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## SCRUTINY BOARD (SAFER AND STRONGER COMMUNITIES)

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Meeting to be held in Civic Hall, Leeds on  
Monday, 16th January, 2012 at 10.00 am

*(A pre-meeting will take place for ALL Members of the Board at 9.30 a.m.)*

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### MEMBERSHIP

#### Councillors

- B Anderson (Chair) - Adel and Wharfedale;  
R Grahame - Burmantofts and Richmond Hill;  
K Groves - Middleton Park;  
M Hamilton - Headingley;  
J Hardy - Farnley and Wortley;  
P Harrand - Alwoodley;  
G Hyde - Killingbeck and Seacroft;  
J Jarosz - Pudsey;  
J Marjoram - Calverley and Farsley;  
C Townsley - Horsforth;  
N Walshaw - Headingley;

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

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**Agenda compiled by:**  
**Andy Booth**  
**Governance Services**  
**Civic Hall**  
**LEEDS LS1 1UR**  
**Tel: 24 74325**

**Principal Scrutiny Adviser:**  
**Angela Brogden**  
**Tel: 24 74553**

# A G E N D A

| Item No | Ward/Equal Opportunities | Item Not Open |  | Page No |
|---------|--------------------------|---------------|--|---------|
| 1       |                          |               | <p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></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 Chief Democratic Services Officer at least 24 hours before the meeting).</p>  |         |
| 2       |                          |               | <p><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</b></p> <p>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.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p><b>RESOLVED</b> – 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><b>Agenda Item 10 : Car Parking Update</b></p> |         |

3

### **LATE ITEMS**

To identify items which have been admitted to the agenda by the Chair for consideration.

(The special circumstances shall be specified in the minutes.)

4

### **DECLARATIONS OF INTEREST**

To declare any personal/prejudicial interests for the purpose of Section 81 (3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct.

5

### **APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES**

To receive any apologies for absence and notification of substitutes.

6

### **MINUTES - 22 NOVEMBER AND 12 DECEMBER 2011**

1 - 10

To confirm as a correct record, the minutes of the meeting held on 22 November and 12 December 2011

7

### **RECYCLING STRATEGY UPDATE**

11 - 62

To receive an update report on the Council's Recycling Strategy

8

### **RECOMMENDATION TRACKING**

63 - 74

To receive an update report on the progress made in responding to the recommendations arising from the previous Scrutiny review of the Council's Housing Letting Policies

|    |  |          |
|----|--|----------|
| 9  | <p><b>FINANCIAL HEALTH MONITORING - ENVIRONMENT AND NEIGHBOURHOODS DIRECTORATE</b></p>   | 75 - 82  |
|    | <p>To consider the financial position of the Environment and Neighbourhoods Directorate after eight months of the 2011/12 financial year. To also agree the Board's summary report relating to the 2012/13 initial budget proposals.</p> |          |
| 10 | <p><b>CAR PARKING UPDATE</b></p>   | 83 - 88  |
|    | <p>To receive an update report on the Council's car parking charges and provision within the City.</p>   |          |
| 11 | <p><b>WORK SCHEDULE</b></p>  | 89 - 118 |
|    | <p>To consider the Board's work schedule for the forthcoming municipal year</p>  |          |
| 12 | <p><b>DATE AND TIME OF NEXT MEETING</b></p>  |          |
|    | <p>Monday, 13 February 2012 at 10.00 a.m. (pre-meeting for all Members at 9.30 a.m.)</p>   |          |

## **CONFIDENTIAL AND EXEMPT ITEMS**

The reason for confidentiality or exemption is stated on the agenda and on each of the reports in terms of Access to Information Procedure Rules 9.2 or 10.4(1) to (7). The number or numbers stated in the agenda and reports correspond to the reasons for exemption / confidentiality below:

### **9.0 Confidential information – requirement to exclude public access**

9.1 The public must be excluded from meetings whenever it is likely in view of the nature of the business to be transacted or the nature of the proceedings that confidential information would be disclosed. Likewise, public access to reports, background papers, and minutes will also be excluded.

### **9.2 Confidential information means**

- (a) information given to the Council by a Government Department on terms which forbid its public disclosure or
- (b) information the disclosure of which to the public is prohibited by or under another Act or by Court Order. Generally personal information which identifies an individual, must not be disclosed under the data protection and human rights rules.

### **10.0 Exempt information – discretion to exclude public access**

10.1 The public may be excluded from meetings whenever it is likely in view of the nature of the business to be transacted or the nature of the proceedings that exempt information would be disclosed provided:

- (a) the meeting resolves so to exclude the public, and that resolution identifies the proceedings or part of the proceedings to which it applies, and
- (b) that resolution states by reference to the descriptions in Schedule 12A to the Local Government Act 1972 (paragraph 10.4 below) the description of the exempt information giving rise to the exclusion of the public.
- (c) that resolution states, by reference to reasons given in a relevant report or otherwise, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

10.2 In these circumstances, public access to reports, background papers and minutes will also be excluded.

10.3 Where the meeting will determine any person's civil rights or obligations, or adversely affect their possessions, Article 6 of the Human Rights Act 1998 establishes a presumption that the meeting will be held in public unless a private hearing is necessary for one of the reasons specified in Article 6.

10.4 Exempt information means information falling within the following categories (subject to any condition):

- 1 Information relating to any individual
- 2 Information which is likely to reveal the identity of an individual.
- 3 Information relating to the financial or business affairs of any particular person (including the authority holding that information).
- 4 Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or officer-holders under the authority.
- 5 Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
- 6 Information which reveals that the authority proposes –
  - (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or
  - (b) to make an order or direction under any enactment
- 7 Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime

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# Agenda Item 6

## SCRUTINY BOARD (SAFER AND STRONGER COMMUNITIES)

TUESDAY, 22ND NOVEMBER, 2011

**PRESENT:** Councillor B Anderson in the Chair

Councillors P Ewens, P Grahame, J Hardy,  
P Harrand, G Hyde, J Jarosz, C Macniven,  
M Robinson and N Walshaw

### **53 Exempt Information - Possible Exclusion of the Press and Public**

Councillor Pryke, as signatory to the Called-In decision requested that information that was contained in Appendix B to the report be released as a public document. Following advice from Officers on the sensitive information detailed in Appendices B and C to the report, the Board was asked to take a vote on whether to keep this information restricted and to exclude the public from the meeting during the discussion of the information in these appendices.

#### **RESOLVED -**

That the public be excluded from the meeting during the consideration of the following parts of the agenda designated as exempt 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 public were present there would be disclosure to them of exempt information so designated as follows:-

Appendices B and C to Agenda Item 7, Call-In – Waste Solution for Leeds – Residual Waste Treatment PFI Project, under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that they contain commercially sensitive information on the City Council's approach towards procurement issues, and commercially sensitive pricing and information about the commercial risk position of bidders, where the benefit of keeping the information confidential is considered greater than that of allowing public access to the information.

### **54 Apologies for Absence and Notification of Substitutes**

Apologies for absence were submitted on behalf of Councillors R Grahame, K Groves, M Hamilton and J Marjoram.

Councillors P Grahame, C MacNiven, P Ewens and M Robinson were in attendance as substitutes.

### **55 Call-In of Decision - Briefing Paper**

The report of the Head of Scrutiny and Member Development informed Members of the Call In arrangements in accordance with the Council's Constitution and the options of action available to the Board. It was reported that the following options were available to the Board:

- Release the decision for implementation
- Recommend that the decision be reconsidered
- Recommend that the decision be reconsidered and refer the matter to full Council if recommendation not accepted

**RESOLVED** – That the report be noted.

**56 CALL-IN - WASTE SOLUTION FOR LEEDS - RESIDUAL WASTE TREATMENT PFI PROJECT**

The report of the Head of Scrutiny and Member Development presented the background papers to a decision that had been Called In in accordance with the Council's Constitution. The decision of the Executive Board regarding the Waste Solution for Leeds – Residual Waste Treatment PFI Project had been called in by Councillors R Pryke and D Blackburn.

The following were in attendance for this item:

Councillor R Pryke, Signatory to the Call-In  
Councillor D Blackburn, Signatory to the Call-In  
Councillor M Dobson, Executive Member for Environmental Services  
Neil Evans, Director of Environment and Neighbourhoods  
David Outram, Chief Officer, Public Private Partnership Unit  
Andrew Lingham, Waste Strategy and Policy Manager  
Andrew Tate, Executive Manager (Projects). Public Private Partnership Unit  
Sarah Covell, Member of Community Organisation for Viable Environments and Neighbourhoods (COVEN) and local resident  
Maria Herlingshaw, Member of Community Organisation for Viable Environments and Neighbourhoods (COVEN) and local resident

Councillors Pryke and Blackburn were invited to address the Board with their reasons for the Call-In.

The following issues were highlighted:

- It was not felt that the Council allowed enough time for consultation.
- Implementing this decision would prevent future options to deal with waste.
- Weighting given to different categories within the decision did not appear to have considered comments by local residents and others affected. This included issues such as having the treatment site as far away from housing as possible.
- Use of third party waste – throughout the consultation process it had been said that waste would not be brought in from other local authority areas, but extra waste from commercial waste would be used to fill the



capacity of the project. It had, however, been reported that waste would be imported from Sheffield. In response to this it was reported that there would be a reciprocal agreement between Leeds and Sheffield to treat each others waste during periods of maintenance at their respective sites.

- There was no evidence to suggest that the minimum tonnage of waste would be available for the site in spite of household growth.
- Likelihood of delays with the planning process for the development of the site. The Secretary of State had cancelled a number of similar projects due to planning matters.
- Concerns that forty percent of the capital costs were subject to exchange rates and that this was a major financial risk for the Council.
- Use of bottom ash from the proposed site. Visits to other areas had shown that there was no market for the bottom ash produced and that this would end up going to landfill.
- The disposal of air pollution control residues – the plant would produce over 6,000 tonnes of this hazardous waste per year.
- Answers had not been given to what would happen to domestic waste that could not be treated at the site such as furniture items.
- Screening of the site – plans for low planting would not reflect artist impressions of the site until plants had grown.
- There had been no marketing of the site for other users.
- Further concern that the costs involved the European market and had the Council done any hedging or planned for the event of the collapse of the Euro.
- Concern regarding the Private Finance Initiative Funding – it was felt the project could have been delivered more cheaply through prudential borrowing or use of reserves.
- Weightings for the qualitative score did not take account of the concerns of Leeds residents. It was reported that this issue was part of an Executive Board decision taken in 2008, and not eligible for further consideration now.
- Concern was also raised regarding Veolia's work in Israel and occupied territories.

Maria Herlingshaw and Sarah Covell were given opportunity to address the Board. The following issues were highlighted:

- It was not known why alternative bids had been rejected and what criteria was used in selecting the preferred bidder.
- How would bottom ash and other residue be transported and what were the safety implications?
- Lack of feedback from previous consultations. It was felt that the consultation had not been concise and questions had been left unanswered.
- Reference was made to problems at the site that hadn't been previously addressed such as smells and flies. No reassurances had been given that this would be improved and there was a concern as the proposals would mean a much larger and demanding project.

- Reference to the Jacobs Report
- Due to increased recycling there would not be enough waste produced within Leeds for the site to operate.
- The potential use of Neville Hill Yard and the possibility of waste being transported by rail.
- High recycling rates.
- Impact of waste being imported from Sheffield – local residents had not been made aware of traffic plans for this.
- Concerns of increased traffic at the site and the impact on air quality.
- The Richmond Hill Forum had not been consulted regarding the proposals.
- Air pollution – particle pollution in East Leeds was amongst the highest in the City.

Officers responded to the reasons behind the Call-In and concerns raised. It was reported that many of the issues raised such as the bid criteria and selection of sites were all subject to decisions made in previous years and no longer subject to Call-In. Further issues highlighted included the following:

- The bid would ultimately be subject to the Council's planning processes.
- Other bids elsewhere that had had funding withdrawn had been deemed by Central Government to be less beneficial or deliverable.
- The site and facility would be subject to strict environmental monitoring.
- There was confidence within the Council and on the part of the bidder that the proposal on the site was deliverable in terms of planning permission.
- Whilst recycling targets had been set at 50%, this did not mean that would be an upper limit.
- Commercial waste from within the City would be used to ensure the plant operated at full capacity.

In response to further comments and questions from Members, the following issues were discussed:

- Fluctuation in interest rates would not affect the Council as the bidder would be funding this project directly themselves. The Board was also informed in further detail of how the PFI scheme worked.
- Forty percent of capital costs would be based on Euro rates due to where parts and materials for the site were manufactured. The Council had asked the bidder to apply a specific rate with the knowledge that rates could change. It was reported that the bidder would take out hedging measures. On the advice of Officers, it was felt to be a manageable risk.
- With regards to the proposed reciprocal agreement with Sheffield regarding the importation and exportation of waste during periods of planned shutdown for maintenance, it was reported that a limit on the tonnage would be built into the contract to ensure that importation did

not exceed exportation, and that this arrangement was restricted to these limited periods of planned maintenance.

- At no stage of the process had it been reported that the site would operate exclusively with municipal waste.
- Issues relating to the planning process and the submission of a planning application.
- It was reported that the wholesale market previously situated at the site had gone out of business. The site had been placed on the open market for re-use and this project had been the only expression of interest for use of the site.
- It was reported that there was a market for the use of bottom ash and the bidder had given performance guarantees regarding this.
- It was reported that environmental monitoring would be done by the Environment Agency throughout the operational life of the plant.
- There were restrictions on some bulky items being treated at the plant. This was expected to be a very small proportion of the waste.
- Low level planting – this would be discussed at the planning stage.
- There were no proposals for the Nevilles area linked to the RWT project.
- At the initial stages of the bid process, technology proposals other than incineration had been submitted. These proposals had performed less favourably when assessed against the Council's evaluation criteria.
- Whilst it was acknowledged that fundamental future changes to the proposed solution could involve additional cost, flexibility had been written into the contract to allow for increases or reduction, or changes in composition, in waste treated at the plant. In this sense there are no 'hidden costs' to the Council.
- There was scope to deal with a broader range of waste should definitions of waste and legislative change re-classify certain kinds of commercial waste as municipal waste.

Members went into private session to discuss the information detailed in the exempt appendices.

#### **57 Outcome of Call-In**

Following a vote by Members present, it was

**RESOLVED** – to release the decision for implementation

#### **58 Date and Time of Next Meeting**

Monday, 12 December 2011 at 10.00 a.m. (Pre-meeting for all Board Members at 9.30 a.m.)

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## **SCRUTINY BOARD (SAFER AND STRONGER COMMUNITIES)**

**MONDAY, 12TH DECEMBER, 2011**

**PRESENT:** Councillor B Anderson in the Chair

Councillors P Grahame, R Grahame,  
K Groves, M Hamilton, J Hardy, P Harrand,  
A Khan, J Marjoram, C Townsley and  
N Walshaw

### **59 Late Items**

Members were issued with a supplementary agenda with the report for Item 8 – Financial Health Monitoring 2011/12 – Environment and Neighbourhoods Directorate

### **60 Declarations of Interest**

Councillors A Khan, R Grahame, P Grahame and K Groves declared personal interests in Agenda Item 9, Grounds Maintenance Contract – Mobilisation Update as they were Members of GMB. Councillor A Khan also declared an interest in the same item as he was a Member of the East North East Homes Area Panel as did Councillors R Grahame and J Hardy due to their respective positions as Directors with East North East Homes ALMO and West North West Homes ALMO.

### **61 Apologies for Absence and Notification of Substitutes**

Apologies for absence were submitted on behalf of Councillors G Hyde and J Jarosz. Councillors P Grahame and A Khan were present as substitutes.

### **62 Minutes - 14 November 2011**

**RESOLVED** – That the minutes of the meeting held on 14 November 2011 be confirmed as a correct record.

### **63 2011/12 Quarter 2 Performance Report**

The report of the Head of Scrutiny and Member Development presented a summary of the quarter 2 performance data relevant to the Safer and Stronger Communities Scrutiny Board. Two issues were highlighted for Members attention: Budget and Rate of Domestic Burglary.

Neil Evans, Director of Environment and Neighbourhoods, Heather Pinches, Performance Manager, and Councillor Peter Gruen, Executive Board Member for Neighbourhoods, Housing and Regeneration were in attendance for this item.

Draft minutes to be approved at the meeting  
to be held on Monday, 16th January, 2012

It was reported that the performance information detailed in the report was the first set against the new strategic plans – the City Priority Plan and Council Business Plan. The performance data detailed in the report was relevant to Safer and Stronger Communities City Priorities. A full set of performance information was detailed on the Council's Intranet site.

In response to Members comments and questions, the following issues were discussed:

- Members welcomed the inclusion of victim demographics in relation to the data around anti-social behaviour.
- Equality Issues – there was a set of equality priorities and it was being considered how best to present these in future reports. There was also a section around Equality and Diversity as part of the State of the City report.
- Whilst the report cards would usually be signed off by the relevant Partnership Boards, the timing of some Partnership Boards had not made this possible in all cases. However, all performance information had been reviewed by relevant stakeholders. The quarter 3 performance reports will be signed off by the Partnership Boards.
- That references made to travelling offenders in the report had referred to those offenders who had committed crimes across police operational boundaries.
- Perpetrator demographics for anti social behaviour – this showed an equally high number of female perpetrators. Members also queried how many offences were alcohol related.
- Leeds had the highest rate of burglary when compared to other comparator authorities. However, there had been an improvement in recent months.
- Joint operations with DVLA to remove unregistered vehicles that are in common use by criminals – Members requested further information on this.
- Mapping of priority and prolific offenders (PPOs) – information regarding PPOs could be facilitated through ward briefing meetings.
- Sharing of crime and anti-social behaviour information with Area Committees and Locality Managers
- Police and Crime Commissioner Role – an update report was due to Executive Board and it was expected that the Scrutiny Board would have an update report in February 2012.

**RESOLVED** – That the report and discussion be noted.

#### **64 Financial Health Monitoring 2011/12 - Environment and Neighbourhoods Directorate**

The report of the Head of Scrutiny and Member Development informed Members of the financial health of the Environment and Neighbourhoods Directorate after seven months of the 2011/12 financial year.

Neil Evans, Director of Environment and Neighbourhoods and Richard Ellis, Head of Finance, Environment and Neighbourhoods were in attendance for this item.

In response to Members comments and questions, the following issues were discussed:

- Restructuring within the Environment and Neighbourhoods Directorate. Work was still ongoing across various service areas and there had been a major restructure of senior management.
- Income from Car Parks. Members discussed pricing issues, the potential impact on local businesses and unregistered car parks. It was reported that the Board was due to receive a further report in the new year.
- Income from enforcement on bus lanes.
- Predicted overspend – this had been affected by a slippage in the timescale of staffing restructures and not achieving predicted levels of income.
- Freezes on expenditure and recruitment.
- That the 2012/13 Budget proposals were due to be submitted to Executive Board in December.
- It was proposed that a Budget Working Group meeting be arranged early in the new year to consider the initial 2012/13 budget proposals for the Environment and Neighbourhoods Directorate.

**RESOLVED** – That the report be noted.

## **65 Grounds Maintenance Contract Mobilisation Update**

The report of the Chief Environmental Services Officer provided an update on the mobilisation of the new Grounds Maintenance contract that was due to commence on 1 January 2012.

Main issues highlighted in the report included:

- Mobilisation of the new grounds maintenance contractor
- De-mobilisation of the current contractors
- The Council's internal contract mobilisation plan

Andrew Mason, Chief Environmental Services Officer and Stephen Smith, Environmental Services were in attendance for this item.

In response to Members comments and questions, the following issues were discussed:

- The contractor had agreed a rental for a site at Calverley Lane for a depot.

- Consultation had been held with Town and Parish Councils which had shown an interest.
- Contractor efficiency plan – this was ongoing as further potential efficiencies would be discussed.
- Monitoring – continued mapping work would be carried out to ensure areas of land did not get missed.
- The contractor would be happy to discuss issues first hand in respect of contact arrangements.
- The mobilisation team was made up of representatives from the ALMOs, BITMO, Highways, Parks and Countryside, Environmental Services and others involved in the procurement process.
- The Board requested further updates on the contract in the new year.

**RESOLVED** – That the report be noted.

## **66 Work Schedule**

The report of the Head of Scrutiny and Member Development detailed the Board's work schedule. Also attached were copies of recent Executive Board Minutes and a copy of the Forward Plan relating to the Board's portfolio.

**RESOLVED** – That the report be noted

## **67 Date and Time of Next Meeting**

Monday, 16 January 2012 at 10.00 a.m. (pre-meeting for all Board Members at 9.30 a.m.)



## Report of Head of Scrutiny and Member Development

### Report to Scrutiny Board (Safer and Stronger Communities)

Date: 16<sup>th</sup> January 2012

### Subject: Recycling Strategy Update

|  |                              |  |
|--|------------------------------|--|
| Are specific electoral Wards affected?<br>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?<br>If relevant, Access to Information Procedure Rule number:<br>Appendix number: | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |

### Summary of main issues

1. During 2010/11, the former Environment and Neighbourhoods Scrutiny Board completed an inquiry into Recycling. The Scrutiny Board published its final report and recommendations in September 2010 and received a further report in April 2011 detailing the progress made against the inquiry recommendations.
2. At the beginning of the 2011/12 municipal year, the Safer and Stronger Communities Scrutiny Board expressed an interest in revisiting the Council's Recycling Strategy later in the year.
3. On 14<sup>th</sup> December 2011, the Executive Board received an update on progress against the Recycling Strategy. This report also included a number of proposals relating to future service development opportunities, which were approved by the Executive Board.
4. A copy of the Executive Board report is therefore attached for Members' consideration. Also attached as background information is a copy of the 2010 Scrutiny Inquiry report on Recycling and details of the progress made against the inquiry recommendations, as reported in April 2011.
5. Senior officers from the Environment and Neighbourhoods Directorate and the Executive Board Member for Environmental Services will be attending today's meeting to address any questions raised by the Scrutiny Board.

## **Recommendations**

6. Members are asked to:

- a) Note the attached Recycling Strategy update report to the Executive Board on 14<sup>th</sup> December 2011 and the recommendations that were approved by the Executive Board.
- b) Determine whether any further Scrutiny involvement on this matter is required.

## **Background documents**

7. None used

**Report of Director of Environment and Neighbourhoods**

**Report to Executive Board**

**Date: 14<sup>th</sup> December 2011**

**Subject: Recycling Strategy**

|  |   |  |
|--|---|--|
| Are specific electoral Wards affected?<br>If relevant, name(s) of Ward(s):   | <input checked="" type="checkbox"/> Yes | <input 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?<br>If relevant, Access to Information Procedure Rule number:<br>Appendix number: | <input type="checkbox"/> Yes            | <input checked="" type="checkbox"/> No |

**Summary of main issues**

1. This report seeks Executive Board approval to the next phase of implementation of the Council's recycling collection strategy.
2. The report provides an update on progress against the recycling strategy agreed in 2007.
3. Based on current performance and the proposed future strategy, the report proposes a new, increased household waste recycling target of 55% by 2016, and a long-term target to exceed 60%.
4. The report sets out details of service improvements to be implemented during 2012/13 in order to ensure continued progress.
5. The report sets out a strategy for a range of medium to long-term improvements to kerbside recycling collections, including a pilot of fortnightly recycling and residual waste collections in 2012/13, and the roll-out of food waste collections to suitable properties city-wide, with the speed of roll-out in line with resource availability.
6. The report proposes a commitment to undertake technical options appraisal work to assess the potential for bringing forward an anaerobic digestion solution for Leeds.
7. Finally, the report provides an overview of the resources, planning and communications required in order to ensure an effective and seamless implementation of what represents a programme of radical changes to kerbside waste and recycling collections.

