive and Decision Making Procedure Rule 3.1.5, in the absence of Councillor Blake who had submitted her apologies for absence from the meeting, Councillor Yeadon presided as Chair of the Board for the duration of the meeting.

90 Declaration of Disclosable Pecuniary Interests

There were no Disclosable Pecuniary Interests declared at the meeting, however, in relation to the agenda item entitled, 'The Grand Quarter Townscape Heritage Scheme', Councillor Yeadon drew the Board's attention to her position as a member of the Leeds Grand Theatre and Opera House Board of Management. (Minute No. 96 refers).

91 Minutes

RESOLVED – That the minutes of the previous meeting held on 18th October 2017 be approved as a correct record.

EMPLOYMENT, SKILLS AND OPPORTUNITY

92 Improving Health and Work Outcomes

The Director of City Development and the Director of Adults and Health submitted a joint report proposing the development of a new approach towards the improvement of health and work outcomes, and summarising the joint activity undertaken with partners in order to refocus provision. The report also highlighted the need to develop an integrated approach towards health and employment support in order to ensure that disabled people and those with long term health conditions that wished to work were supported to secure and sustain employment. Finally, the report provided details on the ambition to involve a wider group of stakeholders in the promotion of healthy workplaces, with a focus on creating and retaining a talented and diverse workforce.

Members highlighted the importance of the work being undertaken in this area, which it was noted, was in line with Council initiatives such as the Leeds Inclusive Growth Strategy.

Responding to a Member's enquiry, information was provided in respect of how further positive outcomes in this area would continue to be delivered. It was emphasised that in order to achieve such positive outcomes, the Council would need to work with those companies it had contracts with and also the private sector in general, in addition to working collaboratively with the Authority's more long standing partners, such as those within the health sector. It was also highlighted by Members that as work in this area continued to progress, further detail in respect of outcomes and associated targets would be welcomed, with it being suggested that such data be provided to the Board in due course.

Members also highlighted the importance of ensuring that a proactive approach was taken in tackling the issue of stress related illness and the promotion of good mental health. In response, the Board was provided with examples of the work currently being undertaken and which continued to be developed in this area.

With regard to the further development of work regarding health and work outcomes, emphasis was placed upon the need for the Council to be well positioned to bid for any further sources of external funding, should they become available in the future.

RESOLVED -

- (a) That the work undertaken to date in respect of improving health and work outcomes, together with the progress which has been achieved in this area, be noted;
- (b) That the proposed approach which will continue to engage with a broad range of stakeholders and seek their commitment to improving health and work outcomes in the city, be supported;
- (c) That agreement be given for the Council to work with Health and Care partners in order to build the business case for a revised joint delivery model which would support disabled people and those with health barriers to access and sustain employment;
- (d) That it be noted that the Chief Officer, Employment and Skills and the Chief Officer, Health Partnerships will be responsible for the implementation of such matters.

RESOURCES AND STRATEGY

93 Treasury Management Strategy Update 2017/18

The Chief Officer, Financial Services submitted a report which provided a review and an update of the Council's Treasury Management Strategy for 2017/18.

With regard to a Member's enquiry, the Board was provided with further details in respect of the Council's approach towards New Replacement Borrowing, which aimed to maintain an appropriate balance between short

and long term loans. Also, in respect of Leeds' approach towards such matters when compared to other Local Authorities, officers undertook to provide the relevant Member with a further briefing.

RESOLVED – That the update on the Treasury Management borrowing and investment strategy for 2017/18, as detailed within the submitted report, be noted.

94 Capital Programme Quarter 2 Update 2017 - 2021

The Chief Officer, Financial Services submitted a report providing an update on the Council's Capital Programme position as at the end of the second quarter of the financial year. In addition, the report also sought specific approvals in relation to funding injections, as detailed within the covering report and the associated appendices.

Responding to a Member's enquiry regarding the nature of the jobs being created as a result of the Council's Capital Programme investment, officers undertook to provide the Member in question with a briefing on such matters.