## Recommendations

- a) Note the contents of this report and reaffirm the vision and key principles of the Integrated Waste Strategy for Leeds;
- b) Approve the proposed increases to the Council's household waste recycling target to 55% by 2016, with a long-term target to exceed 60%;
- c) Approve the proposed expansion of the Rothwell recycling collection service by up to 6,000 properties in 2012/13, including an injection into the Capital Programme of £27k for the purchase of food waste bins, and give authority to spend this amount;
- d) Approve the proposal to implement a pilot of fortnightly collections of recycling and residual waste during 2012/13;
- e) Reaffirm the aim to roll-out of food waste collections to suitable properties city-wide, with the speed of roll-out in line with resource availability;
- f) Note the need to procure a treatment solution for food waste alongside the city-wide roll-out of food waste collections, and the intention to undertake a technical options appraisal with a view to promoting the delivery of an anaerobic digestion solution for Leeds should this represent the best VfM and environmental option;
- g) Note officers' intention to seek further Member approvals regarding specific collection service roll-out plans.

## 1 Purpose of this report

- 1.1 The purpose of this report is to secure Executive Board approval to the principles to be adopted for the next phase of implementation of the Council's recycling collection strategy. The report considers the following:
  - a) Progress against the existing recycling strategy;
  - b) The extent to which current, planned initiatives will contribute towards recycling performance;
  - c) The Council's medium and long-term targets for recycling;
  - d) The strategy to enable the Council to move towards achievement of its medium-term and longer-term targets.

## 2 Background Information

### 2.1 Current approved strategy

- 2.1.1 The Integrated Waste Strategy for Leeds sets a vision of *"a zero waste city, whereby we reduce, re-use, recycle and recover value from all waste, waste*

*becomes a resource and no waste is sent to landfill*". 'Zero waste' is not an absolute figure, but a target to strive for that encourages new levels of innovation and efficiency. It sees waste as a resource to be exploited through re-use, recycling and recovering value. The vision is supported by the three key principles of:

- Developing and promoting sustainable waste management;
- Working in partnership with communities, businesses and other stakeholders to deliver sustainable waste management;
- Ensuring that the strategy remains realistic and responsive to future changes.

2.1.2 In September 2007, Executive Board approved updates to the Integrated Waste Strategy for Leeds 2005-35 to address the statutory recycling targets set out within DEFRA's Waste Strategy for England 2007 and to reflect the Council's commitment to achieving a combined recycling and composting rate in excess of 50% of household waste. The Council's relevant key Waste Strategy targets are as follows:

- To achieve a combined recycling and composting rate of greater than 50% of household waste by 2020;
- To recover value from 90% of all household waste by 2020.

2.1.3 Since setting this recycling target in 2007, the Council has made excellent progress, with current performance for 2011/12 at 40% as compared to 22.3% in 2006/7.

2.1.4 A benchmarking exercise with other local authorities, involving a number of the Core Cities and the West and South Yorkshire authorities, has been completed by the Waste Strategy and Policy team during October 2011 to inform the proposed strategy and to validate assumptions about collection systems, public acceptance, impacts on performance and costs associated with the various initiatives. Appendix A summarises the performance and collection strategies for these authorities.

2.1.5 In terms of performance, Leeds' overall recycling rate for 2010/11 of 34.7% compares favourably against most of the Core Cities, but lags behind some of the other Yorkshire authorities. Whilst there are similarities in the way collection services are offered by the various authorities, it is, however, important to consider on an individual basis what the components of the services are that contribute to the overall performance.

### **3 Main Issues**

#### **3.1 Introduction**

3.1.1 Before moving on to the recycling strategy, it is first important to note that Waste minimisation and re-use, and working in partnership with Third Sector Organisations (TSOs), are key priorities within the Council's Integrated Waste Strategy for Leeds. Waste minimisation and re-use are highest in the Waste

Hierarchy and the Council's recycling strategy will always be in the context of its programme of work in these areas. The Council has implemented and continues to develop waste minimisation initiatives that are designed to encourage householders and businesses to consider how they manage their waste, and has invested substantially in this area. This has most recently included the development of a dedicated 're-use shop' at the East Leeds Household Waste Sorting Site, including the appointment of a voluntary sector tenant to operate this new facility. Overall, there has been a reduction in household waste generation in Leeds in recent years.

- 3.1.2 Based on the national picture in relation to recycling performance, the Council's current recycling rate of 40%, and the expectation that it will achieve its current targets earlier than anticipated, it is now timely to review the existing targets agreed in 2007, and to consider the longer-term aspiration for Leeds in respect of recycling.
- 3.1.3 In order to move forward towards the achievement of these longer-term recycling targets, the principles and approach for the next phase of the implementation of the recycling collection strategy now needs to be agreed.

## **3.2 Approved 2012/13 recycling initiatives**

### Extending garden waste collections

- 3.2.1 Over 207,000 dwellings across Leeds are now on a garden waste collection route, with collections provided on a fortnightly basis except from the end of November to the end of February due to the low yield of material during these months. This service has been highly successful, contributing 9.5% (i.e. percentage points) to the overall household waste recycling rate for Leeds in 2010/11.
- 3.2.2 It is estimated that another 28,000 properties may be suitable for a collection, enabling the capture of a further estimated 3,700 tonnes in a full year, and it has been agreed that this will be rolled out during 2012/13 as a part of the continuous improvement of recycling collections services. Based on its expected contribution to city-wide recycling performance of 1.4% (full year effect), it is recommended that this service improvement be prioritised over other potential roll-outs for 2012/13. The additional cost of the completion of the garden waste collection roll-out is estimated at around £100k for additional collections and this is provided for in the draft 2012/13 budget strategy. Disposal savings of around £130k will offset these additional collection costs.

### Household Waste Sorting Sites (HWSSs)

- 3.2.3 Leeds currently operates nine HWSSs city-wide. The sites handle around 70,000 tonnes of waste per annum, of which just under 60% was recycled in 2010/11. This contributed just under 10% (i.e. percentage points) to the total recycling performance for the City, and the HWSSs therefore represent a key element of the Council's household waste recycling provision.

- 3.2.4 The sites are well distributed across the City and within a maximum twenty minute drive time for all householders. Eight of the nine sites have been significantly redeveloped to include easy access arrangements, split level reception bays, recycling opportunities for a wide range of materials, WRAP's national iconic signage, new staff amenity facilities and information points for customers.
- 3.2.5 Following the final closure of Gamblethorpe HWSS in August 2011 due to the expiry of planning permission, a joint working arrangement with Wakefield Council commenced to allow residents in the south east area of the City access to their Castleford site. This ensures that the maximum drive time of twenty minutes to a site is maintained for all residents.
- 3.2.6 Kirkstall Road HWSS is the only remaining site requiring modernisation, and a full design and cost report with business case will be brought to Executive Board for approval during 2012/13 in order to address this issue.
- 3.2.7 In addition, following the recent restructuring of the Waste Management operational service and implementation of extended opening hours from 1<sup>st</sup> November 2011, a target to reach an average 70% recycling performance across all sites has been set. Achieving this will add an estimated 1.2% to the overall recycling rate based on a full year effect.

#### Recycling from residual waste

- 3.2.8 In December 2010, the Council established a new, innovative framework contract for residual waste (and a range of other waste and recycling streams). One of the contractors currently allocated tonnages via the framework provides an element of recycling of residual waste, and this now makes an important contribution to the Council's recycling performance.
- 3.2.9 As regards the longer-term, the Council has now appointed a Preferred Bidder for the Residual Waste Treatment PFI contract whose facility will extract a minimum of 10% of the material that it processes for recycling. The facility is due to commence full operations in 2016, and this will ensure that, even after the implementation of the proposed, comprehensive recycling strategy, there is further capture of material for recycling from the residual waste.

### **3.3 Future service development opportunities**

#### Recycling Improvement Plan – equality of access to recycling

- 3.3.1 Collections of mixed dry recyclables consisting primarily of paper, card, plastics and cans (known as SORT) are currently offered to over 95% of properties in Leeds.
- 3.3.2 The Recycling Improvement Plan, agreed in December 2009, was initiated in order to provide a systematic approach to addressing the issue of equality of access to recycling across the city. The Recycling Improvement Plan focuses in particular on survey and consultation work around city centre high rise, multi-occupancy and hard to reach communities with a view to tailoring services so as

to ensure that all residents in Leeds have access to recycling, whether that be a full suite of kerbside collections and recyclable materials or specialised communal reception points.

- 3.3.3 Since the start of this process, approximately 15,000 additional households now have access to kerbside recycling collections. Work will continue during 2012/13 to identify and close out any remaining gaps in terms of households without access to recycling.

#### Increasing the range of SORT materials collected

- 3.3.4 The Waste Strategy and Policy team has completed a market sounding of Materials Recycling Facility (MRF) operators during October 2011. The contents of the green (or SORT) bins are currently sent to a MRF in Beeston for separation back into the individual material streams prior to being transported to the reprocessors for recycling.
- 3.3.5 Feedback from MRF operators (and also indications from the reprocessors and successful schemes operated by other local authorities) has demonstrated the potential viability of co-mingling a greater range of dry recyclables in the SORT bins. These materials could potentially include glass, mixed plastics, textiles and tetrapaks. Inclusion of additional materials in the SORT bins would necessitate the increased capacity offered by fortnightly SORT collections, but would also alleviate pressure on residual waste bin capacity for residents.
- 3.3.6 Glass is of particular interest due to the proportion of the residual waste that it represents. The majority of glass recycled by Leeds is currently collected through a network of over 440 'bring bank' sites, some of which also have collection facilities for a wide range of other materials. In 2010/11, bring banks captured around 8,000 tonnes of glass, including banks located at household waste sorting sites (HWSSs). This contributed approximately 2.8% (i.e. percentage points) to the overall recycling rate for the City.
- 3.3.7 A small, but increasing number of multi-occupancy properties receive communal glass collections. Suitable properties receiving the mixed dry recyclables communal collections have been provided with separate glass bins which are collected on a weekly basis. In 2010/11, 650 tonnes of glass were captured by this service.
- 3.3.8 A report prepared for Leeds using support from WRAP ROTATE in 2011 supported the Council's current bring bank strategy, but highlighted the potential to expand kerbside collections into some areas where glass capture is particularly low. Low capture could be attributable to a number of factors such as failure to recognise certain types of glass packaging as suitable for bring banks, and socio-demographic factors, including the need to rationalise or increase bank sites in certain areas.
- 3.3.9 Compositional analysis of residual waste in Leeds undertaken between 2005 and 2009 indicates that there could be fairly significant tonnages of glass not being recycled. This is reinforced by the fact that the aforementioned report highlighted



Leeds' overall glass recycling performance as being some 4kgs below the national average at 17kg per head.

- 3.3.10 The costs of introducing a further separate collection of glass at the kerbside would obviously be high, and this is not considered to be value for money. However, its inclusion within the SORT bins represents a potential option to minimise the cost of capturing this material using existing infrastructure.
- 3.3.11 Whereas historically the co-mingling of glass was seen as negatively affecting the quality of the higher value materials such as paper, there are indications of growing acceptance of this practice from MRF operators and reprocessors. However, it should also be noted that by far the best environmental option for glass in terms of avoided carbon emissions, and therefore the Council's preference, is that it is reprocessed through re-melt rather than being used as aggregate, and the lower quality of materials recovered as a result of co-mingling rather than source-separating glass could potentially reduce the viability of this option. Market sounding responses were mixed in terms of contractors' indications of their ability to capture glass suitable for re-melt, although some contractors did claim a high proportion. It was also noted that the initial mechanical 'bag-splitting' phase of the MRF process, prior to material separation, may be a critical factor in dictating the ability to capture glass suitable for re-melt rather than for use as aggregate.
- 3.3.12 The Council's existing MRF contractor has shown willingness to consider a trial of glass in the SORT bins, and with this contract due to expire in May 2013, the Council could re-procure on the basis of the inclusion of this material provided that it could satisfy itself that the market would come forward with appropriate technical solutions, and that this would not result in a significant increase in MRF gate fee. Indications from the market sounding have been positive, however, further, more detailed analysis of the potential cost implications and procurement methodology is now required in order to determine the strategy.
- 3.3.13 Textiles are currently collected by the Council at a range of bring bank sites and at HWSSs. The textiles are donated to charities, with the majority going to support Yorkshire Air Ambulance. Given that textiles represent a relatively small proportion of the residual waste stream, and given the wide range of alternative options available to the public from the voluntary sector for re-use and recycling of textiles, it is recommended that the Council focus on promoting and supporting these sectors. WRAP are keen to understand better the optimum strategy for capturing textiles and have asked Leeds to participate in a project to look at all the options including a recovery bag system which could be utilised in the existing SORT collection, and how best to support the existing door-to-door and charity shop opportunities for textile re-use and recycling.
- 3.3.14 The inclusion of mixed plastics and tetrapaks in the SORT bins would make material separation simpler for the public and is likely to be well received, provided that this would be acceptable to MRF operators. However, this represents a relatively small proportion of the waste stream by weight and would therefore be unlikely to make a significant impact in terms of recycling performance. This option, similar to glass, should be further assessed in terms of

cost implications and in discussions with the market regarding its long-term sustainability.

3.3.15 As part of developing the MRF re-procurement strategy, officers also intend to consult on the extent to which environmental factors (e.g. carbon emissions) should be weighted within major, strategic waste related procurements of this kind.

Fortnightly SORT collections

3.3.16 As public participation in recycling increases, the Council is coming under increasing pressure to increase the frequency of SORT collections from the existing standard four weekly collection. However, to increase SORT collections city-wide to fortnightly, whilst expected to produce an increase in materials capture of around 35% compared to the standard service based on the experience of the pilot area in north-west Leeds (see Table 1 below), would cost the Council an estimated net £1.4m per annum (collection costs of £2.1m partially offset by £0.7m in disposal savings).

3.3.17 A strategy of increasing SORT collections in isolation would therefore be difficult to justify in the current public spending climate, and this option is not therefore recommended.

3.3.18 Alongside the demand for fortnightly SORT collections, there are also indications of a growing public acceptance that an increase in the frequency of these recycling collections would alleviate pressure on residual waste bin capacity, thus reducing the need for a weekly collection of residual waste.

3.3.19 In spite of high SORT participation in some areas, this is not the case city-wide, and residual waste composition data shows that there is still a fairly significant proportion of material which would be suitable for the SORT collection in the black bins. Performance data from the Rothwell area shows that the introduction of fortnightly residual waste collections alongside fortnightly SORT collections produces an increase in SORT performance well in excess of that observed from simply increasing the frequency of SORT collections, with a 78% increase in capture compared to the standard service (see Table 1 below).

Table 1

| SORT collection                              | Estimated number of households | Tonnes collected for recycling (2010/11) | Kg/HH collected for recycling |
|--|--------------------------------|--|-------------------------------|
| 4 weekly (with weekly residual)              | 278,400                        | 21,111                                   | 76                            |
| 2 weekly (with weekly residual)              | 30,000                         | 3,094                                    | 103                           |
| 2 weekly (with 2 weekly residual) - Rothwell | 8,500                          | 1,147                                    | 135                           |

3.3.20 Three of the Core Cities, Manchester, Nottingham and Bristol, operate this collection regime, as do all of the West and South Yorkshire authorities, with the exception of Bradford. Whilst accepting that other factors will undoubtedly have

had some influence on performance levels for these authorities, the recent benchmarking responses received further confirmed that the introduction of fortnightly residual and recycling collections can be expected to produce an increase in recycling and a corresponding reduction in residual waste.

- 3.3.21 This strategy is strongly advocated by environmental organisations such as Friends of the Earth, and would serve to maximise the performance of what represents a substantial existing investment in terms of green bin infrastructure and collection services in Leeds.
- 3.3.22 In addition to this positive impact on performance, there are obviously also cost savings associated with the introduction of this collection regime.
- 3.3.23 It is proposed that a pilot of fortnightly SORT and residual waste collections be implemented in Leeds during 2012/13. The area of the pilot will be selected based on recycling participation data and in consultation with local Ward Members.
- 3.3.24 Clearly, the level of recycling participation observed in the Rothwell area will not reflect the city-wide position, with some higher and lower performing areas. It is recognised that some areas of the city with high levels of multi-occupancy properties and low levels of recycling participation would not be suitable for the fortnightly service. However, a city-wide roll-out of fortnightly recycling and residual waste collections to, for example, 80% of properties, would ultimately result in estimated savings in the region of £2.5m - £3m per annum, which would continue to increase in line with Landfill Tax rises. Additionally a potential increase in the overall NI 192 recycling rate of 2.5%, primarily based on increased SORT participation, could be achieved.
- 3.3.25 It must be emphasised that the implementation of any major change of this kind to kerbside collection services must be supported by adequate resources in terms of project management, route analysis, development of policies, resident consultation and communications to ensure maximum participation and that any disruption resulting from the transition is minimised. Some degree of provision of resourcing in these areas would be required to support the proposed pilot.

#### Food waste collections

- 3.3.26 Food waste collections were introduced in the Rothwell area of the City in February 2010 to around 8,500 properties. Residents are offered a complete kerbside recycling service based on an agreed model following an extensive option appraisal which was completed in September 2009. The Rothwell service consists of the collections shown in Table 2 below.

Table 2

| <b>Material</b>                       | <b>Collection Frequency</b> | <b>Bin Size Litres</b> |
|---------------------------------------|-----------------------------|------------------------|
| Food waste                            | Weekly                      | 23 or 47               |
| SORT materials                        | Fortnightly                 | 240                    |
| Residual waste                        | Fortnightly                 | 240                    |
| Garden waste (to suitable properties) | Fortnightly                 | 240                    |

- 3.3.27 To ensure the success of the service, an extensive programme of resident communication was implemented, with specialist communications staff known as 'waste doctors' deployed to support the public and address any problems. Collection days were rescheduled to ensure residents had just one collection day each week for all waste types.
- 3.3.28 The service has been a major success and over 1,000 tonnes of food waste were recycled in 2010/11. In terms of overall recycling performance, Rothwell registered a kerbside recycling rate of 53%, as reported to Scrutiny Board in the 2010 evaluation report, which compared extremely favourably with the city-wide average of 28% achieved by the standard kerbside collection service.
- 3.3.29 A key element of the current recycling strategy involves the implementation of food waste collections, and the Council's waste flow modelling shows this as being essential to the achievement of existing targets for recycling of household waste. Food waste collections, together with treatment by anaerobic digestion of this waste (see later sections), are strongly promoted in DEFRA's Waste Strategy for England 2007 and their more recent Waste Policy Review 2011.
- 3.3.30 The Rothwell service, involving weekly food waste collections, fortnightly SORT, residual and garden waste collections, has been highly successful and has provided clear evidence that this model could be replicated in other areas of the City. It is estimated that extending food waste collections to suitable properties city-wide on the basis of the Rothwell model could enable the capture of approximately 30,000 tonnes of food waste per annum.
- 3.3.31 In the short-term, it is believed that there is scope within existing resources to extend the area covered by Rothwell food waste collection service through maximising service efficiencies. The extension would be subject to local resident and Ward Member consultation but would be based on the proximity of the existing food waste disposal contractor's facility in South Milford, and it is therefore proposed that this would be rolled out within either one or more of Garforth and Swillington, Ardsley and Robin Hood and Kippax and Methley wards in addition to Rothwell.
- 3.3.32 The main change to the original model will be the size of external collection bin offered. Rothwell model users were offered 2 bin sizes : a 47 litre and a smaller 23 litre container. Nearly all respondents with the 23 litre bin (94%) felt that it was the right size. 75% of those using the 47 litre bin said that it was either half full or less than half full. A survey of the 'fullness' of food waste bins also suggested that, on average, they were less than half full, suggesting that the smaller (23 litre) bin size would be adequate for the majority of households. Users and collection staff also found the 23 litre bin easier to handle generally. It is therefore proposed that the 23 litre bin be provided as standard for all future users.
- 3.3.33 It is proposed that this extension of service would be introduced during 2012/13 without a net cost impact on the budget. The additional costs of collection are for the provision of food bins and liners. Assuming a roll-out to 6,000 additional properties, food bins, based on offering 23 litre bins, will cost around £27k and will require an injection into the Capital Programme for this amount. The annual

revenue repayment (prudential borrowing) costs are £4k. Food liners will cost approximately £23k. However, based on the yields achieved in Rothwell, it is estimated that around £46k can be saved in disposal costs, rising to £69k in a full year.

- 3.3.34 As referred to above, part of the success of the Rothwell pilot was due to an extensive programme of communication with residents, therefore it will be necessary to invest in education and communication at a cost of approximately £20k.
- 3.3.35 The Council's full, long-term kerbside recycling strategy remains to roll-out food waste collections based on the Rothwell model to all suitable areas of the City. It is estimated that a roll-out of this service to 80% of properties city-wide would enable the capture of approximately 30,000 tonnes per annum, equating to an additional contribution of 8% to the overall household waste recycling rate for Leeds.
- 3.3.36 However, even taking into account the avoided landfill costs, separate collections of food waste on the Rothwell basis still involve a substantial additional cost to the Council over the standard service. Each additional food route would cost in the region of £230k (including the cost of bins and liners). Savings in disposal costs (based on the expanded Rothwell area) would be an estimated £90k per route, resulting in a net operational cost of £140k per new food waste collection route. Extrapolating this cost would mean that around £2.8m per annum would be required for a city-wide roll-out of this service.
- 3.3.37 The speed of roll-out of food waste collections is subject to the availability of resources. However, the combination of the potential to release resources through fortnightly SORT and residual waste collections and the increasing level of Landfill Tax represents a realistic opportunity to deliver this strategy.

#### Future recycling targets

- 3.3.38 Currently, city-wide recycling performance is at 40% for 2011/12 as compared to 34.7% in 2010/11. The Council has already committed to the following service developments for 2012/13.
- completing the Recycling Improvement Plan, providing access to recycling for all residents;
  - providing garden waste collections to remaining suitable properties; and
  - increasing the recycling performance at HWSSs.
- 3.3.39 The implementation timescales for the full kerbside recycling strategy have yet to be determined and remain subject to the outcome of the pilot of fortnightly SORT and residual waste collections, and the level of resources available for food waste collections in the medium-term. However, Table 3 below provides a summary of the potential recycling performance in 2016 (when the Residual Waste Treatment PFI facility is scheduled to commence full operations) based on the contributions to performance of the roll-out of the main recycling opportunities outlined above.

Table 3

| Service development                                | Estimated NI-192 performance contribution (2016) |
|--|--|
| Baseline performance (at Sept 2011)                | 40.0%  |
| HWSS improvement (70% average performance)         | 1.2%   |
| Garden waste roll-out completion                   | 1.4%   |
| Rothwell food waste expansion                      | 0.3%   |
| SORT Changes (Fortnightly and additional material) | 3.1%   |
| Food waste roll-out (50% of suitable properties)   | 4.0%   |
| Sub Total  | 50.0%  |
| Residual Waste Treatment PFI                       | 5.0%   |
| Total  | 55.0%  |

3.3.40 Based on the estimated performance impacts of the above range of opportunities, and assuming the level of service roll-outs indicated, the Council believes that a household waste recycling rate of 55% is achievable by 2016. It is therefore proposed that this be set as a new target.

3.3.41 Taking account of potential for developments in the recycling market and assuming progressive improvements in public participation in recycling, it is proposed that a long-term target to exceed 60% recycling also be approved.

#### Anaerobic digestion of food waste

3.3.42 Anaerobic digestion (AD) involves the composting of organic matter in the absence of air, with the main outputs a digestate that can be used as a soil improver and spread on agricultural land, and biogas that can be used in various ways as a source of energy. As previously mentioned, DEFRA is explicitly promoting food waste collections with AD due to the environmental performance of this option. There is also significant interest from other Government departments and sectors due to this technology's potential contribution to providing clean vehicle fuels and renewable energy.

3.3.43 The food waste collected in Rothwell is currently sent to an in-vessel composting (IVC) facility at South Milford to the south east of Leeds. This process is relatively simple, involving the composting of the material in an enclosed building to produce a product suitable for use on agricultural land, and is relatively cheap in itself compared to a more capital intensive AD facility. However, an increasing level of financial incentives is emerging for energy from AD, and the extent to which this may make AD more competitive than IVC and improves the economics of food waste collections needs to be considered. Opportunities for using the biogas arising from the process include combined heat and power, supply of gas to the grid and production of biofuels for use in vehicles. This latter option has the potential to meet the fuel requirements of the Council's fleet of waste collection vehicles, thus providing a 'closed loop' environmental solution for the City.

3.3.44 Although there is limited existing merchant AD treatment capacity in Leeds (and limited experience within the UK of AD of municipal waste), there is undoubtedly keen interest from the market. Research undertaken by CO2Sense has

demonstrated that there may be in the region of 70,000-80,000 tonnes per annum of food waste in Leeds suitable for treatment (including the estimated 30,000 tonnes of domestic food waste), and the Council is keen to explore whether it could act as a catalyst for bringing forward an AD solution for the City by working in partnership with other sectors.

3.3.45 To this end it is proposed that the Council complete a technical options appraisal during 2012/13, securing external funding where possible, to assess formally the technical, procurement and partnership options that would best enable the delivery of an AD solution for Leeds.

## **4 Corporate Considerations**

4.1 The importance of resident communication and engagement to success of the recycling strategy has been highlighted within this report. The identification of sufficient resources to develop and implement the necessary communications plans is of critical importance, and this has been discussed with the Corporate Communications team.

## **5 Consultation and Engagement**

5.1 The Integrated Waste Strategy for Leeds was subject to extensive public consultation prior to adoption in 2006. The vision and objectives of the strategy remain unchanged, and a detailed action plan from 2009 through to 2012 has been developed and is publicly available.

5.2 It is proposed that a series of locality based consultations are undertaken to confirm the prioritisation of areas to receive fortnightly recycling and residual waste collections and food waste collections. This consultation will also be used to ensure that all residents have the required and appropriate access to recycling and any unresolved issues with collections are addressed prior to implementing further change.

5.3 As part of this staged consultation process, input into the detailed implementation plans and waste policies will be sought from Members, residents and other relevant stakeholders.

## **6 Equality and Diversity Cohesion and Integration**

6.1 An Equality Impact Assessment has been completed on the proposed recycling strategy. Further, more detailed impact assessments will be required for the detailed kerbside collection implementation plans.

## **7 Council Policies and City Priorities**

7.1 Reaffirmation of the Council's Integrated Waste Strategy 2005-2035 and approval of the proposals for the next phase of implementation of the recycling strategy all support wider aspirations for Leeds set out in the new Leeds Vision, City Priority Plans, Directorate Priorities and Cross Council Priorities.

7.2 The five new City Priority Plans developed by the Partnership Boards cover the period 2011 to 2015 with the most relevant in relation to the Waste Strategy being:

- *Safer and Stronger Communities - including city-wide cleanliness*
- *Regeneration - including sustainable growth*
- *Sustainable Economy - including low carbon economy*

7.3 This report also seeks approval of proposed increases to the Council's recycling targets which, if approved, will see Leeds stretch its long-term aspirations for recycling. This further supports the Council's vision that by 2030 Leeds will be locally and internationally recognised as the best city in the UK.

## 8 Resources and Value for Money

8.1 Summary of the financial implications of the proposals

8.1.1 The base budget for waste disposal costs in 2011/12 is £15.5m. As a result of Landfill Tax rising by £8 per tonne, inflation on Waste Disposal contracts, a reassessment of the optimum disposal points and a review of total waste tonnages next year, the Council faces an increase in disposal costs of £1.2m before any proposals to improve recycling further in 2012/13.

8.1.2 The proposals outlined in this report will actually reduce this cost to the Council next year by around £220k and will generate improved recycling performance.

8.1.3 Table 4 below shows the impact on costs of the proposals to be introduced in 2012/13, based on the assumption that the completion of the garden waste collection roll-out and the expansion of the Rothwell area is introduced from July 2012, and the pilot of fortnightly SORT and residual waste collections from October 2012.

Table 4

|                     |  | Collection<br>(£000) | Disposal<br>(£000) | Total<br>(£000) |
|---------------------|--|----------------------|--------------------|-----------------|
| Uplifted Base       | Landfill Tax rising £8/tonne + gate fees | -                    | 1,185              | 1,185           |
| 2012/13 initiatives | Garden waste                             | 100                  | (131)              | (31)            |
|                     | Expansion of Rothwell area               | 46                   | (46)               | 0               |
|                     | Fortnightly collections pilot            | (103)                | (87)               | (190)           |
|                     |  |                      |                    |                 |
|                     | Total net additional costs               | 43                   | 921                | 964             |
|                     |  |                      |                    |                 |
|                     | Variance from uplifted base              | 43                   | (264)              | (221)           |

8.1.4 The draft 2012/13 budget for waste management services assumes the realisation of the savings summarised in Table 4 above.



## **9 Legal Implications, Access to Information and Call In**

- 9.1 There are no direct legal implications arising from this report. Any decisions to implement service changes such as new or revised collection arrangements will be subject to existing decision making and governance arrangements including potential call in as appropriate.

## **10 Risk Management**

- 10.1 The primary risks relating to the proposed strategy are those associated with disruption to refuse and recycling collections as a result of service changes. Detailed identification of risks and mitigations will be undertaken for the individual implementation plans.

## **11 Conclusions**

- 11.1 Based on the above, it is proposed that the Council's strategic vision of 'zero waste' be reaffirmed, together with the principles of sustainability, partnership and flexibility and responsiveness to future changes.
- 11.2 Based on current and potential future performance, it is proposed that the current Waste Strategy target be increased to 55% by 2016, with a long-term target to exceed 60%.
- 11.3 In addition to continued work to close out the few remaining gaps city-wide in basic recycling provision, the main opportunities to enable Leeds to meet these targets are as follows:
- 11.3.1 Completing the roll-out of garden waste collections to remaining suitable properties;
  - 11.3.2 Increasing the recycling performance of Household Waste Sorting Sites city-wide;
  - 11.3.3 Introducing a pilot of fortnightly recycling and residual waste collections during 2012/13;
  - 11.3.4 Rolling out weekly collections of food waste to suitable properties city-wide, with the speed of roll-out in line with resource availability;
  - 11.3.5 Assessing the potential to increase the range of materials collected at the kerbside in the SORT bins where economically viable and environmentally sustainable.
- 11.4 Alongside the city-wide roll-out of food waste collections, there will also be a need to procure a treatment solution for food waste, and it is proposed that technical options appraisal work be completed during 2012/13 to assess the potential for bringing forward an anaerobic digestion solution for Leeds should this represent the best VfM and environmental solution.
- 11.5 The requirement for adequate resources, planning, phasing and communications in order to ensure an effective and seamless implementation of what represents a

programme of radical change to kerbside waste and recycling collections should be noted and emphasised.

## **12 Recommendations**

12.1 Members of the Executive Board are recommended to:

- a) Note the contents of this report and reaffirm the vision and key principles of the Integrated Waste Strategy for Leeds;
- b) Approve the proposed increases to the Council's household waste recycling target to 55% by 2016, with a long-term target to exceed 60%;
- c) Approve the proposed expansion of the Rothwell recycling collection service by up to 6,000 properties in 2012/13, including an injection into the Capital Programme of £27k for the purchase of food waste bins, and give authority to spend this amount;
- d) Approve the proposal to implement a pilot of fortnightly collections of recycling and residual waste during 2012/13;
- e) Reaffirm the aim to roll-out of food waste collections to suitable properties city-wide, with the speed of roll-out in line with resource availability;
- f) Note the need to procure a treatment solution for food waste alongside the city-wide roll-out of food waste collections, and the intention to undertake a technical options appraisal with a view to promoting the delivery of an anaerobic digestion solution for Leeds should this represent the best VfM and environmental option;
- g) Note officers' intention to seek further Member approvals regarding specific collection service roll-out plans.

## **13 Background documents**

- 13.1 Integrated Waste Strategy for Leeds 2005-2035
- 13.2 Recycling strategy – report to Executive Board - September 2007
- 13.3 Rothwell recycling pilot evaluation - report to Scrutiny Board – July 2010

## APPENDIX A

| Local Authority Benchmarking - Performance Summary 2010/11 |                |   |   |  |     |      |                 |
|--|----------------|---|---|--|-----|------|-----------------|
| Authority  | Authority Type | NI191 Residual household waste per household (kg/household) | NI192 Percentage of household waste sent for reuse, recycling or composting | NI193 Percentage of municipal waste sent to landfill | AWC | Food | Kerbside Garden |
| Leeds  | Unitary        | 615.38  | 35%   | 66%  |     |      | Yes             |
| <b>Core City</b>   |                |   |   |  |     |      |                 |
| Newcastle  | Unitary        | 597.86  | 33%   | 60%  | -   | -    | Yes             |
| Manchester City  | Collection     | 631.43  | 26%   | -  | Yes | Yes  | Yes             |
| Sheffield City Council                                     | Unitary        | 623.16  | 29%   | 16%  | -   | -    | Yes             |
| Liverpool City Council                                     | Collection     | 654.22  | 27%   | -  | -   | -    | Yes             |
| Nottingham City Council                                    | Unitary        | 567.28  | 36%   | 14%  | Yes | Yes  | Yes             |
| Birmingham City Council                                    | Unitary        | 682.70  | 31%   | 10%  | -   | -    | Yes             |
| Bristol City Council                                       | Unitary        | 536.24  | 37%   | 58%  | Yes | Yes  | Yes             |
| <b>West Yorkshire</b>                                      |                |   |   |  |     |      |                 |
| Kirklees   | Unitary        | 626.19  | 34%   | 5%   | Yes | -    | -               |
| Wakefield  | Unitary        | 613.21  | 40%   | 64%  | Yes | -    | Yes             |
| Bradford   | Unitary        | 632.79  | 34%   | 67%  | -   | -    | Yes             |
| Calderdale MBC   | Unitary        | 495.89  | 41%   | 54%  | Yes | Yes  | -               |
| <b>South Yorkshire</b>                                     |                |   |   |  |     |      |                 |
| Rotherham  | Unitary        | 569.72  | 42%   | 30%  | Yes | -    | Yes             |
| Doncaster  | Unitary        | 626.76  | 42%   | 54%  | Yes | -    | Yes             |
| Barnsley   | Unitary        | 589.09  | 39%   | 51%  | Yes | -    | Yes             |

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# **Scrutiny Inquiry report Recycling September 2010**



# Conclusions and Recommendations

## Introduction

1. It is clear that more people are becoming increasingly aware of the environmental threat posed by the vast quantities of waste that is produced each year.
2. Whilst recycling has become a part of every day life for many people, it is recognised both locally and nationally that further action is still required to divert waste away from landfill. One of the key aims set out within the Leeds Integrated Waste Strategy 2005-2035 is to achieve a combined recycling and composting rate of greater than 50% by 2020.
3. Recycling continues to be an area of interest for Scrutiny. The former City Services Scrutiny Board conducted an in-depth inquiry into Recycling back in 2004/2005 and more recently the Young People's Scrutiny Forum conducted an inquiry which was focused around 'Protecting our Environment'.
4. Scrutiny has also continued to monitor the Council's progress in implementing the Leeds Integrated Waste Strategy 2005-2035, which sets out its aims to reduce the impact of waste management on the environment and significantly reduce the amount of waste going to landfill.
5. However, in June 2009 the Environment and Neighbourhoods Scrutiny Board received a referral from the Executive Board Member for Environmental Services to conduct a further inquiry into Recycling with a focus on improving the long term recycling infrastructure for Leeds.
6. Whilst acknowledging that over 90% of residents have access to kerbside recycling, it was highlighted that there is still significant scope for improving the recycling infrastructure and making recycling facilities more accessible to everyone.
7. Based around the principle that 'one size does not fit all', the main focus of this particular Scrutiny inquiry was to explore the different options available for collecting recyclables, taking into account the diverse range of communities and housing types that exist in Leeds. Attention was also given to producing high quality material streams to encourage the long term development and sustainability of secondary material industries.

## Scope of the Inquiry

8. The purpose of this inquiry was to make an assessment of and, where appropriate, make recommendations on the following areas:
  - Details of the current range of recycling facilities/methods available across the city (including kerbside collection, drop-off sites and Waste Sorting Sites) and the advantages and limitations of each;
  - Identifying specific areas across the city which do not have access to appropriate and convenient recycling facilities;
  - The challenges presented by different property types, particularly flats, back to back properties, terrace housing and any other property types that have limited access to recycling facilities;



# Conclusions and Recommendations

- Examples of other recycling facilities/methods used outside of Leeds and the potential cost implications for adopting these across the city;
  - Regional and national approaches towards recyclable collection methods, with specific reference to the role of DEFRA and WRAP (The Waste & Resources Action Programme)
  - The relationship between Environment and Neighbourhoods and City Development to ensure that future recycling service proposals are reflected in planning policy and guidance;
  - The role of the Council in ensuring that developers are making adequate provision for recycling within their planning proposals.
9. We welcomed the contribution of a wide range of witnesses during our inquiry. These included a number of external organisations (the Waste & Resources Action Programme (WRAP), the Waste Regional Advisory Group (WRAG), CO2Sense and Leeds Friends of the Earth) whose commitment towards this particular area of work was clearly demonstrated during our inquiry.
10. In particular, we acknowledged the contribution of WRAP in sharing its knowledge and expertise. WRAP is supported by funding from DEFRA, the Department of Trade and Industry and the devolved administrations of Scotland, Wales and Northern Ireland. Its role in relation to the design of recycling systems is to help practitioners by gathering and sharing knowledge and understanding about the relevant operational principles.
11. At the time of our inquiry, we acknowledged that a Recycling Improvement Plan was in the process of being developed by Environmental Services to provide an approach to expanding the provision of recycling collections to deliver equality of access to recycling for all residents. This Plan is to be incorporated into the governance of the Waste Solution Programme.
12. Based on a set of guiding principles, this Plan aims to:
- Give all residents access to kerbside recycling,
  - Improve the flexibility of the current service and provide a recycling solution of which kerbside SORT wheeled bin is just one possible approach,
  - Maximise performance, delivering best value solutions within available funding, and
  - Ensure compliance with the Household Waste Recycling Act.
13. In welcoming the Recycling Improvement Plan, we hope that the findings and recommendations arising from our own inquiry will complement and help inform the proposed plan of improvements set out within the Plan to help achieve its objectives.
14. During our inquiry, we also acknowledged that the Leeds Integrated Waste Strategy Action Plan was in the process of being updated. We therefore considered and provided comment on the draft Action Plan at our meeting in March 2010.



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## Delivering equality of access to recycling for all residents

15. The Household Waste Recycling Act 2003 states that “where English Waste Collection Authorities have a general duty to collect household waste from premises they shall ensure, except in some circumstances, that by the end of 2010 they collect at least two types of recyclable wastes separate from the remainder of the waste”. These categories being: paper/card, glass, metal, plastics and composting. The exceptions to collect from premises include: where cost of provision is excessive and where alternative comparable services are to be provided.
16. To comply with the Act, Environmental Services currently provides kerbside garden waste collections and a single stream co-mingled kerbside collection of four dry recyclable materials – paper, cardboard, some plastics and cans (the SORT scheme). A single stream co-mingled system involves the collection of materials in a single compartment vehicle with the sorting of these materials occurring at a Materials Recovery Facility (MRF).
17. By the end of 2008/09, we noted that 93.4% of the households in Leeds had access to the SORT scheme, leaving a service gap of around 22,000 properties.
18. It was highlighted that most properties that have access to the SORT scheme have their dry recyclables collected every four weeks using wheeled bins (collections are made fortnightly in some pilot areas).
19. However, the Council also offers a door step green bag dry recycling scheme in areas where wheeled bins cannot be accommodated either due to a lack of bin storage space or restricted vehicle access (this is delivered to approximately 6,300 properties). This scheme also mirrors the monthly frequency of the wheeled bin service.
20. A fortnightly wheeled bin collection of garden waste has also now been introduced in approximately 182,000 properties, equating to 55% of the City, although collections are four weekly between December and February. It is estimated that there are 33,000 more properties that would be suitable for a kerbside garden waste collection service, which could add an estimated 1.9% to the domestic recycling and composting target in a full year. However, it was acknowledged that the cost of extending garden waste roll out would require additional funding to be allocated.
21. In areas where there is no kerbside SORT recycling route, other initiatives have been used by Environmental Services. These include a weekly high rise collection scheme and also communal collections which uses the Defra collection round to service Community Recycling Sites (this provides a recycling service to approximately 26,000 properties at 273 sites).
22. In addition, there are also a number of Household Waste Sorting Sites and Bring Sites located across the City which offer an additional range of recycling facilities.





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23. However, despite already having in place such a wide range of recycling facilities, we acknowledge that there are still gaps in current service provision and varying success rates in terms of the quantity and quality of recyclable materials collected.

24. As part of our inquiry, we set out to explore where improvements can be made in terms of access to the collection of recyclable waste and also addressing areas where the current recycling service is not delivering the required performance/ benefit. In doing so, this required an understanding of the areas involved and the challenges presented in terms of housing type and resident engagement. To ensure the best uptake in recycling, it was clear that one uniform approach cannot be applied city wide.

25. WRAP also reinforces the view that there is no simple answer, and certainly no one-size-fits-all solution. Local authorities have to make choices that are right for their local circumstances. In doing so, it was noted that provision for recycling needs to be considered alongside requirements for refuse, garden and increasingly food waste and taking into account of factors such as the physical characteristics of collection areas and property types.

## Addressing the challenges presented by different property types

26. Leeds has a unique collection of properties and situations that present a

challenge in the delivery of recycling services. By focusing on each of the different property types, we discussed possible opportunities to help overcome such challenges. In summary, our findings were as follows:

### High rise dwellings

27. Leeds has c70,000 high rise flats, ranging from many that were built 20-30 years ago to the recently constructed “executive city living” city centre developments. Blocks are either privately owned flats, run by managing agents or owned by Leeds City Council.

28. It was reported that the infrastructure for waste storage and collection is often unsuitable for the collection service provided, even in new-build premises. We noted that the bin stores are usually too small for the volume of waste and number of recycling/residual waste bins required therefore two or more collections per week may be needed.

29. We learned that bin stores may also be located away from vehicle access points requiring the bins to be wheeled a long way, which presents problems with manual handling of heavy bins over uneven ground/absence of dropped kerbs. It was also noted that if there is a waste chute for residual waste then there is little incentive for residents to carry their recycling downstairs to a collection point. Most city centre bin store locations also require one or more keys/codes /swipe cards to gain access which can take time to organise.

30. It was reported that the DEFRA high-rise route has adapted to many of the problems listed above and provides 26,000 properties with communal bins



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for recycling. These are provided for the collection of mixed recyclables similar to the kerbside SORT collections (including cardboard, mixed paper, cans, plastic bottles) and in a separate container, mixed glass. The location of the communal facilities is determined by the layout of the building and requires the landlord's permission.

31. It was highlighted that the landlord or managing agent is also required to purchase the communal bins. However, we learned that many landlords are opposed to the installation of these communal sites due to the cost of purchasing the bins or potential loss of income-generating parking spaces.
32. In acknowledging that efforts continue to be made by the Council in working with such landlords to find an appropriate solution for the provision of recycling, we learned that similar challenges continue to arise in newly constructed "executive city living" city centre developments. We therefore recognised the need to explore how the Council can encourage future developers to make adequate provision for recycling within their planning proposals. This issue is considered in more detail in paragraphs 76 to 87 within our report.

## Hard-to-access properties, including back-to-back terraced houses and high-density housing developments

33. It was reported that there are 50,000 properties across the city that are classed as being 'hard to access' in terms of providing a wheeled bin SORT collection service. This includes hilly areas where slopes prevent the use of wheeled bins and particular property types such as back-to-back terraced

houses and high density housing developments.

34. We learned that there are 19,500 back-to-back terraced houses in the Leeds district which tend to be in inner city areas, for example, Hyde Park, Armley, Harehills, Chapeltown, Chapel Allerton. Such properties do not have any yard area/or garden where wheeled bins for either residual or SORT collections can be stored. This leads to the presence of large numbers of residual and SORT bins in the street where residents attempt to store them as close to their property as they are able.
35. Although some back-to-back terraces have "bin yards"; small yards that are in shared ownership and used by a number of properties, it was highlighted that some may be locked by the adjacent property for their sole use leaving other residents with nowhere to store their waste. It was also noted that whilst these bin yards provide an area where wheeled bins for both residual and SORT collections can be stored, they are prone to fly-tipping, dumping of large furniture items, and arson attacks. Whilst some bin yards in the Hyde Park area (and other areas) have been landscaped by Groundwork, through the use of mosaics, raised garden beds and decorative iron railings, these often leave minimal space for the bins and vandalism and fly-tipping continues to be a problem.
36. We also noted that there are a number of housing developments built in the 1980s-90s e.g. Holt Park, Cottingley, Little London, Beckhills, where there is a high density of dwellings comprising of houses, two-storey flats and maisonettes built in cul-de-sacs. These



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properties may have yards or lockable outside storage for waste, but due to the layout of the estate, it was highlighted that access to these storage areas involves several flights of steps prohibiting the use of wheeled bins. As the design of the estates includes open communal green spaces and limited vehicular access, parking and garages, this makes it difficult for collection crews to access properties. It was also highlighted that there are limited opportunities for introducing new communal recycling areas due to a lack of space.

37. In view of the access problems facing these particular property types, we discussed the potential benefits of the green bag SORT collection scheme and communal collection scheme in addressing these problems. We noted that such schemes have already been adopted in some areas which do include these property types. Whilst acknowledging that these may not always fit the needs of other areas with similar property types, we would advise that these are considered in the first instance as potential solutions.

**Recommendation 1**  
**In recognising the benefits of the green bag SORT collection scheme and communal collection scheme in addressing the challenges presented by hard-to-access properties, we recommend that these schemes are given priority consideration for those areas across the city with similar property types that do not have access to a kerbside SORT collection service.**

## Student houses of multiple-occupancy

38. We acknowledged that the large transient population of students resident in Leeds is mainly concentrated into the areas of Headingley, Hyde Park and Woodhouse.
39. We also noted that former family homes have been divided into flats, bedsits and shared houses where several independent residents occupy the same building. This has led to entrances to flats being at both the front and back of properties, leading to waste storage and collections being required from both sides of a property and wheeled bins being stored in front gardens and rear alleys.
40. We learned that whilst shared houses are provided with a residual waste and SORT wheeled bin, houses divided into flats and bedsits have multiple wheeled bins for both residual waste and SORT as they are provided for each flat. These tend to be stored in the garden or on the street in lines. It was also reported that there are high levels of contamination of the SORT recyclables collected in this area. We learned that the development of communal recycling areas is being investigated in the area but due to the narrow roads with high demand for car parking, there are limited opportunities for new bring sites.
41. We therefore questioned whether more needed to be done in terms of targeting students and raising their awareness of the recycling facilities currently available within Leeds to help reduce levels of contamination of the SORT recyclables collected. In view of this, we invited representatives from the local Student Unions and Unipol to contribute to our



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inquiry to discuss how students and landlords could be engaged further to improve recycling. This is addressed in more detail in paragraphs 92 and 94 of our report.