RESOLVED -

- (a) That the latest position, as at quarter 2, on the General Fund and Housing Revenue Account Capital Programmes, as detailed within the submitted report and appendices, be noted;
- (b) That the net increase in the General Fund and Housing Revenue Account Capital Programme 2017-2021 of £337.5m since the setting of the Capital Programme in February 2017, be noted, with it also being noted that such injections are detailed in Appendix D to the submitted report, and that £64.1m of schemes require approval as part of the report;
- (c) That it be noted that the borrowing required to fund the Capital Programme in 2017-18 has reduced by £5.4m since the February Capital Programme update 2017, with it also being noted that the Capital Programme remains affordable within the approved debt budget for 2017-18, and that further work is underway through regular Capital Programme reviews in order to ensure that future debt costs are maintained within the overall Medium Term Financial Strategy;
- (d) That the following £64.1m of injections into the Capital Programme, as set out below, and as detailed within Appendix D to the submitted report, be approved:-
 - £38.2m education grants funding;
 - £9.6m Better Care Fund grant;
 - £5.4m annual programme injections reconciling to the medium term financial strategy, as set out in Appendix B to the submitted report, funded by Leeds City Council borrowing;
 - £5.0m Local Centres Programme;
 - £3.1m other grants and contributions;
 - £2.0m Grand Quarter Townscape Heritage Scheme Grant;

Draft minutes to be approved at the meeting
to be held on Wednesday, 13th December, 2017

- £0.8m Capital Receipts Incentive Scheme (CRIS), as detailed at Appendix E to the submitted report.

(e) That it be noted that the above resolution (d) to inject funding will be implemented by the Chief Officer, Financial Services.

95 Financial Health Monitoring Report - Month 6

The Chief Officer, Financial Services submitted a report regarding the Council's projected financial health position for 2017/18, as at month 6 of the financial year.

Responding to a Member's enquiry, the Board was provided with further information on the current position in respect of the Dedicated Schools Grant, and the actions being taken and proposed to be taken in order to manage the associated budgetary pressures.

In addition, with regard to the Children's Centres budget, Members received clarification on the source of the pressures in this area, together with further information on the actions being taken to monitor and manage them. Also, the Board received further details of the projection as detailed within the report, with regard to the 'Children Looked After' budget.

RESOLVED – That the projected financial health position of the Authority, as at month 6 of the financial year, be noted.

REGENERATION, TRANSPORT AND PLANNING

96 The Grand Quarter Townscape Heritage Scheme

The Director of City Development submitted a report seeking authorisation for the resubmission of the Grand Quarter Townscape Heritage scheme to the Heritage Lottery Fund (HLF) in December 2017, together with the allocation of £500,000 Council match funding for the project.

The Board was supportive of the proposals detailed within the submitted report.

Members highlighted the unique character which had been developed in this area over time, referencing the wide range of independent retailers located in the Quarter. Emphasis was placed upon the need to maintain a mixed economy of uses following any potential regeneration of the area, in order to maximise the benefit for all.

Responding to a Member's specific enquiry, the Board was provided with further information regarding the disposal of the Belgrave Gardens site, which it was noted, formed part of the Council's Capital Receipts programme.

RESOLVED –

- (a) That the submission of a Stage 1 Application to the Heritage Lottery Fund in December 2017 in respect of the Grand Quarter Townscape Heritage Scheme, be approved;

- (b) That the allocation of £500,000 Leeds City Council match funding from within the general contingency budget be approved, subject to a successful Townscape Heritage bid to the Heritage Lottery Fund, with it being noted that this will lever in up to £2m of Heritage Lottery Fund grant and, subject to individual property grant agreements, £2.5m of private match funding;
- (c) That it be noted that the Executive Manager (Town Centres, Heritage & Buildings) will be responsible for the implementation of such matters.

97 The Local Centres Programme (LCP)

The Director of City Development submitted a report which presented details of the emerging Local Centres Programme (LCP), provided information on the proposed scope and application procedure for the initiative and which also sought agreement to implement the programme, as outlined within the submitted report.

Members welcomed the proposals detailed within the submitted report. The Board considered the flexible approach which was proposed to be taken towards the bidding process for programme funding, discussed the impact that such an approach may have, with the key role of local Ward Members in this process being highlighted.

RESOLVED –

- (a) That the contents of the submitted report, be noted;
- (b) That the Director of City Development, in liaison with the Executive Member (Regeneration, Transport and Planning), be authorised to implement the Local Centres Programme, as outlined in paragraphs 3.1 to 3.9 and appendices 1 to 3 of the submitted report;
- (c) That it be noted that the Executive Manager (Town Centres, Heritage and Buildings) will be responsible for the implementation of such matters.

HEALTH, WELLBEING AND ADULTS

98 Refresh of the Better Lives Strategy

The Director of Adults and Health submitted a report presenting a refreshed and updated version of the Council's 'Better Lives' strategy, together with an associated action plan for the period 2017-2021.