42. In discussing the challenges presented by different property types, particular emphasis was again placed upon the principle of finding a solution that best meets the needs of a particular area and to engage local communities in finding this solution.

## Engaging local communities in identifying recycling solutions

43. WRAP highlighted that engaging the public in their local recycling scheme has been shown to be essential to the success of a scheme. Whichever scheme is chosen, it is important that it is designed to fit the needs of the local population and the houses they live in. The type and sizes of containers can be central to this.
44. During our inquiry, the Head of Waste Management highlighted that the future intention is to consult with Ward Councillors to find out whether their local intelligence around particular areas could help to address the gaps in service identified across the city. It was also highlighted that following this process, a number of options would be presented to local residents for them to reach a consensus as to which recycling service would best meet their needs.
45. In welcoming this approach, we would recommend that Area Committees are

regularly kept informed of progress with such consultations in relation to their particular areas.

**Recommendation 2**  
**That the Director of Environment and Neighbourhoods ensures that, where consultations are being conducted with Ward Members and local residents around appropriate recycling service options, that the relevant Area Committees are regularly kept informed of progress.**

## Maximising the use of existing Household Waste Sorting Sites and Bring Sites

46. Leeds currently has the largest local authority network of what is termed 'Bring Sites' in the UK with over 440 sites. Small sites may for example have one bank for mixed glass with larger supermarket based sites having facilities for numerous recycling materials.
47. Bring Sites contributed 2.7% points to the overall recycling rate in 2008/09. Significantly we acknowledged that these sites provide a network for the collection of glass which is not currently accepted through the Council's existing kerbside recycling scheme.
48. Whilst there are no current proposals to make separate collections of glass from the kerbside, we learned that Environmental Services are undertaking an options appraisal around the collection and recycling of glass across



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the city, with particular attention given to those areas where the proportion of glass is greater than the average. In welcoming this, we would like the findings of this options appraisal to be reported back to Scrutiny for consideration as soon as possible.

**Recommendation 3**  
**That the Director of Environment and Neighbourhoods ensures that the findings of the options appraisal around the collection and recycling of glass across the city is reported back to Scrutiny for consideration as soon as possible.**

49. Information obtained from the Leeds 2008 Compositional Analysis Survey, indicates that the average proportion of glass in the residual waste from residents is as high as 7%. The existing bring banks captured over 8000 tonnes of glass in 2008/09 but there is obviously a significant proportion still being placed in black residual bins by residents.

50. We acknowledge that bring sites are often situated on private land and therefore finding new sites can be challenging, involving lengthy discussions and agreement with the landowner, liaison with local residents and Area Management Teams and Ward Councillors.

51. We learned that work to expand the network further is being developed through the Recycling Improvement Plan. As part of this work, we would recommend that particular attention is given to those areas where the proportion of glass is greater than the

average, thereby having the potential to overwhelm a bring infrastructure (this was a particular issue raised by the Student Unions during our inquiry).

52. Where there is the potential to situate bring sites within residential areas, we also recognise the need for Environmental Services to ensure that potential noise nuisance resulting from glass recycling containers is minimised as much as possible.

**Recommendation 4**  
**That the Director of Environment and Neighbourhoods ensures that, as part of the Recycling Improvement Plan, future plans to expand the bring site network further in Leeds take into account the following factors:**

- **those areas where the proportion of glass is greater than the average, thereby having the potential to overwhelm a bring infrastructure;**
- **that potential noise nuisance resulting from glass recycling containers is minimised as much as possible where sites are proposed within residential areas.**

53. During our inquiry, particular attention was also given the Household Waste Sorting Sites in Leeds.

54. We learned that Leeds City Council currently operates with ten Household Waste Sort Sites (HWSS) and one smaller “zero waste” site for the receipt of a limited number of recyclable items.



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55. Located on sites with long standing waste disposal use, seven sites have been significantly redeveloped. We noted that the East Leeds HWSS is to be developed during 2010, and the Gamblethorpe HWSS is programmed to close upon the expiry of a temporary planning extension.
56. The HWSS infrastructure provides a significant contribution, (13.8% points) to the overall recycling rate of the city, (30.4%, 2008/09). However, whilst acknowledging that the current sites provide a broad spatial infrastructure and the accessibility for Leeds residents to recycle, it was acknowledged that generally they are neither working to capacity or consistently maximising recycling performance and diversion of waste from landfill.
57. In view of this, we learned that Environmental Services were planning to conduct a separate strategic review of the city's Household Waste Sorting Sites and Bring Sites.
58. We noted that Leeds' cost per tonne for HWSS operations (£46 per tonne) compare favourably with other local authorities operating similar sites operated both by in-house and outsourced arrangements. Well utilised sites, for example Meanwood Road, Holmewell Road and Pudsey, have the lowest costs per tonne, on average £29 per tonne. Sites such as Thorp Arch which has an excellent recycling rate, but not the level of throughput which urban sites have, in comparison costs £54 per tonne. This again demonstrates the need to ensure site capacity is maximised.
59. We noted that East Leeds HWSS is currently programmed for redevelopment. Demolition of the former transfer station, which jointly occupied the site, has already been completed. It was highlighted that a planning application has been submitted and, subject to consent, it is expected that the site will close late October 2010 and reopen at the latest August 2011.
60. It was also highlighted that Gamblethorpe HWSS has been the subject of three temporary extensions on the basis of special circumstances and is currently programmed to close on the expiry of the current temporary planning extension.
61. The initial findings of the strategic review conducted by Environmental Services was reported to the Executive Board in June 2010, with a number of proposals put forward and agreed by the Executive Board. In particular, we noted the following actions to be taken:
- That Calverley Bridge zero waste site is to be closed permanently. In doing so, efforts will be made through the Recycling Improvement Plan to ensure that residents have access to kerbside recycling prior to its closure.
  - That closure of Gamblethorpe is delayed until the East Leeds site has been fully refurbished, in order to ensure that the residents in the East and South East of the city are not disadvantaged. The redeveloped East Leeds site has significant space capacity and lies within a twenty minute drive time of the majority of people who currently use Gamblethorpe.



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- In order to provide further alternatives for residents in the South East of the city, the Council will work in the intervening period to secure free access to sites in neighbouring North Yorkshire and Wakefield.

62. In comparison to other local authorities Leeds currently has a large number of HWSS. It was therefore considered that, even following the closure of Calverley Bridge and Gamblethorpe, the nine remaining sites would give provision, currently, for 84K customers per site. It was also reported that by taking account of population growth up to 2026, these existing sites would give provision for 104,000 customers per site.

63. However, it was acknowledged that in order to continue to maximise performance and deliver a consistently high performance across all sites, the operational practices of these sites still need to be reviewed further. This was endorsed by the Executive Board and in welcoming this review, we would also like the findings to be reported back to Scrutiny for consideration.

**Recommendation 5**  
**That the Director of Environment and Neighbourhoods ensures that the findings arising from the future planned review into the operational practices of Household Waste Sorting Sites and Bring Sites be reported back to Scrutiny for consideration.**

## Opportunities for extending the range of recyclable materials and collection methods

64. The Council's current recycling rate is around 34%, with the aim of reaching a target of 50% by 2020. In view of this, we questioned whether there would be a capping point as a result of it not being viable economically to separate materials from the residual waste collections for recycling any further. In view of the existing market streams, it was highlighted that the capping point for recyclable collections would be between 50-60%.

65. Whilst acknowledging that the Council already collects a wide range of reusable and recyclable materials, we discussed the potential benefits and opportunities available to extend this range further.

66. During our inquiry, it was highlighted that food waste takes up a large proportion of the residual waste collected. In view of this, we acknowledged that a kitchen waste pilot scheme in Rothwell involving 8,000 properties had commenced in February 2010. This scheme aims to evaluate, over a six month period, a collection service redesign that allows for the collection of SORT fortnightly collections combined with a weekly collection of kitchen waste. In welcoming this pilot scheme, we recommend that the findings of this evaluation be reported back to the Scrutiny Board for further consideration.



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## **Recommendation 6**

**That the Director of Environment and Neighbourhoods ensures that the findings from the kitchen waste pilot scheme in Rothwell be reported back to the Scrutiny Board for consideration.**

67. Apart from food waste, we learned that textiles also make up a large proportion of the residual waste collected. In view of this, we discussed the opportunities available for separating out textiles to help improve recycling rates.
68. It was highlighted that many charities, and other businesses, already provide a collection service within residential areas for reusable textiles which would need to be taken into consideration. However, we believe there would be merit in the Council exploring opportunities to work more closely with charities to coordinate services for the collection of textiles in a better way.
69. We also recommend that when the contract for the Materials Recycling Facility (MRF) expires and is thereby subject to a competitive tendering process, that potential bidders be asked to give an indication of costs for adding textiles to the contract to enable the Council to evaluate the cost benefits of this approach before making any decisions.

## **Recommendation 7**

**That the Director of Environment and Neighbourhoods explores opportunities available to work more closely with charities to coordinate services for the collection of textiles in a better way.**

## **Recommendation 8**

**That when the contract for the Materials Recycling Facility (MRF) expires and is thereby subject to a competitive tendering process, that potential bidders be asked to give an indication of costs for adding textiles to the contract to enable the Council to evaluate the cost benefits of this approach.**

70. During our inquiry, we identified plastics as a material which causes much confusion for the public in terms of the different types used and which ones can be recycled. We learned that the following plastics are not recycled at the local Household Waste Sorting Sites; Plastic types 3 (PVC); 5 (polypropylene PP); 6 (polystyrene PS) and 7 (others).
71. It was noted that these include the plastic types used for yogurt pots, food trays and margarine tubs. Whilst these waste streams can be recycled, subject to value for money justification, it was highlighted that this is likely to need further investment at the Household Waste Sorting Sites. As an example, it was highlighted that recycling of polystyrene may require the waste stream to be bulked up and then baled to produce sufficient weight to gain income from sale for recycling.
72. Particular reference was made to the collection of Tetrapaks at particular Household Waste Sorting Sites and we questioned whether this material could be included in the new MRF contract. Whilst acknowledging that this would be possible, it was highlighted that the quality of materials collected via the co-mingled method would not be of the





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same standard as that collected at source. This would therefore need to be taken into account in terms of market demands.

73. We acknowledged that the range of plastics recycled is largely dictated by market forces and until there is a demand for these materials it is not cost effective to separate them from the residual waste. In view of this, we recognise the need for a national approach towards the use of plastic packaging with a view to restricting the range of plastics used. We therefore recommend that the Director of Environment and Neighbourhoods and the Executive Member for Environmental Services lead on lobbying the Environments Secretary of State for this to be developed.

**Recommendation 9**  
**That the Director of Environment and Neighbourhoods and Executive Member for Environmental Services lead on lobbying the Environments Secretary of State to develop a national approach for the use of plastic packaging with a view to restricting the range of plastics used.**

74. In consideration of the materials currently collected at the Household Waste Sorting Sites, particular reference was made to the collection of small electrical goods and also batteries. We recognised that in addition to the HWSS service, local supermarkets could prove to be valuable collection points as customers should be encouraged to exchange their damaged electrical goods and batteries when purchasing new goods. It was noted that a similar

approach could also be adopted for low energy bulbs. We therefore believe that such innovative partnership working needs to be explored further by the Council.

**Recommendation 10**  
**That the Director of Environment and Neighbourhoods encourages innovative partnership working arrangements with local supermarkets to help provide additional collection points for a range of recyclable materials.**

75. During our inquiry, we considered different types of recycling methods adopted outside of Leeds and explored the potential benefits of adopting them locally. In doing so, particular reference was made to the Envac system, which is a pneumatic waste collection system. Separate recyclable wastes are put into different containers which are connected to a pneumatic collection system. The waste materials are sucked through an underground pipeline system to a central collection point up to 2km away. The waste is compacted prior to transfer to a container that is then loaded onto a vehicle for removal.

76. It was noted that this system has been installed in the Wembley City residential complex next to the new Wembley Stadium where it is used to collect household waste, although similar systems can be used to collect waste from street collection bins. In acknowledging the benefits of this system in terms of low carbon emissions due to the lack of collection vehicles and being able to address capacity issues within densely populated areas, we



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believe that there would be merits in exploring this method further for Leeds.

**Recommendation 11**  
**That the Director of Environment and Neighbourhoods explores the potential benefits of adopting pneumatic waste collection systems, such as the Envac system currently installed in the new Wembley City residential complex, and also other individual subterranean systems within Leeds in consultation with and input and advice from the Director of City Development.**

## Recycling provision within planning developments

77. As part of our inquiry, we were keen to discuss the relationship between Environment and Neighbourhoods and City Development in ensuring that future recycling service proposals are reflected in planning policy and guidance. We also discussed the role of the Council in ensuring that developers are making adequate provision for recycling within their planning proposals.
78. In terms of written material, we noted that the main document that will be used to guide developers to ensuring that they make sufficient provision for recycling within their developments will be the (currently draft) Sustainable Design & Construction SPD which replaces the Sustainable Development Design Guide (Leeds City Council 1998). We learned that this document is still in its consultation phase and will not be adopted until 2010/11.
79. The structure and content of the SPD is based on the categories and environmental issues covered by the Code for Sustainable Homes and includes guidance to developers on Energy & CO2 emissions, Surface water run-off, Health & wellbeing, Water, Waste Management, Materials, Pollution and Ecology.
80. In the Code for Sustainable Homes, credits are assigned to each of these nine categories with minimum standards applying in some categories. The rating a home receives depends on how it measures up in each category. The policy in the SPD will encourage major developments to reach Code Level 3 in 2010, level 4 in 2013 and level 6 in 2016.
81. We noted that provision of adequate storage for recyclable and non-recyclable waste is one of the minimum requirements within the Code.
82. By following the guidance in the SPD, developers are encouraged to consider waste management issues at an early stage in the design of a development. The adoption of the SPD will mean that sustainable design and construction are material considerations to be given weight in considering development proposals. However, we noted that the measures recommended in the guidance do not guarantee compliance with the Code for Sustainable Homes (nor with BREEAM – the non residential equivalent), but are a menu of good practice options that can be considered and used to drive up the sustainability performance of new development.
83. We learned that the final version of the SPD will be consulted on both internally



# Conclusions and Recommendations

and externally and will be fully illustrated, incorporating local examples and case studies of good practice to inspire future developments. In view of this, we recommend that the City Development Scrutiny Board be involved in this consultation process and undertake to ensure that appropriate weight is given to the role of waste management as part of the SPD.

**Recommendation 12**  
**That the City Development Scrutiny Board be involved in the consultation process to consider the draft Sustainable Design & Construction Supplementary Planning Document and undertakes to ensure that appropriate weight is given to the role of waste management as part of the SPD.**

84. During our inquiry, we were pleased to note that the Head of Waste Management has now been invited to attend the Regeneration officer meetings regularly to put forward issues around waste management. However, we would particularly emphasise the importance of ensuring that representatives from waste management have an input into future major planning developments, with the new Leeds Arena being cited as a particular example, to ensure that appropriate consideration is given to waste management as part of the proposed infrastructure.

**Recommendation 13**  
**That the Directors of Environment and Neighbourhoods and City Development ensure that representatives from waste management have an active input into future major planning developments to ensure that appropriate consideration is given to waste management as part of the proposed infrastructure.**

85. During our inquiry, we learned that regionally, Yorkshire and Humber has a well-supported Regional Technical Advisory Body whose membership includes all of the region's Local Planning Authorities, plus the Environment Agency, Government Office and Yorkshire Forward.
86. It was highlighted that one of the key roles of the Regional Technical Advisory Body (RTAB) is to provide advice to regional planning bodies on the implications of waste management for the development and implementation of the Regional Spatial Strategy
87. However, in June 2010 we acknowledged the Government's plans to abolish Regional Spatial Strategies and to give responsibility for strategic planning directly to local authorities. In doing so, particular emphasis was made on local authorities themselves deciding on how best to work together on planning issues that cross administrative boundaries. In view of this, we would like the Director of Environment and Neighbourhoods to report back to the Scrutiny Board on the implications of the Government's plans to abolish Regional Spatial Strategies in relation to waste management.



# Conclusions and Recommendations

**Recommendation 14**  
That the Directors of Environment and Neighbourhoods and City Development report back to the Scrutiny Board within the next 3 months on the implications of the Government's plans to abolish Regional Spatial Strategies in relation to waste management.

88. In acknowledging that the Yorkshire and Humber Waste Regional Advisory Group (WRAG) and RTAB also have members in common to share information and run joint projects, such as Defra-funded piece of work to improve capacity of local authority planners to understand waste issues, we recognise the benefits of ensuring that the Council continues to link into such work in the future.

**Recommendation 15**  
That the Directors of Environment and Neighbourhoods and City Development ensure that Environmental Services and Planning officers continue to link into the work of the Yorkshire and Humber Waste Regional Advisory Group and Regional Technical Advisory Group or their successor bodies.

## Effective targeting of education campaigns around recycling

89. Whilst acknowledging that in 2008/09, 93.4% of the households in Leeds had access to the SORT scheme, we learned that there are approximately 6,100 properties identified where the SORT recycling scheme is currently not

working well, evidenced by high contamination and low participation.

90. In view of this, we are pleased to note that the Recycling Improvement Plan recognises that targeted awareness raising and monitoring will be required across these 6,100 properties to understand and then address the high contamination and low participation currently seen.

91. However, during our inquiry we also questioned whether there would be merits in developing an incentive scheme as a way to engage more people to recycle, such as a points system which could be redeemable within local supermarkets and other retailers. Whilst it was noted that such a scheme would need to be on an individual and temporary basis, it was felt that this approach could be piloted in order to evaluate its impact.

**Recommendation 16**  
That the Director of Environment and Neighbourhoods explores the feasibility and potential benefits of developing and piloting an incentive scheme as a way of engaging more people to recycle.

92. During our inquiry particular attention was given to the need to effectively target students to help raise their awareness of the recycling facilities currently available within Leeds and help reduce levels of contamination of the SORT recyclables collected within areas where there is a large student population. We therefore sought the advice of Student Union representatives at the local universities, as well as Unipol in terms of working with landlords



# Conclusions and Recommendations

In summary, the key messages arising from our discussions were as follows:

- That some students felt that the provision of SORT wheeled bins allocated to properties of multiple-occupancy was insufficient.
- That some students would prefer to use green bags or containers rather than wheeled bins due to storage problems.
- That glass was considered the main material that students would like to see collected more effectively.
- There was a need to improve communication methods used by the Council to target students about recycling facilities and collection dates (it was noted that flyers were often ineffective, particularly during freshers week, and that students would often respond better to messages delivered via the Student Union than from a corporate body such as the Council).
- That students living within Halls of Residence are required to adhere to the University's recycling scheme and therefore become conditioned to this method of recycling. However, compared to the Council's recycling system, the Universities offer a wider range of recyclable materials, more frequent collections and require pre-sorting of materials into separate containers. Students are therefore often confused by the Council's recycling system once they move into private sector housing, which can lead to them becoming disengaged.
- That landlords within the private sector also need to understand their own responsibilities better and be encouraged to promote recycling amongst their tenants.
- That there would be benefits in ensuring that the landlord accreditation schemes adopted by the Council and Unipol share similar standards in terms of waste management responsibilities placed upon landlords.

93. In acknowledging the role of the Student Unions in providing a valuable insight into the views shared by students across the city, we were pleased to learn that the Council is working more closely with the Student Unions to help target this particular population group more effectively. As part of such work, we would hope to see the Council working to address the above issues raised during our own inquiry by the Student Unions and Unipol.

## **Recommendation 17**

**That the Director of Environment and Neighbourhoods (i)ensures that the issues raised with the Scrutiny Board by Student Unions and Unipol are addressed as part of the wider piece of work being undertaken jointly between Environmental Services and the Student Unions in providing appropriate recycling provision for students (ii) write to the Minister for Housing and Local Government seeking the necessary power to allow local authorities the discretion to tackle the problem of recycling in respect of Houses in Multiple Occupation by adopting their own local solutions, in consultation with local landlords**



# Conclusions and Recommendations

94. We also learned that the Council had commissioned an independent market research company to conduct qualitative research, such as structured interviews, involving students from the universities, streetscene staff and other permanent residents living within these particular areas. We would therefore like the findings from this research to be reported back to Scrutiny for consideration.

**Recommendation 18**  
That the findings from the independent market research project into the recycling patterns of residents living within areas of the city with a high student occupancy, be brought back to Scrutiny as soon as possible for consideration.

## Providing support to businesses

95. We learned from WRAG that one particular element of its work is around business waste and providing businesses with better information on a range of resource efficiency measures, including recycling. We were pleased to note that Leeds City Council is already supporting this work by sharing its handbook on business waste with other local authorities as part of the programme. However, we recognised the need to disseminate this handbook more widely amongst local businesses across the city. One particular suggestion put forward was to publish a link to an electronic version of the handbook as part of the distribution process for business rates notifications.

**Recommendation 19**  
That the Director of Environment and Neighbourhoods ensures that the Council's handbook on business waste is disseminated widely amongst local businesses across the city.

## Sharing best practice with other local authorities

96. During our inquiry, it was highlighted that WRAG were keen to gain a better understanding of existing and future waste management infrastructures and how we might try to comprehend our capacity for waste management better across the region in the short, medium and long-term. To that end, the Government Office for Yorkshire and Humber and the Environment Agency had put together a short questionnaire. We noted that the results of the infrastructure and capacity survey will be analysed by the Environment Agency, with a view to creating a GIS map of facilities in our region. We were pleased to note that the results will be made available to local authorities and partners to use.

## Integrated Waste Strategy (2005 – 2035)

97. The Integrated Waste Strategy for Leeds, adopted in 2006, sets out the Council's strategic vision and key objectives for the management of



# Conclusions and Recommendations

waste over the next thirty years. An action plan sits within the Strategy and details the specific activities that will be undertaken and reviewed annually to measure progress.

98. During our inquiry, we learned that the action plan was being revised to take the Strategy through the period from 2009 to 2012. We therefore took the opportunity to consider the draft action plan in March 2010.
99. In consideration of this, we welcomed the proposed actions set out within the action plan, acknowledging that many of these aimed to address some of the issues that have been raised throughout our inquiry.
100. We noted that it is envisaged that the Integrated Waste Strategy itself will be reviewed with full stakeholder consultation in 2012. In view of this, we recommend that Scrutiny be recognised as a key stakeholder during this consultation process.

**Recommendation 20**  
**That the Director of Environment and Neighbourhoods ensures that Scrutiny is recognised as a key stakeholder as part of the consultation process when reviewing the Leeds Integrated Waste Strategy.**



## 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

- Briefing paper from the Head of Waste Management on the challenges presented by different property types (October 2009);
- Briefing paper from the Head of Waste Management on the existing collection and disposal methods (October 2009);
- 5 maps (for each wedge of the city) highlighting those areas without kerbside collection of dry recyclables (SORT). October 2009.
- Report of the Director of Environment and Neighbourhoods on Existing Collection and Disposal Methods. 9<sup>th</sup> November 2009
- Briefing paper from the Head of Waste Management on the range of recyclable materials collected in Leeds. December 2009.
- Choosing the right recycling collection system. WRAP. June 2009;
- Good Practice Guide to Bring Recycling. Eco Alternatives Limited. February 2006;
- Improving waste diversion from civic amenity sites. M.E.L Research / Defra. 2004/05
- Report from the Director of City Development on recycling (this included an extract from the (currently draft) Sustainable Design & Construction Supplementary Planning Document). 8<sup>th</sup> February 2010.
- Briefing paper from WRAG on Waste Planning, Recycling and Regional Structures
- A copy of a national guidance document 'Towards Zero Waste: Reuse Guide for Halls of Residence' was circulated as background information.





### **Reports and Publications Submitted.....continued**

- Report of the Director of Environment and Neighbourhoods to the Executive Board on the Recycling Improvement Plan. December 2009.
- Report of the Director of Environment and Neighbourhoods to the Executive Board on the Strategic Review of Household Waste Sorting Sites and Bring Sites. June 2010.

### **Witnesses Heard**

- Susan Upton, Head of Waste Management
- Neil Evans, Director of Environment and Neighbourhoods
- Councillor James Monaghan, Executive Member for Environmental Services
- Andrew Mason, Chief Environmental Services Officer
- Tom Smith, Head of Performance Management, Environmental Services
- Rachel Gray, The Waste & Resources Action Programme (WRAP)
- Andy Hartley, CO2Sense
- Samantha Veitch, Leeds Friends of the Earth
- David Feeney, Head of Forward Planning & Implementation
- Martin Sellens, Head of Planning Services
- Tim Godson, Team Leader - Climate Change, Government Office for Yorkshire & The Humber and representing WRAG
- Liam Challenger, Associate President Community Wellbeing, Leeds Metropolitan University Student Union and Trustee at UNIPOL
- Hannah Greenslade, Community Officer, Leeds University Student Union
- Amanda Jackson, Leeds University

### **Dates of Scrutiny**

14<sup>th</sup> September 2009 – Scrutiny Board Meeting (agreed terms of reference)  
19<sup>th</sup> October 2009 – Working Group Meeting  
9<sup>th</sup> November 2009 – Scrutiny Board Meeting  
1st December 2009 – Working Group Meeting  
11<sup>th</sup> January 2010 – Scrutiny Board Meeting  
8<sup>th</sup> February 2010 – Scrutiny Board Meeting  
11<sup>th</sup> February 2010 – Working Group Meeting  
8<sup>th</sup> March 2010 – Scrutiny Board Meeting

**Scrutiny Board (Environment and Neighbourhoods)  
Inquiry into Recycling  
September 2010  
Report author: Angela Brogden**



[www.scrutiny.unit@leeds.gov.uk](mailto:www.scrutiny.unit@leeds.gov.uk)

## Scrutiny Inquiry into Recycling 2010 – Recommendation Tracking

### Categories

- 1 - Stop monitoring
- 2 - Achieved
- 3 - Not achieved (Obstacle)
- 4 - Not achieved (Progress made acceptable. Continue monitoring)
- 5 - Not achieved (Progress made not acceptable. Continue monitoring)
- 6 - Not for review this session

| Recommendation for monitoring   | Evidence of progress and contextual information  | Status<br>(categories<br>1 – 6)<br>(to be<br>completed<br>by Scrutiny)           | Complete |
|---|--|--|----------|
| <b>Recommendation 1</b><br><b>In recognising the benefits of the green bag SORT collection scheme and communal collection scheme in addressing the challenges presented by hard-to-access properties, we recommend that these schemes are given priority consideration for those areas across the city with similar property types that do not have access to a kerbside SORT collection service.</b> | <p><b>Reported position in April 2011:</b></p> <p>The Recycling Improvement Plan (RIP) has been closely linked to the recent route redesign process implemented through the Streetscene Change Programme.</p> <p>Properties which previously received black bag collections were automatically routed to a SORT round. This meant that any residents who previously didn't receive a green bag collection were able to access the service. A schedule of green bag distribution has been undertaken alongside the city-wide green SORT bin roll-out programme which commenced in November 2010.</p> <p>Communal recycling on ALMO managed estates has been given priority status through RIP. Work is now complete on the Beckhill</p> | <p>4</p> <p>Not achieved<br/>(Progress made acceptable. Continue monitoring)</p> |          |

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|   | <p>estate and it is anticipated that the three sites will become operational in May 2011. We have secured funding to construct 23 recycling sites on the Holtdales estate. Before construction commences, a consultation with local residents is being carried out to ascertain their preferred approach for recycling facilities on the estate. Collections are planned to commence in summer 2011. This process will be replicated for the Cottingley estate later on in the year</p> <p>Funds have been received from Aire Valley Homes and East North East Homes to offer communal recycling facilities at ALMO managed high rise flats. West North West Homes have opted to project manage the groundworks for properties within their management leaving Recycling and Waste Services to provide receptacles and undertake resident communication. Since last August, eight ALMO managed high-rise properties have been offered recycling collections serving around 530 households. An additional 14 highrises will be given facilities over the coming months.</p> |  |  |
| <p><b>Recommendation 2</b><br/> <b>That the Director of Environment and Neighbourhoods ensures that, where consultations are being conducted with Ward Members and local residents around appropriate recycling service options, that the relevant Area Committees are regularly kept informed of progress.</b></p> | <p><b>Reported position in April 2011:</b></p> <p>For the Holtdale estate, regular meetings have been held with relevant stakeholders including Elected Members and Area Committees. This process will continue until all residents have access to recycling collections on the estate and the process will be replicated when work commences on the Cottingley Estate.</p> <p>A more detailed update will be provided to both elected members and Area Committees on the progress of the Recycling Improvement Plan. This update will be prepared following the end of the financial year ending 2010/11.</p>   | <p>4<br/> Not achieved<br/> (Progress made acceptable.<br/> Continue monitoring)</p> |  |

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| <p><b>Recommendation 3</b><br/> <b>That the Director of Environment and Neighbourhoods ensures that the findings of the options appraisal around the collection and recycling of glass across the city is reported back to Scrutiny for consideration as soon as possible</b></p>   | <p><b>Reported position in April 2011:</b></p> <p>WRAP (Waste Resources Action Programme) has commissioned a report on behalf of Leeds to research options for the collection of glass at the kerbside.</p> <p>The WRAP report is due to be completed by the beginning of April and will be shared with Scrutiny</p>  | <p>4<br/> Not achieved<br/> (Progress made acceptable.<br/> Continue monitoring)</p> |  |
| <p><b>Recommendation 4</b><br/> <b>That the Director of Environment and Neighbourhoods ensures that, as part of the Recycling Improvement Plan, future plans to expand the bring site network further in Leeds take into account the following factors:</b></p> <ul style="list-style-type: none"> <li>• <b>those areas where the proportion of glass is greater than the average, thereby having the potential to overwhelm a bring infrastructure;</b></li> <li>• <b>that potential noise nuisance resulting from glass recycling containers is minimised as much as possible where sites are proposed within residential areas.</b></li> </ul> | <p><b>Reported position in April 2011:</b></p> <p>New locations for bring sites are being sought and assessed throughout the City.</p> <p>Where noise may be presenting a problem to the closest residents, noise monitoring can be undertaken. If noise nuisance is an issue, acoustic banks can be deployed. These reduce noise when glass is being placed in the bank and have proven extremely successful in certain locations.</p> | <p>4<br/> Not achieved<br/> (Progress made acceptable.<br/> Continue monitoring)</p> |  |

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| <p><b>Recommendation 5</b><br/> <b>That the Director of Environment and Neighbourhoods ensures that the findings arising from the future planned review into the operational practices of Household Waste Sorting Sites and Bring Sites be reported back to Scrutiny for consideration.</b></p> | <p><b>Reported position in April 2011:</b></p> <p>A separate report on the review of Household Waste Sorting Sites was considered by the Scrutiny Board on 11<sup>th</sup> April 2011.</p>         | <p>1<br/> Stop<br/> monitoring</p>   | <p>Completed</p> |
| <p><b>Recommendation 6</b><br/> <b>That the Director of Environment and Neighbourhoods ensures that the findings from the kitchen waste pilot scheme in Rothwell be reported back to the Scrutiny Board for consideration.</b></p>  | <p><b>Reported position in April 2011:</b></p> <p>A separate report on the Pilot of New Recycling Services in Rothwell was considered by the Scrutiny Board on 13<sup>th</sup> September 2010.</p> | <p>1<br/> Stop<br/> monitoring</p>   | <p>Completed</p> |
| <p><b>Recommendation 7</b><br/> <b>That the Director of Environment and Neighbourhoods explores opportunities available to work more closely with charities to coordinate services for the collection of textiles in a better way.</b></p>  | <p><b>Reported position in April 2011:</b></p> <p>A detailed strategy for textile collection/recycling is to be developed and shared with Scrutiny.</p>  | <p>4<br/> Not<br/> achieved<br/> (Progress<br/> made<br/> acceptable.<br/> Continue<br/> monitoring)</p> |                  |

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| <p><b>Recommendation 8</b><br/> <b>That when the contract for the Materials Recycling Facility (MRF) expires and is thereby subject to a competitive tendering process, that potential bidders be asked to give an indication of costs for adding textiles to the contract to enable the Council to evaluate the cost benefits of this approach.</b></p> | <p><b>Reported position in April 2011:</b></p> <p>The Contract we currently have with the MRF operator accepting our co-mingled materials has recently been extended and is due to expire on 5<sup>th</sup> May 2013. Prior to that time we intend to undertake a market sounding process asking for feedback around the textiles issue. This market sounding would be aimed at all interested parties including MRF operators, waste disposal/recycling organisations, 3<sup>rd</sup> sector service providers and the textile industry etc. We will be seeking views on how textiles can be collected and recycled/re-used, how participation can be maximised and how the 3<sup>rd</sup> sector can be utilised to provide a convenient, cost effective and reliable method of diverting this valuable waste stream from landfill.</p> <p>The results of this market sounding will be made available at that time and the views within it would help inform our overall textile strategy.</p> | <p>4<br/> Not achieved<br/> (Progress made acceptable.<br/> Continue monitoring)</p> |  |
| <p><b>Recommendation 9</b><br/> <b>That the Director of Environment and Neighbourhoods and Executive Member for Environmental Services lead on lobbying the Environments Secretary of State to develop a national approach for the use of plastic packaging with a view to restricting the range of plastics used.</b></p>                               | <p><b>Reported position in April 2011:</b></p> <p>Ongoing: No further comment at this stage</p>  | <p>4<br/> Not achieved<br/> (Progress made acceptable.<br/> Continue monitoring)</p> |  |

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| <p><b>Recommendation 10</b><br/>That the Director of Environment and Neighbourhoods encourages innovative partnership working arrangements with local supermarkets to help provide additional collection points for a range of recyclable materials.</p>   | <p><b>Reported position in April 2011:</b></p> <p>Officers are working along side the planning department to encourage new supermarket developments to incorporate recycling facilities within their plans</p>   | <p>4<br/>Not achieved<br/>(Progress made acceptable. Continue monitoring)</p> |  |
| <p><b>Recommendation 11</b><br/>That the Director of Environment and Neighbourhoods explores the potential benefits of adopting pneumatic waste collection systems, such as the Envac system currently installed in the new Wembley City residential complex, and also other individual subterranean systems within Leeds in consultation with and input and advice from the Director of City Development.</p> | <p><b>Reported position in April 2011:</b></p> <p>Environment and Neighbourhoods are continuing to explore and research different subterranean systems to assess their suitability for new developments in Leeds</p>   | <p>4<br/>Not achieved<br/>(Progress made acceptable. Continue monitoring)</p> |  |
| <p><b>Recommendation 12</b><br/>That the City Development Scrutiny Board be involved in the consultation process to consider the draft Sustainable Design &amp; Construction Supplementary Planning Document and undertakes to ensure that appropriate weight is given to the role of waste management as part of the SPD.</p>   | <p><b>Reported position in April 2011:</b></p> <p>The Sustainable Design and Construction Supplementary Planning Document (Building for Tomorrow Today) (SDC SPD) was subject to public consultation between June and September 2010. The comments received together with the proposed amendments to the waste section proposed by Environmental Services have been analysed and the vast majority included in the revised version of the SPD. This has been signed off by Planning Board in City Development and final revisions are now being concluded by the</p> | <p>4<br/>Not achieved<br/>(Progress made acceptable. Continue monitoring)</p> |  |



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|   | Graphics team. The Lead Members for Development and Environmental Services will be fully briefed on the final version before it is published.  |  |           |
| <b>Recommendation 13</b><br><b>That the Directors of Environment and Neighbourhoods and City Development ensure that representatives from waste management have an active input into future major planning developments to ensure that appropriate consideration is given to waste management as part of the proposed infrastructure.</b> | <b>Reported position in April 2011:</b><br><br>The guidance for both City Development and developers describing the required bin storage and access provision to accommodate existing and potential LCC bin collection regimes on bin storage and access is being drafted.<br><br>Consultations with Highways DC and the Sustainable Development Unit have already taken place regarding the draft guidance.   | 4<br>Not achieved<br>(Progress made acceptable. Continue monitoring) |           |
| <b>Recommendation 14</b><br><b>That the Directors of Environment and Neighbourhoods and City Development report back to the Scrutiny Board within the next 3 months on the implications of the Government's plans to abolish Regional Spatial Strategies in relation to waste management.</b>   | <b>Reported position in April 2011:</b><br><br>The attempt to abolish Regional Strategies in July 2010 by the Secretary of State for Communities and Local Government was declared unlawful by the Courts in November 2010. This means that our RSS, the Yorkshire and Humber Plan, and its housing requirements for Leeds does form part of the statutory development plan for Leeds until such time as regional strategies are abolished by the enactment of the Localism Bill, expected sometime in 2012.<br><br>However, the Secretary of State has declared that the intention to abolish regional strategies should be treated as a material consideration in planning applications and local plan making decisions; the challenge to this declaration was recently dismissed in the Courts, so Leeds is able to give weight to the intention to abolish the Yorkshire and Humber Plan in planning for the Natural Resources and Waste Development Plan Document (NRWDPD). | 1<br>Stop monitoring   | Completed |

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|  | <p>Leeds City Council commissioned consultants GVA in 2010 to update Leeds' Strategic Housing Market Assessment (SHMA). This will provide evidence to help the Core Strategy to set a housing requirement for Leeds, which will be subject to public examination in 2012 and adopted soon after. As the preparation of the NRWDPD is ahead of the Core Strategy by some 6-12 months it will use the latest population and housing forecasts of the SHMA providing they are backed up by robust enough evidence to depart from the Yorkshire and Humber Plan.</p> <p>The waste flow model underpinning the waste solution programme, has been updated. Due to the uncertainty regarding the RSS housing figures and in close consultation with City Development, a range of housing growth forecasts have been modelled to provide the best and worse case scenarios for waste growth in Leeds.</p> |  |  |
| <p><b>Recommendation 15</b><br/> <b>That the Directors of Environment and Neighbourhoods and City Development ensure that Environmental Services and Planning officers continue to link into the work of the Yorkshire and Humber Waste Regional Advisory Group and Regional Technical Advisory Group or their successor bodies.</b></p> | <p><b>Reported position in April 2011:</b></p> <p>Officers have continued to regularly attend the Waste Regional Advisory Group and Waste Prevention Panel. We will support the continuing function of the Waste and Recycling Advisory Group by providing officer support.</p>  | <p>4<br/> Not achieved<br/> (Progress made acceptable.<br/> Continue monitoring)</p> |  |

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| <p><b>Recommendation 16</b><br/> <b>That the Director of Environment and Neighbourhoods explores the feasibility and potential benefits of developing and piloting an incentive scheme as a way of engaging more people to recycle.</b></p>   | <p><b>Reported position in April 2011:</b></p> <p>Officers have carried out a review to understand the various incentive schemes that are currently available and in use in the U.K. and await the production of the Governments Waste Review to see the recommendations that may be included about incentive schemes.</p>  | <p>4<br/> Not achieved<br/> (Progress made acceptable. Continue monitoring)</p> |  |
| <p><b>Recommendation 17</b><br/> <b>That the Director of Environment and Neighbourhoods (i)ensures that the issues raised with the Scrutiny Board by Student Unions and Unipol are addressed as part of the wider piece of work being undertaken jointly between Environmental Services and the Student Unions in providing appropriate recycling provision for students (ii) write to the Minister for Housing and Local Government seeking the necessary power to allow local authorities the discretion to tackle the problem of recycling in respect of Houses in Multiple Occupation by adopting their own local solutions, in consultation with local landlords</b></p> | <p><b>Reported position in April 2011:</b></p> <p>The issues raised as part of the Scrutiny Board have been added to the outcomes of the research undertaken to improve waste management in areas with high student populations.</p> <p>Work has not progressed as quickly as expected on implementing the recommendations, largely due to the implementation of redesigned refuse collection routes across the city. Now that the routes have been implemented and the service has stabilised, we will restart this work in earnest.</p> <p>We will be meeting with colleagues across the council to develop an action plan for improving service provision in the area and the development of a communications plan to ensure that all residents know how to use the service effectively. Landlords are key stakeholders in the area and we are working with colleagues in Private Sector Housing and Licensing sections and with the University and Unipol to develop our approach to engaging landlords in identifying solutions to the challenges faced throughout the year, and in particular during the changeover period at the end of the summer term.</p> | <p>4<br/> Not achieved<br/> (Progress made acceptable. Continue monitoring)</p> |  |

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| <p><b>Recommendation 18</b><br/>That the findings from the independent market research project into the recycling patterns of residents living within areas of the city with a high student occupancy, be brought back to Scrutiny as soon as possible for consideration.</p> | <p><b>Reported position in April 2011:</b></p> <p>We will provide a brief report for Scrutiny Board outlining the findings and recommendations of the independent market research and the outcomes of a workshop held with colleagues from across the council and with both Universities in the light of this about possible solutions</p> | <p>4<br/>Not achieved<br/>(Progress made acceptable. Continue monitoring)</p> |  |
| <p><b>Recommendation 19</b><br/>That the Director of Environment and Neighbourhoods ensures that the Council's handbook on business waste is disseminated widely amongst local businesses across the city.</p>  | <p><b>Reported position in April 2011:</b></p> <p>Ongoing. The business waste handbook is to be promoted to all businesses in Leeds by a flyer to be included with business rates bills in March 2011.</p>   | <p>4<br/>Not achieved<br/>(Progress made acceptable. Continue monitoring)</p> |  |
| <p><b>Recommendation 20</b><br/>That the Director of Environment and Neighbourhoods ensures that Scrutiny is recognised as a key stakeholder as part of the consultation process when reviewing the Leeds Integrated Waste Strategy.</p>                                      | <p><b>Reported position in April 2011:</b></p> <p>Ongoing. No further comments at this stage</p>   | <p>4<br/>Not achieved<br/>(Progress made acceptable. Continue monitoring)</p> |  |

**Report of the Head of Scrutiny and Member Development**

**Report to Scrutiny Board (Safer and Stronger Communities)**

**Date: 16<sup>th</sup> January 2012**

**Subject: Recommendation Tracking**

|  |   |  |
|--|---|--|
| Are specific electoral Wards affected?<br>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 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?<br>If relevant, Access to Information Procedure Rule number:<br>Appendix number: | <input type="checkbox"/> Yes            | <input checked="" type="checkbox"/> No |

**Summary of main issues**

1. This report sets out the progress made in responding to the recommendations arising from the previous Scrutiny review of the Council's Housing Lettings Process.
2. The Scrutiny recommendation tracking system allows the Scrutiny Board to monitor progress and identify completed recommendations; those progressing to plan; and those where there is either an obstacle or progress is not adequate. The Board will then be able to take further action as appropriate.

**Recommendations**

3. Members are asked to:
  - Agree those recommendations which no longer require monitoring;
  - Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

## **1 Purpose of this report**

- 1.1 This report sets out the progress made in responding to the recommendations arising from the previous Scrutiny review of the Council's Housing Lettings Process.

## **2 Background information**

- 2.1 Following its review of the Housing Lettings Process, the former Environment and Neighbourhoods Scrutiny Board published its final report and recommendations in May 2010. A formal response to the recommendations was considered by the Scrutiny Board in September 2010.
- 2.2 The Scrutiny recommendation tracking system allows the Board to monitor progress and identify completed recommendations; those progressing to plan; and those where there is either an obstacle or progress is not adequate. The Board will then be able to take further action as appropriate.

## **3 Main issues**

- 3.1 A standard set of criteria has been produced to enable the Board to assess progress. These are presented in the form of a flow chart at Appendix 1. The questions in the flow chart should help to decide whether a recommendation has been completed, and if not whether further action is required.
- 3.2 To assist Members with this task the Principal Scrutiny Adviser, in liaison with the Chair, has given a draft status for each recommendation. The Board is asked to confirm whether these assessments are appropriate and to change them where they are not. Details of progress against each recommendation is set out within the table at Appendix 2.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 Where internal or external consultation processes have been undertaken with regard to responding to the Scrutiny Board's recommendations, details of any such consultation will be referenced against the relevant recommendation within the table at Appendix 2.

### **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 Where consideration has been given to the impact on equality areas, as defined in the Council's Equality and Diversity Scheme, this will be referenced against the relevant recommendation within the table at Appendix 2.

### **4.3 Council Policies and City Priorities**

- 4.3.1 This section is not relevant to this report.

### **4.4 Resources and Value for Money**

- 4.4.1 Details of any significant resource and financial implications linked to the Scrutiny recommendations will be referenced against the relevant recommendation within the table at Appendix 2.

## **4.5 Legal Implications, Access to Information and Call In**

4.5.1 This report does not contain any exempt or confidential information.

## **4.6 Risk Management**

4.6.1 This section is not relevant to this report.

## **5 Conclusions**

5.1 The Scrutiny recommendation tracking system allows the Board to monitor progress and identify completed recommendations. Progress in responding to those recommendations arising from the Scrutiny review of the Council's Housing Lettings Process is detailed within the table at Appendix 2 for Members' consideration.