In acknowledging how the refreshed strategy aimed to prioritise the delivery of high quality of provision in Leeds, a suggestion was made as to whether consideration could potentially be given to making the monitoring arrangements for such provision more participative.

Responding to a Member's enquiry, the Board received an update regarding the progress being made on the development of infrastructure as part of the

Better Lives Strategy. Specifically however, Members also discussed the current position with regard to Extra Care housing provision in the city, with a detailed update being provided on the ongoing work being undertaken in this area and with it being noted that the intention was for the Council to go out to tender for the development of 2 sites in January 2018. When considering the position of the Council in terms of Extra Care housing provision compared to other Local Authorities, it was noted that the Council did communicate and share best practice with other Authorities. In conclusion, a briefing on such matters was also offered to Board Members, should they require it.

With regard to the issue of social isolation, the Board was provided with further details on the actions being taken to address this issue across the city.

RESOLVED –

- (a) That the refreshed Better Lives strategy and associated action plan for the period 2017-2021, be approved;
- (b) That it be noted that the Director of Adults and Health is responsible for the implementation of such matters.

CHILDREN AND FAMILIES

99 The Leeds Preparing for Adulthood Strategy 2017-2022

The Director of Children and Families submitted a report which sought to raise awareness of the Leeds 'Preparing for Adulthood' Strategy 2017- 2011. The report provided the background, the strategic fit and how the vision and strategy had been designed using a co-production approach – which had been undertaken with key stakeholders including young people and families, together with partners from the education, health and care sectors across the city.

Emphasis was placed upon the successes to date of the supported internship pilot programme.

Responding to an enquiry regarding the performance indicators which had been developed for the strategy, it was noted that a mechanism would be developed in order to ensure that outcomes were monitored and measured.

RESOLVED –

- (a) That the work undertaken to date on the Preparing for Adulthood Strategy 2017 – 2022 be acknowledged; and that the intended outcomes of the Strategy be supported and agreed;
- (b) That the 'supported internship' programme, as detailed within the submitted report, be supported and promoted across the Council and its partners by offering 'supported internship' placements, and also by embedding the 'ask' in the social value commissioning framework and the Child Friendly Leeds Employers' network;

- (c) That it be noted that the Head of the Complex Needs Service is the responsible officer for the implementation of the Strategy.

100 Proposal for a Strategic Review of provision for children and young people with Special Education Needs and Disabilities (SEND)

The Director of Children and Families submitted a report proposing the undertaking of a Strategic Review of 0-25 SEND (Special Educational Needs and Disability) provision in Leeds. The report also set out the Local Authority's duties in this area, and provided details of the proposed scope and methodology of the review together with the associated consultation.

Members highlighted the importance of the work proposed to be undertaken in this area, and in response to an enquiry, assurance was provided that the associated communication process with young people and their families would be clear, and that consultation would be robust.

RESOLVED –

- (a) That the Strategic Review process, including the consultation period running from 6th November 2017 to 4th December 2017, be noted;
- (b) That agreement be given for the Good Learning Places Board to hold the accountability for governance and permissions in relation to the implementation of the outcomes arising from the review;
- (c) That it be noted that the final proposals will be presented in the document entitled, 'Local Authority Strategic Plan of SEND Provision 2018-2021', which will be presented to the Executive Board for consideration and approval in February 2018;
- (d) That it be noted that the overall responsible officer for the implementation of the Strategic Review, together with the publication of the plan is the Head of Complex Needs.

COMMUNITIES

101 Locality Working - Tackling Poverty and Reducing Inequalities

The Director of Communities and Environment submitted a report which sought approval to introduce a new place-based, integrated approach towards the delivery of service provision, the tackling of poverty and the reduction of inequality in some of the city's poorest neighbourhoods.

In considering the proposals, the Board acknowledged the continuing involvement of Scrutiny in the development of the approach. In addition, Members noted that the locations of the priority Council estates needed further work to ensure that all relevant estates meeting the set criteria were identified. Furthermore, and responding to a Member's comments, it was emphasised that the universal service provision for communities across the city would remain.

Also, responding to a Member's enquiry, the Board was provided with further information on: how the proposed multi-agency approach would work; how the performance of previous approaches had informed the current proposals; and how Scrutiny would help to evaluate the progress being made by the initiative as it developed.

RESOLVED –

- (a) That the deployment of a new place-based approach towards early intervention and prevention in respect of tackling poverty, reducing inequality and addressing vulnerability in Leeds, be approved;
- (b) That the Director for Communities and Environment be requested to provide an annual progress report on the impact of this initiative as it develops.