## **6 Recommendations**

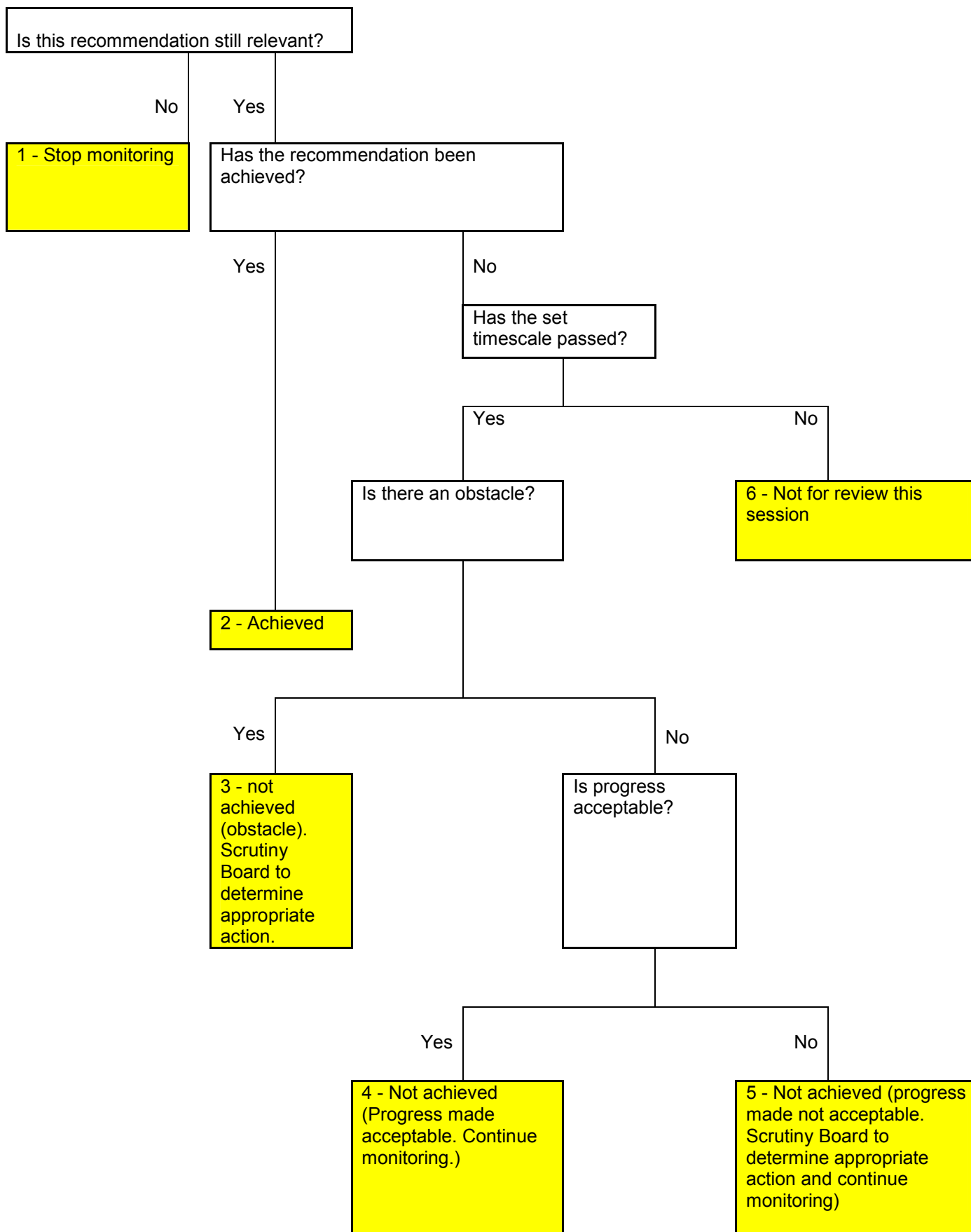
6.1 Members are asked to:

- Agree those recommendations which no longer require monitoring;
- Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

## **7 Background documents**

7.1 Housing Lettings Process – Statement of the Environment and Neighbourhoods Scrutiny Board. May 2010.

**Recommendation tracking flowchart and classifications:**  
**Questions to be Considered by Scrutiny Boards**





## Inquiry into Housing Lettings Process (May 2010)

### Categories

- 1 - Stop monitoring
- 2 - Achieved
- 3 - Not achieved (Obstacle)
- 4 - Not achieved (Progress made acceptable. Continue monitoring)
- 5 - Not achieved (Progress made not acceptable. Continue monitoring)
- 6 - Not for review this session

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| Recommendation for monitoring  | Evidence of progress and contextual information   | Status<br>(categories 1 – 6)<br>(to be completed by Scrutiny) | Complete |
|--|---|---|----------|
| <p><b>RECOMMENDATION 1</b></p> <p>That the Director of Environment and Neighbourhoods leads on developing an action plan over the next 6 months to improve the coordination of data shared between Housing, Adult Social Care, Children’s Services and local NHS Trusts to help identify and address the housing support needs of an individual.</p> | <p><b>Formal response (September 2010):</b></p> <p>Officers from the Strategic Landlord Group will lead the review. The review will begin by assessing the information requested on both the common assessment framework and the single assessment process and that already gathered in the recently revised housing process, for which a new IT system has been implemented. Any potential changes will need to be factored into the IT development programme.</p> |   |          |

As part of this action plan, consideration should be given to the following issues:

- (i) to determine exactly what information from the Single Assessment Process and Common Assessment Framework processes can and should be shared to assist the lettings process in terms of identifying and addressing the housing support needs of an individual
- (ii) to consider any potential IT data issues and resource implications in terms of developing appropriate mechanisms that will aid the coordination of such data

That this action plan is brought back to Scrutiny for consideration.

**Current position:**

- A new system of verifying information received on housing application form has been introduced for all new applications, including checks on ID.
- Specific protocols are in place to ensure relevant information from Social Care and Health is shared. Data from the SAP and CAF processes are used to assist the lettings process, including protocols in place with CYPSC to refer households in need for housing, eg care leavers and looked after children, hospital discharge from Becklin Centre, MAPP Protocol, and hospital discharge on medical grounds (eg delayed discharge cases)
- In relation to support needs, a risk assessment is already in place for assessments undertaken by Leeds Housing Options. In addition, ENEhL have used a risk assessment tool. These have been used as the basis for a new risk assessment process which will apply to all housing need assessments undertaken by the ALMOs / BITMO
- Ultimately, the risk assessment will be integrated into the computer system ArchHouse Plus, once IT has been tested and a training programme delivered to ALMO/ BITMO staff
- In the interim, a manual version of the risk assessment will be piloted for housing needs assessments undertaken by ALMOs/BITMO
- IT implementation of risk assessment workflow to follow, pending resource availability

5 - Not achieved (progress made not acceptable. Scrutiny Board to determine appropriate action and continue monitoring)

**RECOMMENDATION 2**

That the Director of Environment and Neighbourhoods leads on developing a formal data sharing protocol between the ALMOs, the Police and the Anti-Social Behaviour Unit to ensure that local intelligence about prospective and existing tenants is systematically shared as part of the new Support Needs Assessment to inform the application process and enable appropriate action to be taken.

**Formal response (September 2010):**

The current review of the Anti Social behaviour process in the city (termed the Quest project) remit is to ensure that there is an improved process through the council teams (such as ALMOs/ BITMO, Anti Social Behaviour unit, Environmental health, Adults and Children's services, Legal services) involved in tackling anti social behaviour and other statutory teams, especially the Police. As part of this review consideration is being given to the collocation of Police, ALMO and Anti Social behaviour staff. As a result, improved data sharing will be developed between the agencies. In addition, a protocol between the Police, Community Safety and ALMOs/ BITMO will be developed as result of the working more collaboratively.

**Current position:**

- The recommendation has been superseded by the Partnership Anti-Social Behaviour Review and the new structure of the multi-agency anti-social behaviour teams. Harvinder Saimbhi met with Cllr Anderson in July 2011 to go through the new ASB structure.
- As with regards to application process this is something that is developed separately and information is shared if required.
- The legal basis for sharing information with police is through a 'section 115' request – ALMOs need to have evidence to justify request, police will not 'vet to let'.
- Specific information sharing agreements have been developed with West Yorkshire Police for West North West Homes 'Good Neighbour' local lettings policy.

5 - Not achieved  
(progress made not acceptable. Scrutiny Board to determine appropriate action and continue monitoring)

**RECOMMENDATION 3**

That the data sharing improvements set out within recommendations 1 and 2 are also used to enable **more effective enforcement** of Introductory and Demoted Tenancies in future.

**Formal response (September 2010):**

As a result of improvements from Recommendation 1 and 2 as stated there will be a greater amount of data sharing. In addition, other mechanisms have been put in place such as Strategic Landlord Group have asked ALMOs to more closely manage tenants in their Introductory Tenancy period, proposing a minimum number of visits to be undertaken.

**Current position:**

- Enhanced data sharing between the council and its partners - especially the statutory agencies - will assist in the delivery of effective housing management and its enforcement.
- Since the Scrutiny Inquiry, case law has been set by the Pinnock and Hall case in 2010. These cases confirmed that Introductory tenancies were a legitimate tool to use to enforce tenancies at the beginning of their life, but further safeguards were needed in light of a review from a challenge relating the Human Rights Act.
- This means the ALMOs/BITMO must undertake a 'proportionality test' before legal proceedings are undertaken against an Introductory tenant. This test includes documenting any vulnerabilities that a tenant may have, and how have these been addressed by the landlord in providing appropriate levels of support, such as through multi agency working providing support, or other mitigation measures
- Legal guidance has been provided to ALMOs to reflect the changes resulting from the Pinnock case

5 - Not achieved  
(progress made not acceptable. Scrutiny Board to determine appropriate action and continue monitoring)

|  |  |  |  |
|--|--|--|--|
| <p><b>RECOMMENDATION 4</b></p> <p>That any <b>concerns or complaints</b> made to the ALMOs about the behaviour of a particular tenant are acted upon with urgency, with an interim response given within 5 working days.</p>   | <p><b>Formal response (September 2010):</b></p> <p>ALMOs and BITMO currently have Service standards to respond to incidents of anti social behaviour within at least 5 working days. The Anti Social Behaviour Review is undertaking process mapping to improve these services.</p> <p><b>Current position:</b></p> <p>ALMOs have a target to respond to stage 1 complaints in writing within 10 working days. This is met by all ALMOs/ BITMO. Moreover, analysis of a snapshot of complaints dealt with in August 2011 shows this target is generally exceeded, with responses completed within 7 - 9 days.</p> <p>In terms of serious complaints such as those relating to anti social behaviour, ALMOs make initial contact the customer within 5 working days, and then this is followed by a letter confirming action undertaken, and an investigation shortly afterwards.</p>               | <p>4 - Not achieved<br/>(Progress made acceptable. Continue monitoring.)</p> |  |
| <p><b>RECOMMENDATION 5</b></p> <p>That the Director of Environment and Neighbourhoods leads on developing a <b>protocol between the Leeds Housing Options Service and the Leeds ALMOs</b> to clarify appropriate stages of referral to the Leeds Housing Options Service for preventative housing related support services to be assessed and coordinated.</p> | <p><b>Formal response (September 2010):</b></p> <p>A commitment has been made within the Leeds Housing Strategy Action Plan 2010-2012 and the Housing Strategy and Solutions Group Service Plan for the Leeds Housing Options Service to develop joint working protocols with each of the Leeds ALMOs and BITMO. Officers from the Strategic Landlord Group will also be involved in this work. It would not be possible to prescribe all the different circumstances that would trigger a referral/intervention, and each case will need to be assessed on its individual merits, but the protocols will provide broad guidelines for officers. Interim measures are in place where officers from the Paralegal Team of the Strategic Landlord Group are notifying officers from Leeds Housing Options Service of households who are subject to eviction proceedings because of rent arrears.</p> |  |  |

|  |   |  |  |
|--|---|--|--|
|  | <p><b>Current position:</b></p> <p>A joint working protocol has been established between Leeds Housing Options Service and West North West Homes Leeds to assist WNWhL tenants and family members, for example, a grown up child could be referred for accommodation and support services.</p> <p>A referral may result in interventions including homeless prevention initiatives, housing-related support services and housing management services.</p> <p>A key element of the protocol concerns tenants at risk of homelessness due to rent arrears. This ensures Leeds Housing Options are notified at an early stage about potential homeless cases and can advise the tenant of their likely rehousing prospects.</p> <p>The protocol will be rolled out to East North East Homes and Aire Valley Homes.</p> | <p>4 - Not achieved<br/>(Progress made acceptable. Continue monitoring.)</p> |  |
| <p><b>RECOMMENDATION 6</b></p> <p>That the personal case conferencing approach used by the Leeds Housing Options Service is adopted as a good practice model as part of the housing management process for those tenants with acute and complex support needs.</p> | <p><b>Formal response (September 2010):</b></p> <p>Strategic Landlord has worked in partnership with ALMOs and BITMO to develop a more case conference approach to Lettings assessment. Examples are:</p> <ol style="list-style-type: none"> <li>1. Multi Agency Risk Assessment Conference. This is a forum led by Police that bring all stakeholders including ALMOs/ BITMO together to formulate a plan to minimise the risk of domestic violence for victims and their families.</li> <li>2. Adaptations service. where joint case conferences between the agencies has resulted in a more appropriate adaptation installed in a customers house, or a more timely rehousing.</li> </ol>  |  |  |

|  |   |  |  |
|--|---|--|--|
|  | <p>3. The Family Intervention project relies on case conferencing between a number of agencies to support a family to reduce occurrences of anti social behaviour.</p> <p><b>Current position:</b></p> <p>The above examples remain in operation. Other examples include:</p> <ul style="list-style-type: none"><li>• Hate Crime Multi Agency Risk Assessment Conferencing – to develop a package of support, including assistance with rehousing, for customers experiencing hate crime</li><li>• Disabled Children’s Group meeting to monitor the rehousing of households with a disabled child</li></ul> | <p>4 - Not achieved<br/>(Progress made acceptable.<br/>Continue monitoring.)</p> |  |
|--|---|--|--|

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**Report of Head of Scrutiny and Member Development**

**Report to Scrutiny Board (Safer and Stronger Communities)**

**Date: 16<sup>th</sup> January 2012**

**Subject: Financial Health Monitoring – Environment and Neighbourhoods Directorate**

|  |   |
|--|---|
| Are specific electoral Wards affected?<br>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?<br>If relevant, Access to Information Procedure Rule number:<br>Appendix number: | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |

**Summary of main issues**

1. At the request of the Scrutiny Board, the purpose of this report is to inform Members of the financial health of the Environment and Neighbourhoods Directorate after eight months of the financial year 2011/12.
2. The attached information has been provided by the Directorate's Head of Finance for the Board's consideration.
3. The Directorate's Head of Finance has been invited to today's meeting to present the attached information and address any further questions from the Board.
4. A working group of the Scrutiny Board also met with the Director of Environment and Neighbourhoods and Head of Finance on 4<sup>th</sup> January 2012 to consider the initial 2012/13 budget proposals of the directorate. A report summarising the observations and recommendations of the Scrutiny Board in relation to these budget proposals will be circulated separately and the Board will be asked to agree this summary report during today's meeting.

## **Recommendations**

5. Members are asked to:

- (a) note the projected financial position of the Environment and Neighbourhoods Directorate after eight months of the financial year 2011/12.
- (b) consider and agree the report summarising the Scrutiny Board's observations and recommendations in relation to the initial 2012/13 budget proposals of the Environment and Neighbourhoods directorate

## **Background documents**

6. Report of the Director of Resources to Executive Board. 14<sup>th</sup> December 2011. Initial Budget Proposals.

Report of the Director of Resources to Executive Board. 4<sup>th</sup> January 2012. Financial Health Monitoring 2011/12 – Month 8.

## ENVIRONMENT AND NEIGHBOURHOODS: 2011/12 BUDGET

### 1.0 Introduction

This report sets out the financial position for Environment and Neighbourhoods at Period 8.

### 2.0 Overall Summary

The projected position for Environment and Neighbourhoods Directorate is an overspend of £1.593m, which is £0.630m higher than the previous position reported to Executive Board.

### 3.0 Explanation of the Projected Overspend

#### Staffing +£1,967k

The cost of staff in managing workforce change following the implementation of restructures is **£789k** and slippage in the implementation of a number of restructures within the Directorate will result in a net variation of **£368k**.

Within Refuse Collection, ongoing route support and attendance being slightly above the budgeted target is projected to cost **£566k**. Additional cost incurred for front line cover required for refuse staff training/appraisals **£109k** and additional costs of Refuse Christmas catch up **£56k**. However this is partially offset by using existing spare capacity on the new Garden routes to collect SORT from Hard to Access properties (**£168k**).

The cost of covering Time off in Lieu relating to bank holidays is likely to be around **£100k** above the budget.

A restructure of Household Waste Sites (HWSS) staffing is expected to cost around **£100k** in year, but this will be funded by targeted improvements in recycling rates at these sites.

The use of Agency and Overtime covering front line vacant posts throughout Environmental Services is an additional **£45k**. Most of these front line vacancies are now filled.

#### Premises & Supplies and Services (£619k)

Significant savings of over £1m which were budgeted for in waste disposal from new contracts continue to be on target to be delivered. In addition, further savings are being achieved from projected reductions in total waste arising, targeted recycling improvements at HWSS and the effect of not all waste contractors taking up the inflationary uplift. Together this is a total projected saving of (**£356k**).

The Home Energy Conservation Authority (HECA) survey has been delayed resulting in a saving of (**£60k**). Further, a saving of (**£57k**) is expected from the financing costs of bin purchases from a delay to rolling out brown bins.

Projections assume a spending freeze across the Directorate in these budget heads to contribute (**£191k**) helping offset various minor overspends.

There are other minor variations across the Directorate (**£45k** net).

#### Transport **£422k**

Rising fuel prices are estimated to cost **£170k** across Environmental Services.

The cost of back up route support vehicles is **£256k**, although more effective use of normal spare vehicle cover and lower external hire and will save (**£176k**) across the Environmental Services Division.

Vehicle repairs, mainly associated with landfill damage are projected to be an additional **£150k**.

#### Transfer Payments (**£949k**)

A delegated decision report has been approved by the Director of Environment and Neighbourhoods to implement the change in funding from Housing Benefit rather than Supporting People for support charges in Sheltered Housing. This commenced on the 7<sup>th</sup> November 2011. The forecast last month assumed this would be implemented in October, therefore due to slippage the actual saving realized is £51k less than last month.

#### Income + **£743k**

Car Parking income is currently projected to be **£600k** short of the budget overall. This variation can be explained by a combination of further reductions in PCN numbers £150k and on and off street fee income £350k. A delay in the identification of appropriate spaces to convert from short stay to long stay results in a further variation of £100k.

Income in Waste Management is anticipated to be **£177k** below budget as a result of a variation in the price received for recycled glass, lower gas generation at Gamblethorpe landfill site.

Variations in charges to capital schemes are offset primarily by additional income receivable from the Future Jobs Fund (net saving of **£27k**).

## **Housing Revenue Account (HRA)**

### **Summary**

At the end of **Period 8** the HRA is projecting a surplus of **£1,743k**. This is a movement of **£75k** from the position reported at Period 7.

Key variances from Period 7 are as follows:-

- Resources not required for refurbishment of Enterprise House (ABCL) (£100k)
- Savings on IT due to slippage in the update to Keystone (£130k)
- Savings on the provision for disrepair (£55k)
- Projected reduction in miscellaneous property £13k
- Additional contribution to the Swarcliffe PFI project £172k
- Other minor variations £25k

### **Key variances from 2011/12 budget - Income**

**£2.4m** of additional rental income is projected from dwellings and miscellaneous properties. This is in line with the projection at Period 7. The additional income is as a result of void levels being 1.1% lower than budgeted and planned demolitions starting later in the year than anticipated. Most of this additional income will be paid over to the ALMOs as additional void incentive payments.

Additional income of **£146k** is projected from shops.

Income from Heat Lease charges is projected to be **£130k** lower than budgeted due to less take up than anticipated. In addition **£100k** budgeted income from the Solar Panel Scheme will not be received due to the scheme being on hold. This reduction in income is offset by projected increased telecoms income (**£232k**) as a result of new lease agreements.

Housing Subsidy is showing a movement of **£16,449k** from the 2011/12 budget. This is in line with Period 7. The movement from budget is mainly due to interest rates being lower than budgeted and no subsidy being receivable this year for the Little London Beeston Hill & Holbeck (LLBH&H) PFI project, which is now anticipated to start in April 2012. This reduction in subsidy is offset by a corresponding reduction in capital charges to the HRA and the requirement to establish a Sinking Fund for the PFI project now deferred until 2012/13.

### **2.3 Key Variances from 2011/12 budget - Expenditure**

There are projected net savings of **£112k** on salaries and wages. This is an increase of £15k from Period 7 as a result of one planned appointment not going ahead. The savings against budget are due to additional officers taking early retirement at the end of March 2011, the delay in the recruitment to approved posts and the impact of the JNC restructure within the Directorate. These savings are offset by staff being seconded to work on the implementation of the ALMO Business Centre Leeds (ABCL).

The premises budget is projected to overspend by **£14k**. This is a reduction of £120k from Period 7 and is due to resources no longer being required to refurbish accommodation for the ABCL (£100k) and savings on gas (£20k).

The supplies and services budget is projected to underspend by **£3,248k** which is a movement of £95k from Period 7. This movement is due to IT savings as a result of slippage in the Keystone update. The key movement from the 2011/12 budget is directly related to the delay in the LLBH&H PFI project (**£3,158k**).

Recharges are projected to overspend by **£443k**. This is in line with Period 7 and is due to the following key issues:

An unbudgeted recharge of **£130k** from internal audit for work in relation to ALMO assurance.

An increase of **£53k** in PPPU recharges for additional work in relation to the LLBH&H PFI project.

The full year effect of a post to manage Swarcliffe environmental works (**£24k**). This will be funded from earmarked reserves.

An increased recharge of **£167k** from the General Fund for the Sheltered Warden Service.

The funding of Project Management support for the ABCL Change in the Work Place Programme (**£47k**).

An analysis of disrepair cases as at the end of Period 8 has projected a saving against budget of **£134k** in the provision required for disrepair. This is a movement of £55k from that reported at Period 7.

Capital charges are projected to reduce by **£4,770k** as a result of the reduction in interest rates. This saving is offset by a corresponding reduction in Housing Subsidy received.

## **2.4 Reserves**

The HRA General Reserve is projected to be **£6.2m** as at the end of 2011/12. In addition, as agreed by Executive Board in March 2011, a £3m reserve has been created to support the move from the current housing subsidy system to the new HRA self financing regime which will be effective from April 2012.

**GENERAL FUND (REVENUE)****Environmental Services - Period 8 Projected Outturn**

| <b>Division</b>       | <b>Spend</b>            | <b>£000<br/>+</b> | <b>£000<br/>-</b> | <b>£000<br/>Sum</b> |
|-----------------------|-------------------------|-------------------|-------------------|---------------------|
| Car Parking           | Staffing                |                   | (206)             |                     |
|                       | other                   | 59                | (53)              |                     |
|                       | Income                  | 600               |                   |                     |
|                       |                         | <b>659</b>        | <b>(259)</b>      | <b>400</b>          |
| Waste Management      | Staffing                |                   | (15)              |                     |
|                       | Disposal Costs          |                   | (355)             |                     |
|                       | Recycling Income        | 121               |                   |                     |
|                       | Gamblethorpe Income     | 63                |                   |                     |
|                       | Other                   | (48)              |                   |                     |
|                       |                         | <b>136</b>        | <b>(370)</b>      | <b>(234)</b>        |
| Waste Operations      | Staffing                | 163               |                   |                     |
|                       | Fuel                    | 13                |                   |                     |
|                       | Hire                    |                   |                   |                     |
|                       |                         | <b>176</b>        | <b>0</b>          | <b>176</b>          |
| Refuse                | Staffing - Back Up      | 474               |                   |                     |
|                       | Staffing - Other        | 672               | (168)             |                     |
|                       | Staffing - MWC          | 98                |                   |                     |
|                       | Staffing - PRP          |                   | (84)              |                     |
|                       | Staffing - Xmas catchup | 56                |                   |                     |
|                       | TOIL                    | 100               |                   |                     |
|                       | Fuel                    | 104               |                   |                     |
|                       | Repairs                 | 150               |                   |                     |
|                       | Transport - Back Up     | 256               |                   |                     |
|                       | Hire / SLA / Roll Outs  |                   | (168)             |                     |
|                       | Bin Financing           |                   | (57)              |                     |
|                       | Other                   | 36                |                   |                     |
|                       |                         | <b>1,946</b>      | <b>(477)</b>      | <b>1,469</b>        |
| Locality / Env Health | Staffing - Cover        | 53                | (67)              |                     |
|                       | MWC                     | 103               |                   |                     |
|                       | OOH OT                  |                   | (38)              |                     |
|                       | Fuel                    | 54                |                   |                     |
|                       | Transport               | 24                |                   |                     |
|                       | FPN Income              | 24                |                   |                     |
|                       | Pest Control            |                   | (21)              |                     |
|                       | Supplies                |                   | (86)              |                     |
|                       | Other                   | 12                | 31                |                     |
|                       |                         | <b>270</b>        | <b>(181)</b>      | <b>89</b>           |
| Line By Lines         | To be determined        |                   | (366)             | (366)               |
| <b>TOTAL</b>          |                         | <b>3,187</b>      | <b>(1,653)</b>    | <b>1,534</b>        |

**Neighbourhood Services - Period 8 Projected Outturn**

| <b>Division</b>                               | <b>Spend</b>       | <b>£000<br/>+</b> | <b>£000<br/>-</b> | <b>£000<br/>Sum</b> |
|---|--------------------|-------------------|-------------------|---------------------|
| Community Safety                              | Staffing           | 170               |                   |                     |
|   | Income             | 122               |                   |                     |
|   | Other              | 16                |                   |                     |
|   |                    | <b>308</b>        | <b>0</b>          | <b>308</b>          |
| Statutory Housing                             | Staffing           | 79                |                   |                     |
|   | Income             |                   | (114)             |                     |
|   | Other              |                   | (22)              |                     |
|   |                    | <b>79</b>         | <b>(136)</b>      | <b>(57)</b>         |
| Regeneration Programmes                       | Staffing           |                   | (68)              |                     |
|   | Income             | 350               |                   |                     |
|   | Supplies           | 117               |                   |                     |
|   | Other              |                   | (14)              |                     |
|   |                    | <b>467</b>        | <b>(82)</b>       | <b>385</b>          |
| Employment & Skills                           | Staffing           | 190               |                   |                     |
|   | Income             |                   | (126)             |                     |
|   | Supplies           | 60                |                   |                     |
|   | Other              |                   | (18)              |                     |
|   | <b>250</b>         | <b>(144)</b>      | <b>106</b>        |                     |
| Resources, Strategy & Commissioning           | Staffing           | 380               |                   |                     |
|   | Income             |                   | (152)             |                     |
|   | Supplies           |                   | (847)             |                     |
|   | Community Centres  |                   | 2                 |                     |
|   | Other              |                   | 5                 |                     |
|   | <b>380</b>         | <b>(992)</b>      | <b>(612)</b>      |                     |
| Cross cutting                                 | Staffing           |                   |                   |                     |
|   | Expenditure freeze |                   | (70)              |                     |
|   | Income             |                   |                   |                     |
|   | <b>0</b>           | <b>(70)</b>       | <b>(70)</b>       |                     |
| <b>Neighbourhood Services Total</b>           |                    | <b>1,484</b>      | <b>(1,424)</b>    | <b>60</b>           |
| <b>ENVIRONMENT &amp; NEIGHBOURHOODS TOTAL</b> |                    | <b>4,671</b>      | <b>(3,077)</b>    | <b>1,594</b>        |



**Report of Head of Scrutiny and Member Development**

**Report to Scrutiny Board (Safer and Stronger Communities)**

**Date: 16<sup>th</sup> January 2012**

**Subject: Car Parking Update**

|   |   |
|---|---|
| Are specific electoral Wards affected?<br>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?<br>If relevant, Access to Information Procedure Rule number: 10.4 (3)<br>Appendix number: Appendix 1, 2 and 3 | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |

**Summary of main issues**

1. At the request of the Scrutiny Board, the attached update report has been provided by the Director of Environment and Neighbourhoods in relation to the Council's car parking charges and provision.
  
2. In consideration of this update report, the Scrutiny Board is asked to determine whether any further Scrutiny of this matter is required. In doing so, it is important to note that the Scrutiny Board (Sustainable Economy and Culture) is currently undertaking a wider Inquiry into the impact of existing major sources of travel movements within the city. Whilst the scope of this inquiry does not make specific reference to car parking charges and provision, there would be an opportunity to dovetail the findings of any separate review around car parking charges and provision into this wider inquiry.
  
3. Senior officers within Environment and Neighbourhoods and the Executive Board Member for Environmental Services will be attending today's meeting to address any further questions from Members.

**Recommendations**

4. Members are asked to:
  - (a) note the attached update report of the Director of Environment and Neighbourhoods on car parking charges and provision

(b) determine whether there is a need to undertake a review of car parking charges and provision and the scope of this review.

**Background documents**

5. None

**Report to: Safer and Stronger Communities Scrutiny Board**

**Date: 16<sup>th</sup> January 2012**

**Subject: Parking prices in Leeds**

|   |   |    |
|---|---|----|
| Are specific electoral Wards affected?<br>If relevant, name(s) of Ward(s):  | Yes                                     | No |
|   | Central wards are mostly affected       |    |
| Are there implications for equality and diversity and cohesion and integration?   | <input type="checkbox"/> Yes            | No |
| Is the decision eligible for Call-In?   | <input type="checkbox"/> Yes            | No |
| Does the report contain confidential or exempt information?<br>If relevant, Access to Information Procedure Rule number: 10.4 (3)<br>Appendix number: Appendices 1, 2 and 3 | <input checked="" type="checkbox"/> Yes | No |

**Summary of main issues**

**The Council's approach to setting parking charges has been to encourage visitors to the city whilst tackling congestion and encouraging alternatives to commuting by car. This report explains the reasoning behind pricing decisions and the current issues regarding parking in the city as a whole.**

**1 Purpose of this report**

1.1 This report is submitted following a request from Safer and Stronger Communities Scrutiny Board for information about the price changes recently introduced.

**2 Background information**

- 2.1 At the moment the Council controls about 26% of the parking spaces in the City (5157 out of 18716 spaces). Of these, 1818 are short stay and 3340 are long stay. There are 2407 on-street and 2750 off street car park spaces run by the Council.
- 2.2 Unlike private operators, the Council is not allowed to run parking operations with the sole intention of generating revenue. Traffic rules, including prices, are set out in traffic orders and there must be a traffic management reason for all of them. As a result the Council does not pay VAT for on street parking revenue, and is currently pursuing a legal case to gain exemption from off street revenue.

- 2.3 In line with other traffic measures, parking charges have been set in accordance with the Local Transport Plan which directs the service to discourage commuter parking and tackle congestion. As a result of planning rules, all central on street spaces are short stay only.
- 2.4 In addition, Parking prices are used to support the wider aims of the Council, and these considerations outweigh commercial factors. For example Sunday and evening parking is free, as are most district car parks, in order to encourage shoppers and visitors. Prices are set below at below the market rate for Beckett Street car park as most of the customers are visiting hospital.
- 2.5 Only car parks that are included in Parking Services accounts are included in the figures below. The service also runs car parks on behalf of other Council departments at Queens Hall and Pudsey Civic Hall.
- 2.6 Parking prices are reviewed every year. The following factors are taken into account :
- Policy objectives
  - Budget expectations
  - Current income
  - Levels of demand on a street by street basis
  - Requests from the public
  - Private sector prices and trends (appendix 3)
  - Occupancy survey (appendix 4)

2.7 An analysis of the last 5 years shows the following :

|                | On street | Change | off street | change | <b>TOTAL</b>    | <b>Change</b> |
|----------------|-----------|--------|------------|--------|-----------------|---------------|
| 2007/08        | £3335865  |        | £3970821   |        | <b>£7306686</b> |               |
| 2008/09        | £3541866  | 6%     | £3992376   | 1%     | <b>£7534242</b> | <b>3%</b>     |
| 2009/10        | £3346903  | -6%    | £4137918   | 4%     | <b>£7484821</b> | <b>-1%</b>    |
| 2010/11        | £3195893  | -5%    | £3798883   | -8%    | <b>£6994776</b> | <b>-7%</b>    |
| 2011/12<br>est | £2992162  | -6%    | £3645418   | -4%    | <b>£6637580</b> | <b>-5%</b>    |

In this period, the total decline from the peak in 2008/09 is 12%.

- 2.8 However, the 2010/11 figure is especially low as a result of the extremely bad weather in December 2010, which is normally the busiest month. There is also the increase in VAT on off street income from January 2011 which cost £24,000. Even with this factored in, the revenue was still down by 5% that year.
- 2.9 It is clear that there is a downward trend in income over the last 3 years. However, when the results are analysed further, there does not seem to be a correlation between an increase in prices and a decrease in income.
- 2.10 The following table shows the trends from the major car parks during the last few years. (Car parks which were shut or refurbished during this period have been excluded). The prices are structured into bands and change between weekdays and Saturdays. Each year the price changes vary from band to band and car park to car park. This translates to some bands staying the same, some increasing and some decreasing. However, the overall effect is usually a small overall increase. The movement reflected in the table is at the daily rate.

|                            | 2009/10   |           | 2010/11   |           | 2011/12   |          |
|----------------------------|-----------|-----------|-----------|-----------|-----------|----------|
|                            | Price     | Income    | Price     | Income    | Price     | Income   |
| Quarry Hill                | Up 3%     | Up 6%     | Up 4%     | Down 5%   | Up 4%     | Down 7%  |
| Hunslet Lane / Meadow Lane | Up 3%     | Up 3%     | No change | No change | Up 4%     | Up 2%    |
| Maude Street               | Up 7%     | No change | Up 4%     | Up 6%     | Up 4%     | Up 5%    |
| Markets                    | Up 6%     | Down 1%   | No change | Down 3%   | No change | Up 1%    |
| West Street                | No change | Down 8%   | No change | Down 6%   | No change | Down 19% |
| On Street                  | No change | Down 6%   | No change | Down 5%   | No change | Down 2%  |
| Woodhouse Lane             | Up 2%     | Up 3%     | Up 4%     | Down 5%   | Up 5%     | Down 12% |
| Becket Street              | No change | No change | No change | Down 3%   | No change | Up 11%   |

2.11 The income effects for 2011/12 are shown in appendix 1 as the trends are more easily seen in this format. The charges for 2011/12 were introduced in September 2011, although the machines were not all converted at the same time due to technological problems.

2.11.1 There are a number of reasons why price is not the main driver for use of Council run parking spaces. :

Amongst the established car parks with planning consent, the Council remains the cheapest provider of parking in the city for both short and long stay. However there are currently a number of sites operating outside planning rules by offering cheap all day parking and this has undoubtedly impacted on usage. A full list of car park prices is at appendix 2. The results of the most recent occupancy survey, from September 2011, are at appendix 3. Some relevant points are :

- The average long stay price for private car parks in the central zone is £14.73. The Council have 2 comparable sites, Queens Hall @ £10 and Woodhouse Lane @ £9
- The occupancy of LCC car parks is higher than the average, 75% as opposed to 68% in the latest survey.
- Car park occupancy across the whole city has fallen from 84% in 2008 to 68% in 2011, a reduction of 19%. However, LCC revenue has only fallen by 12% in this period.
- Footfall numbers show that the number of people in the City Centre has fallen by 17% from 2009 to the corresponding week in 2011, again this is higher than the reduction in parking revenue.

### 3 Woodhouse Lane

3.1 This is the only pay on exit multi storey car park in the portfolio. It is position sensitive as it is some way out of town, but is close to the university. Prices were changed on the fifth September, but on the 15<sup>th</sup> September the refurbishment work started. This removed 6 floors of capacity from the site during the refurbishment.

3.2 Competition from other providers in the area is becoming more intense, with the Merrion centre offering all day parking for Council employees for £5, a 63% reduction in the usual price. A desktop evaluation was carried out on the current pricing structure and usage trends. This principally looked to the consequences of reducing prices. The conclusion was that if the prices were changed to a max £5 (including VAT) in September the shortfall in income is projected to be £161k lower, or alternatively the site would require increase patronage of 19%. If introduced for a full year income would be down by £267k at current levels. This would require increased usage of 37% to replace the shortfall, which can not be achieved as the site doesn't have the capacity whilst the refurbishment is ongoing

## **4 Other factors**

- 4.1 There has been an increase in new car parks opening without planning consent in the last year with over 1000 spaces added. These are commonly more central than the more established (yet still without planning consent) car parks to the south of the city and offer cheap all day parking for about £5.
- 4.2 Executive Board recently considered the position of providing car parks to the south of the city and revised its local policy. Planning enforcement against these car parks has been suspended whilst applications under the new policy are being considered. Some operators have taken advantage of this to offer cheap all day parking.
- 4.3 Motoring costs have risen sharply in the last 12 months, with the AA reporting that the cost per mile driven has risen by 30%.
- 4.4 The overall economic situation remains difficult and parking income is down across the Country with annual reductions of 11 - 15 % being reported. The Country's biggest operator , NCP, reported losses of £93.5m in their most recent accounts.

## **5 Conclusion**

- 5.1 Parking prices are set after consideration of a number of factors, not just revenue. The market in Leeds is very competitive and demand is falling whilst supply increases which inevitably leads to a drop in revenue. However, analysis of the data shows that the Council spaces remain both cheaper and more popular than the competition.
- 5.2 Whilst it is likely that a reduction in Council prices would lead to greater usage, this would have to be a significant cut to have any impact and this would lead to a further shortfall in revenue. It would not necessarily attract more people into the City as cheaper prices would cause displacement from other sites.

## **6 Recommendations**

Scrutiny are asked to note the contents of this report



Report author: Angela Brogden  
Tel: 24 74553

## Report of Head of Scrutiny and Member Development

### Report to Scrutiny Board (Safer and Stronger Communities)

Date: 16<sup>th</sup> January 2012

Subject: Work Schedule

|  |                              |  |
|--|------------------------------|--|
| Are specific electoral Wards affected?<br>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?<br>If relevant, Access to Information Procedure Rule number:<br>Appendix number: | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |

### Summary of main issues

1. A draft work schedule is attached as appendix 1. The work schedule has been provisionally completed pending on going discussions with the Board. The work schedule will be subject to change throughout the municipal year.
2. Also attached as appendix 2 and 3 respectively are the minutes of Executive Board on 14<sup>th</sup> December 2011 and the Council's current Forward Plan relating to this Board's portfolio.

### Recommendations

3. Members are asked to:
  - a) Consider the draft work schedule and make amendments as appropriate.
  - b) Note the Executive Board minutes and Forward Plan

### Background documents

4. None used

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## Scrutiny Board (Safer and Stronger Communities) Work Schedule for 2011/2012 Municipal Year

| Area of review  | Schedule of meetings/visits during 2011/12                                    |  |  |
|---|---|--|--|
|   | June  | July   | August   |
| <b>Reducing Burglary</b>  | Consider potential scope of review<br>SB 12/06/11 @ 10am                      |  |  |
| <b>Anti-Social Behaviour</b>  | Consider potential scope of review<br>SB 12/06/11 @ 10am                      |  |  |
| <b>Streetscene Services</b>   | Consider potential scope of review<br>SB 12/06/11 @ 10am – (deferred to July) | Consider potential scope of review<br>SB 18/07/11 @ 10am   |  |
| <b>Role of the third sector and Council in mitigating the negative effects of the recession upon communities.</b> | Consider potential scope of review<br>SB 12/06/11 @ 10am                      |  |  |
| <b>Board initiated piece of Scrutiny work.</b>  | To consider potential areas of review.  | Report on the 2010/11 Financial Outlook for Environment and Neighbourhoods.<br>SB 18/07/11 @ 10 am | Review of Private Rented Sector Housing – scoping the review<br>WG 15/08/11 @ 10 am<br><br>Reform of Council Housing Finance (development of new HRA Business Plan) - WG session 1 - 08/08/11 @ 10 am<br><br>Dog Control Orders – Phase 2<br>WG 18/08/11 @ 11 am<br><br>Fuel Poverty – scoping the review<br>WG 17/08/11 @ 11 am |
| <b>Crime and Disorder Committee work.</b>   | To consider potential areas of review.  |  |  |
| <b>Budget &amp; Policy Framework</b>  |   |  |  |
| <b>Recommendation Tracking</b>  |   |  |  |
| <b>Performance Monitoring</b>   |   |  |  |

Key: SB – Scrutiny Board (Safer and Stronger Communities) Meeting

WG – Working Group Meeting

## Scrutiny Board (Safer and Stronger Communities) Work Schedule for 2011/2012 Municipal Year

| Area of review  | Schedule of meetings/visits during 2011/12  |   |   |
|---|---|---|---|
|   | September   | October   | November  |
| <b>Reducing Burglary</b>  | Presentation on the Leeds Burglary Reduction Strategy - SB 12/09/11   |   |   |
| <b>Anti-Social Behaviour</b>  |   |   |   |
| <b>Streetscene Services</b>   |   |   |   |
| <b>Role of the third sector and Council in mitigating the negative effects of the recession upon communities.</b> |   |   | Strategic Planning and Policy Board Third Sector Review – Progress Report<br>SB 14/11/11 @ 10 am  |
| <b>Board initiated piece of Scrutiny work.</b>  | Reform of Council Housing Finance (development of new HRA Business Plan)<br>WG session 2 - 05/09/11 @ 10 am<br><br>Agree terms of reference for the Board's forthcoming inquiries on Private Rented Sector Housing and Fuel Poverty<br>SB 12/09/11 @ 10 am<br><br>Financial Health Monitoring Report<br>SB 12/09/11 @ 10 am | Dog Control Orders – Phase 2<br>WG session 2 – 21/10/11 @ 10 am<br><br>Fuel Poverty Inquiry – Session 1<br>WG 27/10/11 @ 10 am<br><br>Financial Health Monitoring Report<br>SB 10/10/11 @ 10 am<br><br>Review of Health and Safety and Food Safety Regulatory Services within Environmental Health – agree terms of reference - SB 10/10/11 @ 10 am | Dog Control Orders – Phase 2<br>SB 14/11/11 @ 10 am<br><br>Financial Health Monitoring<br>WG 10/11/11 @ 10 am<br>SB 14/11/11 @ 10 am<br><br>PRS Housing Inquiry -Session 1<br>WG 08/11/11 @ 10 am<br><br>Fuel Poverty Inquiry – Session 2<br>WG 21/11/11 @ 10 am<br><br>Reform of Council Housing Finance (development of new HRA Business Plan)<br>Session 3 WG – 4/11/11 @ 11 am<br>SB 14/11/11 @ 10 am<br><br>Health and Safety and Food Safety Regulatory Services Review<br>Session 1 WG – 28/11/11 @ 10am |
| <b>Crime and Disorder work</b>  |   |   |   |
| <b>Budget &amp; Policy Framework</b>  |   |   |   |
| <b>Recommendation Tracking</b>  | Gypsy and Travellers Site Provision in Leeds - SB 12/09/11 @ 10 am  | Offender Management - SB 10/10/11   | ALMO Shared Service Centre<br>SB 14/11/11   |
| <b>Performance Monitoring</b>   |   |   |   |

## Scrutiny Board (Safer and Stronger Communities) Work Schedule for 2011/2012 Municipal Year

| Area of review   | Schedule of meetings/visits during 2011/12   |   |  |
|--|--|---|--|
|  | December   | January   | February   |
| Reducing Burglary  |  |   |  |
| Anti-Social Behaviour  |  |   |  |
| Streetscene Services   |  |   |  |
| Role of the third sector and Council in mitigating the negative effects of the recession upon communities. |  |   |  |
| <b>Board initiated piece of Scrutiny work.</b>   | Financial Health Monitoring Report<br>SB 12/12/11 @ 10 am<br><br>PRS Housing Inquiry -Session 2 (part 1)<br>WG 06/12/11 @ 10 am<br><br>Fuel Poverty Inquiry – Session 3<br>WG 15/12/11 @ 10 am<br><br>Grounds Maintenance Contract Update<br>SB 12/12/11 @ 10 am | Financial Health Monitoring Report<br>SB 16/01/12 @ 10 am<br><br>PRS Housing Inquiry -Session 2 (part 2)<br>WG 05/01/12 @ 10 am<br><br>PRS Housing Inquiry -Session 3<br>WG 09/01/12 @ 10 am<br><br>Health and Safety and Food Safety Regulatory Services Review<br>Session 3 WG – 30/01/12 @ 11am<br><br>Car Parking Update<br>SB 16/01/12 @ 10am<br><br>2012/13 Budget proposals for E&N<br>WG – 04/01/12 @ 9.30 am | Financial Health Monitoring Report<br>SB 13/02/12 @ 10 am<br><br>Fuel Poverty Inquiry – Session 3 (part 2)<br>WG 01/02/12 @ 10 am - TBC<br><br>Fuel Poverty Inquiry – Session 4<br>WG 07/02/12 @ 11.30 am<br><br>Local Lettings Policies - update<br>SB 13/02/12 @ 10 am |
| <b>Crime and Disorder Committee work.</b>  |  |   | Police Reform and Social Responsibility Act Update report - SB 13/02/12 @ 10 am  |
| <b>Budget &amp; Policy Framework Plans</b>   |  |   |  |
| <b>Recommendation Tracking</b>   |  | Housing Lettings Process<br>SB 16/01/12 @ 10 am   |  |
| <b>Performance Monitoring</b>  | Quarter 2 performance report<br>SB 12/12/11 @ 10 am  |   |  |

## Scrutiny Board (Safer and Stronger Communities) Work Schedule for 2011/2012 Municipal Year

| Area of review  | Schedule of meetings/visits during 2011/12   |   |           |
|---|--|---|-----------|
|   | March  | April   | May (TBC) |
| <b>Reducing Burglary</b>  |  |   |           |
| <b>Anti-Social Behaviour</b>  | Update report following the Leeds Anti-Social Behaviour Review 'Operation Quest'<br>SB 12/03/12 @ 10 am                      |   |           |
| <b>Streetscene Services</b>   | Update report following the delegation of specified environmental services to Area Committees - SB 12/03/12 @ 10 am          |   |           |
| <b>Role of the third sector and Council in mitigating the negative effects of the recession upon communities.</b> |  |   |           |
| <b>Board initiated piece of Scrutiny work.</b>  | Financial Health Monitoring Report<br>SB 12/03/12 @ 10 am<br><br>Fuel Poverty Inquiry – Final session<br>WG 06/03/12 @ 10 am | Financial Health Monitoring Report<br>SB 03/04/12 @ 10 am |           |
| <b>Crime and Disorder Committee work.</b>   |  |   |           |
| <b>Budget &amp; Policy Framework Plans</b>  |  |   |           |
| <b>Recommendation Tracking</b>  |  |   |           |
| <b>Performance Monitoring</b>   | Quarter 3 performance report<br>SB 12/03/12 @ 10 am  |   |           |

Key: SB – Scrutiny Board (Safer and Stronger Communities) Meeting

WG – Working Group Meeting

## EXECUTIVE BOARD

WEDNESDAY, 14TH DECEMBER, 2011

**PRESENT:** Councillor K Wakefield in the Chair

Councillors J Blake, A Carter, M Dobson,  
R Finnigan, S Golton, P Gruen, R Lewis,  
A Ogilvie and L Yeadon

### 139 Introduction of the New City Solicitor

The Chair introduced and welcomed Catherine Witham, the newly appointed City Solicitor, to her first meeting of the Executive Board.

### 140 Late Items

There were no late items as such, however, it was noted that supplementary information had been circulated to Board Members following the despatch of the agenda in the form of a schedule of changes to the Leeds Development Framework Annual Monitoring Report based on comments received at the meeting of the Development Plan Panel held on 6<sup>th</sup> December 2011. The schedule was considered as part of agenda item 22 entitled, 'Local Development Framework Annual Monitoring Report 2011' (Minute No. 155 refers).