102 Beyond Decent Homes - The 2018 Housing Revenue Account (HRA) Capital Investment Plan

Further to Minute No. 171, 22nd March 2017, the Director of Resources and Housing submitted a report providing an update on, and seeking support of the latest position regarding capital investment proposals for the Housing Revenue Account (HRA) assets over the next 10 years.

In introducing the report, the Executive Member for Communities highlighted the extensive engagement and communication exercises which had taken place with tenants following the Grenfell Tower fire, and it was noted that following the undertaking of independent inspections in all of the Council's high rise blocks, it was confirmed that all of the Council's blocks had achieved the necessary standard.

Members welcomed the proposals to lobby Government in respect of the removal of the HRA borrowing cap in order to allow the replacement of homes sold under the 'Right to Buy' initiative, and also welcomed the prioritisation being given to the proposed fire safety measures, including the installation of sprinkler systems in high rise stock.

Responding to a Member's enquiry, it was noted that should Government funding be made available for the provision of required fire safety measures, then further information would be submitted to the Board for consideration in terms of the extent to which such funding contributed towards the cost of meeting all required measures, and the impact that it would have upon the wider HRA Capital Investment Plan.

Finally, the Board also noted that the proposed Council investment into fire safety measures, as detailed within the report, enabled work to progress in this area, whilst the outcomes from the Grenfell Tower inquiry and any subsequent Government decisions were awaited.

RESOLVED –

- (a) That the 10 Year HRA Capital Investment Plan, as detailed within the submitted report and appendices, be supported, subject to further annual review being undertaken as part of the HRA Business Plan;
- (b) That Executive Board support be given to the lobbying of Government: to provide funding for any new fire safety requirements which arise from the Grenfell Tower inquiry, such as the installation of sprinklers in all high-rise stock; and also to the removal of the HRA borrowing cap in order to allow the replacement of homes sold under the 'Right to Buy' initiative.

ENVIRONMENT AND SUSTAINABILITY

103 The future of the Waste and Recycling Strategy for Leeds

Further to Minute No. 56, 27th July 2016, the Director of Communities and Environment submitted a report which set out the proposed programme regarding the development of a revised waste and recycling strategy for Leeds. The report provided an update on the local and national context, and discussed some of the key issues for consideration in terms of the Council's future ambitions and the achievement of targets. Also, the report outlined the detailed appraisal work to be undertaken on the options for the Council's kerbside recycling strategy, and sought approval to the guiding principles and proposed programme for the development of the strategy.

Members received clarification on the role of DEFRA's (Department for Environment, Food and Rural Affairs) Waste and Resources Action Programme (WRAP) in respect of the proposals, and noted that funding had been received from WRAP in order to undertake an assessment of a range of kerbside recycling options.

The Board discussed the proposals detailed within the submitted report, and considered the future opportunities and challenges that the waste and recycling service faced, and how such matters would be taken into consideration as part of the overall review.

Responding to a Member's enquiry, emphasis was placed upon the need to ensure that an overarching and joined up approach was taken when considering matters such as the delivery of recycling provision. A specific example was provided in relation to the planning and waste management teams. In response to that specific example, officers undertook to liaise with the relevant directorates and report back to Board Members with the findings.

In addition, it was also highlighted that any future strategy would need to: have a long term vision, in order to ensure that it was able to adapt to the changes brought about by events such as Brexit or the evolving global recycling market; maximise any opportunities to access external funding sources should they become available; and also use Leeds' large scale to its advantage whilst at the same time ensuring that the range of differing requirements found in communities across the city were recognised.

RESOLVED –

- (a) That the contents of the submitted report, in particular the context and issues relating to the Council's waste and recycling strategy, as detailed within the submitted report, be noted;
- (b) That the areas and options to be considered and assessed (as detailed within section 5.3 of the submitted report), as a part of the proposed options appraisal exercise, to be led by the Chief Waste Management Officer, be supported;
- (c) That in principle approval be given to the outline programme (as detailed at section 5.5 of the submitted report) for the development of a revised Leeds Waste Strategy, including the undertaking of public consultation, with the detail to be subsequently agreed with the Director of Communities and Environment.

DATE OF PUBLICATION: FRIDAY, 17TH NOVEMBER 2017

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** 5.00 PM, FRIDAY, 24TH NOVEMBER 2017

(Scrutiny Support will notify Directors of any items called in by 12.00 noon on Monday, 27th November 2017)