### 141 Declaration of Interests

Councillors Blake, Dobson, Gruen, Yeadon, Wakefield, Ogilvie, Finnigan, A Carter, R Lewis and Golton all declared personal interests in the agenda item entitled, 'Dog Control Orders – Phase 2', due to their respective positions as school governors (Minute No. 143 referred).

Councillor Wakefield declared a personal interest in the agenda item entitled, 'Commission on the Future of Local Government', due to his position as Chair of the Commission (Minute No. 160 referred).

A further declaration of interest was declared at a later point in the meeting (Minute No. 143 referred).

### 142 Minutes

**RESOLVED** – That the minutes of the meeting held on 2<sup>nd</sup> November 2011 be approved as a correct record.

## ENVIRONMENTAL SERVICES

### 143 Dog Control Orders - Phase 2

Further to Minute No. 110, 3<sup>rd</sup> November 2010, the Director of Environment and Neighbourhoods submitted a report presenting the outcomes arising from the consultation undertaken on changes to the Dog Control Orders for Leeds. The report also sought approval to implement further specified powers under the Clean Neighbourhoods and Environment Act 2005, with effect from 1st

Draft minutes to be approved at the meeting  
to be held on Wednesday, 4th January, 2012

January 2012, in addition to an enforcement policy regarding the walking of more than four dogs at one time. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

Following enquiries raised regarding the level of consultation which had been undertaken with schools in respect of their potential inclusion within the updated Dog Exclusion Order, officers undertook to re-engage with those schools which to date had not expressed an interest in being included within the Order.

Responding to comments raised which related to the issue of dog fouling, officers undertook to do further work on this matter, specifically addressing the points made during the meeting, namely, the possibility of additional bin provision and also the potential inclusion within the Orders of those public parks affected by dog fouling which were used as play facilities by young people.

The Board received assurances in respect of the further issues which had been raised, specifically regarding the enforcement and prosecution processes, together with the highly visible approach required when publicising such Orders.

In conclusion, the Chair thanked the Scrutiny Board (Safer and Stronger Communities) for the related work which they had undertaken on this issue.

#### **RESOLVED –**

- (a) That the outcomes arising from the consultation be noted.
- (b) That a Dog Control (Dogs on Leads at All Times) Order in the prescribed form be approved, requiring that on the specified land, dogs should be on a lead at all times. (The specified land will comprise all carriageways and adjacent footpaths and grass verges within the Leeds City Council district and in cemeteries and crematoria as detailed within Appendix A to the submitted report).
- (c) That the existing Dog Control (Dogs on Leads by Direction) Order (requiring dogs to be put on a lead when the person in control of it is directed to do so by an authorised officer) be revoked and that a new Order in the same terms be approved, which applies throughout the Leeds district on any land to which the Dog Control (Dogs on Leads at All Times) Order does not apply and to which the public are entitled or permitted to have access (with or without payment).
- (d) That the existing Dog Control (Exclusion) Order be revoked and replaced with a new Order with an updated schedule of land, as detailed within Appendix A to the submitted report, including other land designated for a specific purpose such as remembrance and wildlife gardens and school grounds where the schools have opted in to have such an order.

- (e) That the process for future review and consultation on the schedules of land within the Orders be agreed.
- (f) That the proposed Enforcement Policy for the Dog Specified Maximum Order be approved.

(Councillor Golton declared a personal interest in the decisions referred to within this minute, due to being a dog owner)

#### **144 Recycling Strategy**

Further to Minute No. 123, 2<sup>nd</sup> November 2011, the Director of Environment and Neighbourhoods submitted a report outlining proposals regarding the next phase of implementation for the Council's recycling collection strategy. In summary, the report presented the progress made against the existing recycling strategy, highlighted the extent to which current, planned initiatives would contribute towards recycling performance, detailed the Council's medium and long-term targets for recycling and outlined the strategy which would enable the Council to move towards achievement of its medium-term and longer-term goals. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

The Board considered and received assurances in respect of a number of issues and implications arising from the proposals, including the need to tailor services to meet the differing demands of households, the capacity of the black bins, the need for services to adapt to any missed collections, issues regarding food waste collection, the potential use of neighbouring authorities' sorting sites, the winter cessation of garden waste collection, the financial implications arising from the proposals and the possibility of expanding the recyclable waste collection to include materials such as glass.

#### **RESOLVED –**

- (a) That the contents of the submitted report be noted and that the vision and key principles of the Integrated Waste Strategy for Leeds be reaffirmed.
- (b) That the proposed increases to the Council's household waste recycling target to 55% by 2016, with a long-term target to exceed 60% be approved.
- (c) That the proposed expansion of the Rothwell recycling collection service by up to 6,000 properties in 2012/13 be approved, which includes an injection into the Capital Programme of £27,000 for the purchase of food waste bins, and necessary authority to spend this amount.
- (d) That the proposal to implement a pilot of fortnightly collections of recycling and residual waste during 2012/13 be approved.

- (e) That the aim to roll-out of food waste collections to suitable properties city-wide, with the speed of roll-out in line with resource availability be reaffirmed.
- (f) That the need to procure a treatment solution for food waste alongside the city-wide roll-out of food waste collections be noted, together with the intention to undertake a technical options appraisal with a view to promoting the delivery of an anaerobic digestion solution for Leeds, should this represent the best value for money and environmental option.
- (g) That officers' intentions to seek further Member approvals regarding specific collection service roll-out plans be noted.

(Under the provisions of Council Procedure Rule 16.5, Councillor A Carter required it to be recorded that he voted against the decisions taken above)

#### **145 Solar PV Initiative**

Further to Minute No. 198, 30<sup>th</sup> March 2011, the Director of Environment and Neighbourhoods submitted a report advising of the Government's proposed changes to the Feed-In Tariff (FIT) arrangements for Solar PV and the impact of such changes upon the Council's proposals regarding Solar PV initiatives. The report also presented for approval a response to the Government's consultation on the proposed changes, and outlined proposals to undertake further work on developing cost neutral renewable schemes for council housing and the private sector (including PV), funded via FITs and the Renewable Heat Incentive, once further details of FITs for community schemes had been announced. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

In responding to Members' enquiries, the Board received details regarding the process and speed at which the Solar PV initiative had been progressed in Leeds.

Following Members' comments, the Chief Executive highlighted the potential benefits which could be realised from the adoption of an appropriate scheme and suggested that any representations made on behalf of the Council in respect of this matter should be focussed upon the Renewable Heat Incentive.

#### **RESOLVED –**

- (a) That the contents of the submitted report and the reasons for putting both PV schemes on hold be noted.
- (b) That the formal response to the Department for Energy and Climate Change consultation, as detailed within Appendix 1 to the submitted report, be approved.
- (c) That officers be requested to continue to investigate the development of cost-neutral renewable schemes for council housing and the private



sector (including PV), funded via FITs and the Renewable Heat Incentive, once further details of FITs for community schemes are announced.

## **NEIGHBOURHOODS, HOUSING AND REGENERATION**

### **146 Gypsies and Travellers Site Options - Selection Criteria**

Further to Minute No. 57, 27<sup>th</sup> July 2011, the Director of Environment and Neighbourhoods submitted a report seeking the Board's approval to use the proposed site selection criteria, as detailed within the report, for the purposes of identifying potential sites to accommodate Gypsies and Travellers. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

In responding to Members' enquiries regarding access to the list of those potential sites which had been identified across the city, it was confirmed that details of the prioritised sites only would be released once the process of identifying such sites had concluded. In addition, Members emphasised the need for such processes to be undertaken thoughtfully and robustly.

#### **RESOLVED –**

- (a) That the contents of the submitted report be noted.
- (b) That the site selection criteria, as detailed within the submitted report, be approved.

(Under the provisions of Council Procedure Rule 16.5, Councillor A Carter required it to be recorded that he voted against the decisions taken above, whilst Councillor Finnigan required it to be recorded that he abstained from voting on the decisions taken above)

### **147 Police Reform and Social Responsibility Act 2011 - Implications of Elected Police and Crime Commissioner**

To consider the report of the Director of Environment and Neighbourhoods providing Executive Board with an overview of the Police Reform and Social Responsibility Act 2011, which received Royal Assent on 15<sup>th</sup> September 2011. In addition, the report highlighted the initial implications for Leeds arising from the introduction of a publicly elected Police and Crime Commissioner. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

Members highlighted the exceptional partnership which had been developed over time between the Police and the Council and emphasised the need for such a productive partnership to continue in the future.

In conclusion, the Chair requested that a report be submitted to a future meeting of the Board in respect of the Police Reform and an assessment of any associated risks to the Council.

**RESOLVED –**

- (a) That the Police Reform and Social Responsibility Act, which received Royal Assent on 15<sup>th</sup> September 2011 be noted, together with the fact that a public election will take place in the city in November 2012 to appoint a Police and Crime Commissioner for the West Yorkshire Police Force area.
- (b) That the initial implications associated with the introduction of an elected Police and Crime Commissioner from November 2012, as set out within the submitted report, be noted.
- (c) That it be noted that the West Yorkshire Police Authority will oversee the transitional arrangements in the preparation for the introduction of the Act, and that the excellent work which has taken place between the city and the Police Authority over the years be recognised.
- (d) That a project group be established to consider and make recommendations to the Safer Leeds Executive and the Council's Executive Board, on a range of issues, as outlined within section 5 of the submitted report, in preparation for the appointment of the Police and Crime Commissioner.
- (e) That a report be submitted to a future meeting of the Board in respect of the Police Reform and an assessment of any associated risks to the Council.

**CHILDREN'S SERVICES**

**148 Leeds Youth Offer**

The Director of Children's Services submitted a report providing background information about the broader vision for children and young people in Leeds, and how the proposed Leeds Youth Offer fitted into that vision. In addition, the report also presented a summary of current issues in relation to service delivery, service outcomes and investment, and suggested next steps. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

Following Members' enquiries, assurances were received in respect of greater emphasis being placed upon the role of the locality. In addition, it was proposed that an all party working group was established in order to progress the matters proposed.

**RESOLVED –** That the proposed outline vision and next steps for the delivery of a bigger, bolder, better offer for the young people of Leeds be supported.

**149 The Ofsted Annual Assessment of Children's Services in Leeds**

The Director of Children's Services submitted a report presenting the findings of Ofsted's Annual Assessment of Children's Services in Leeds. The Assessment was reported in the form of a letter to the local authority, as detailed at appendix 1 to the covering report, which was published on the Ofsted website on the 8<sup>th</sup> November 2011. In determining this matter, the

Draft minutes to be approved at the meeting to be held on Wednesday, 4th January, 2012

Board took into consideration all matters contained within the accompanying report.

On behalf of the Board, the Chair thanked all of those who had been involved in achieving the improved Ofsted Annual Assessment for Leeds.

**RESOLVED –**

- (a) That the content of the Ofsted Annual Assessment letter, as detailed within appendix 1 to the submitted report be noted.
- (b) That the ongoing improvement work which is taking place across the service be supported.

**150 Transfer of Council Owned Land and Buildings to Academies**

The Director of Children's Services submitted a report which sought in principle approval to the disposal of land, by way of a 125 year lease, to schools converting to Academy status, in accordance with the Academies Act 2010. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

In response to Members enquiries, the Board was advised that any restrictions placed upon land which was transferred to Academies would be included within the lease.

**RESOLVED –** That the principle of disposing of land to schools converting to Academies, on the basis set out within the submitted report, be approved, with the final approval of the terms of such disposals being delegated to the Director of City Development, in consultation with the Director of Children's Services, Lead Members and appropriate Ward Members.

**LEISURE**

**151 Scrutiny Board Recommendations - Cemeteries and Crematoria Horticultural Maintenance**

Further to Minute No. 85, 7<sup>th</sup> September 2011, the Director of City Development submitted a report detailing and considering the recommendations arising from the former Scrutiny Board (City Development) inquiry into 'Cemeteries and Crematoria Horticultural Maintenance' and setting out proposals in light of the recommendations made, with particular reference to recommendation 2 of the inquiry report. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

The Executive Member for Leisure thanked the former Scrutiny Board (City Development) for the work which it had undertaken and provided the Board with clarification on a minor error in respect of paragraph 4.6 of the submitted report.

**RESOLVED –**

- (a) That the contents of the submitted report be noted.

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- (b) That approval be given to grave conditions being enforced on cemetery extensions and new cemeteries, following consultation on a site by site basis, in order to determine the proportion of lawned and non-lawned areas.
- (c) That approval be given to the enforcement process set out in paragraph 3.5 of the submitted report, which will take account of any specific faith issues that may be applicable when imposing grave conditions.
- (d) That approval be given to the provision of a designated area for memorials to be placed in strewing areas, as illustrated within Appendix 1 – 3(a) of the submitted report.

### **ADULT HEALTH AND SOCIAL CARE**

#### **152 Proposed Changes to Partnership Arrangements between Leeds City Council Adult Social Care and Leeds Partnerships NHS Foundation Trust**

The Director of Adult Social Services submitted a report regarding the proposed integration of the specialist mental health social care services with the specialist secondary mental health service, which would include Leeds Partnership Foundation Trust (LPFT) acting as host organisation for the partnership. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

#### **RESOLVED –**

- (a) That the proposal to integrate specialist mental health social care services with specialist secondary mental health service, with LPFT acting as host organisation for the partnership, be approved.
- (b) That the development of a Section 75 agreement, detailing the governance of the partnership between Adult Social Care and LPFT, be approved.
- (c) That the secondment of social care staff to LPFT from 1st April 2012 be agreed.
- (d) That it be noted that further detailed work will be undertaken to ensure the ongoing balance of social care management within the partnership.
- (e) That the review of roles and functions of social work within the partnership be noted.

### **RESOURCES AND CORPORATE FUNCTIONS**

#### **153 Financial Health Monitoring 2011/12 - Month 7**

The Director of Resources submitted a report setting out the Council's projected financial health position after seven months of the financial year. The report reviewed the position of the budget after seven months and

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commented upon the key issues impacting on the overall achievement of the budget for the current year. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

In presenting the report, the Director of Resources provided Members with more recent information which had been received regarding financial contributions from the health service and advised that further details on this matter would be submitted to the next meeting of the Board.

Members emphasised concerns which had previously been raised regarding the need for issues relating to city centre car parking provision to be further considered and addressed. In response, the Director of City Development undertook to liaise with the Director of Environment and Neighbourhoods and report back to the Board on this matter.

Following Members' enquiries, the Board received an update both on the current overall position regarding Looked After Children and also in respect of Residential and Nursing Care Placements.

**RESOLVED –**

- (a) That the projected financial position of the authority, after seven months of the financial year, be noted.
- (b) That a report be submitted to a future meeting of the Board regarding city centre car parking provision.

**154 Initial Budget Proposals**

The Director of Resources submitted a report presenting the initial budget proposals for 2012/2013, which together with a forecast for 2013/2014 and 2014/2015, would form the basis of the Council's new medium term financial strategy. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

Members were updated on the Local Government Finance Settlement, which had been announced following the publication of the report. The Board then thanked officers for all of their efforts on the savings which had been achieved to date.

**RESOLVED –** That the submitted report be agreed as the initial budget proposals and that such proposals be submitted to Scrutiny for consideration, with the proposals also being used as a basis for wider consultation with stakeholders.

(Under the provisions of Council Procedure Rule 16.5, Councillors A Carter and Golton required it to be recorded that they both abstained from voting on the decisions taken above)

(The matters referred to within this minute were not eligible for Call In, as decisions regarding the Council's budget are reserved to Council)

## **DEVELOPMENT AND THE ECONOMY**

### **155 Local Development Framework Annual Monitoring Report 2011**

The Director of City Development submitted a report presenting for approval the Leeds Local Development Framework (LDF) Annual Monitoring Report 2011 for the purposes of submission to the Secretary of State, which was pursuant to Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

Full copies of the Leeds LDF Annual Monitoring Report 2011 had been provided to Board Members for their consideration at the time of the agenda despatch. In addition, following the circulation of the agenda, supplementary information in the form of a schedule of changes to the Monitoring Report, based upon comments received at the meeting of the Development Plan Panel held on 6<sup>th</sup> December 2011, had been circulated to Board Members for their consideration.

Members discussed the content of the submitted report with respect to the matter of localism.

#### **RESOLVED –**

- (a) That the contents of the submitted report be noted.
- (b) That the Leeds Local Development Framework Annual Monitoring Report 2011 be approved for submission to the Secretary of State by 31<sup>st</sup> December 2011.

### **156 The Community Infrastructure Levy - Background Information, the Leeds context, and consultation response to the Government's draft regulations for reform**

The Director of City Development submitted a report presenting for approval the Council's proposed response to the Government consultation exercise being undertaken in respect of the Community Infrastructure Levy (CIL). In addition, the report also provided background to the CIL and its implementation in Leeds, whilst also addressing the recommendation of the Scrutiny Board (Regeneration) on the proportion of CIL that should be allocated to local communities, a matter which was previously considered at the Executive Board meeting held on 2<sup>nd</sup> November 2011 (Minute No 117 referred). In determining this matter, the Board took into consideration all matters contained within the accompanying report.

Concerns were expressed that the level of the CIL which would be retained in local areas, as suggested within the submitted report as part of the draft response to the Government's related consultation exercise, may be too low and did not represent a 'meaningful proportion'. Concerns were also raised regarding the proposal, also within the draft response to the Government's related consultation exercise, to remove the cap on the amount of levy funding that charging authorities may apply to administrative expenses. In

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response, the Chair requested that further work be undertaken in relation to all the concerns raised, with a further report on such matters being submitted to the Board in due course, in order to inform the Council's position.

**RESOLVED –**

- (a) That the background information relating to the implementation of the Community Infrastructure Levy in Leeds be noted.
- (b) That a Community Infrastructure Levy Charging Schedule be developed as a matter of priority, and that the necessary funding, as set out within paragraph 4.4.2 of the submitted report, be approved.
- (c) That further work be undertaken in relation to all the concerns raised during the discussion, with a further report on such matters being submitted to the Board in due course.

(Under the provisions of Council Procedure Rule 16.5, Councillor A Carter required it to be recorded that he abstained from voting on the decisions taken above)

**RESOURCES AND CORPORATE FUNCTIONS**

**157 2011/2012 Quarter 2 Performance Report**

The Assistant Chief Executive (Customer Access and Performance) submitted a report presenting a summary of the Quarter 2 performance data for 2011/12 which provided an update on progress in delivering the Council Business Plan 2011-15 and the City Priority Plan 2011-15. In addition, the report also provided an update on the related work undertaken to implement an Outcomes Based Accountability approach within the Council as considered by the Board, at its meeting on 22<sup>nd</sup> June 2011. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

**RESOLVED –**

- (a) That the five key issues which have been highlighted: Budget, Looked-after children, Rate of Domestic Burglary, Transport and Planning Performance be noted, together with the work underway to address such issues.
- (b) That it be ensured that all reports Executive Board receive clearly evidence that effective consultation has taken place as appropriate and that due regard has been given to equality.
- (c) That the intention for the strategic partnerships to ensure that the focus remains on delivery be noted and that they lead a robust debate with partners on the performance reports for the shared city priorities.

**158 Response to Scrutiny Board (Resources and Council Services) Inquiry Report into Employees' Register of Interests**

The Director of Resources submitted a report responding to the recommendations arising from the Scrutiny Board (Resources and Council Services) inquiry into Employees' Register of Interests and outlining the actions proposed as a result. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

**RESOLVED** – That the proposals, as set out within the submitted report, be adopted.

**159 Equality Improvement Priorities 2011-2015**

The Assistant Chief Executive (Customer Access and Performance) submitted a report presenting for approval the Equality Improvement Priorities 2011-2015, together with the revised Equality and Diversity Policy which outlined the Council's continued commitment to equality, detailed the Council's equality objectives, identified how progress would be measured and how the Council would continue to improve and further embed the equality agenda. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

Members discussed the involvement of the Member Working Group in the work undertaken on the Equality Improvement Priorities, whilst the Chair congratulated all of those officers who had been involved in the Diversity Peer Assessment, which had received an 'excellent' rating against the Equality Framework for Local Government.

**RESOLVED** –

- (a) That the contents of the submitted report be noted.
- (b) That the Equality Improvement Priorities for 2011 to 2015 be agreed and approved.
- (c) That the revised Equality and Diversity Policy be agreed and approved.
- (d) That the proposal to circulate the submitted report to Area Committees, so that all Members are aware of the Council's Equality and Diversity Policy and Improvement Priorities, be noted.

**160 Commission on the Future of Local Government**

The Assistant Chief Executive (Customer Access and Performance) submitted a report providing an update on the work of the Commission on the Future of Local Government, which was exploring the concept of Civic Enterprise as a way to respond to the extreme change and challenges facing local government. In determining this matter, the Board took into consideration all matters contained within the accompanying report.

The Chair invited all relevant parties to provide their submissions to the Commission on the matters relating to the future role of Local Government, as detailed within the submitted report. The Chair advised that following further



work being undertaken by the Commission, the matter would be brought back to the Board for further consideration in the Spring of 2012.

**RESOLVED –**

- (a) That the work currently being undertaken by the Commission be noted.
- (b) That Executive Board continue to engage with the process, as detailed within the submitted report, with further updates being received by the Board as the Commission progresses.

**DATE OF PUBLICATION:** 16<sup>TH</sup> DECEMBER 2011

**LAST DATE FOR CALL IN  
OF ELIGIBLE DECISIONS:** 23<sup>RD</sup> DECEMBER 2011 (5.00 P.M.)

(Scrutiny Support will notify Directors of any items called in by 12.00 p.m. on 28<sup>th</sup> December 2011)

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**FORWARD PLAN OF KEY DECISIONS**  
**Relating to Scrutiny Board (Safer and Stronger Communities)**

1 January 2012 – 30 April 2012



**LEEDS CITY COUNCIL**

**FORWARD PLAN OF KEY DECISIONS**

For the period 1 January 2012 to 30 April 2012

| <b>Key Decisions</b>  | <b>Decision Maker</b>                      | <b>Expected Date of Decision</b> | <b>Proposed Consultation</b> | <b>Documents to be Considered by Decision Maker</b>                                  | <b>Lead Officer</b><br>(To whom representations should be made and email address to send representations to) |
|---|--|----------------------------------|------------------------------|--|--|
| Request to invoke Contracts Procedure Rule 25.1 to invoke the twelve month extension period to the existing 2+1 year Supporting People contract with Leeds Housing Concern from 11.12.2011 to 10.12.2012<br>Approval to invoke Contracts Procedure Rule 25.1 to invoke the 12 month extension period to the existing 2+1 year Supporting People Contract with Leeds Housing Concern from 11.12.2011 to 10.12.2012 | Director of Environment and Neighbourhoods | 1/1/12                           | n/a                          | Report to be presented to the Delegated Decision Panel prior to decision being taken | neil.evans@leeds.gov.uk  |

| <b>Key Decisions</b>   | <b>Decision Maker</b>                             | <b>Expected Date of Decision</b> | <b>Proposed Consultation</b> | <b>Documents to be Considered by Decision Maker</b>           | <b>Lead Officer</b><br>(To whom representations should be made and email address to send representations to) |
|--|---|----------------------------------|------------------------------|---|--|
| <p>Request to extend the current Supporting People contract with St. Anne's Community Services for the Holdforth Court hostel service and the Alcohol Floating Support Service for 12 months; this is maximum contract extension period. The total annual con</p> <p>Authorisation to extend the current Supporting People contract with St. Anne's Community Services for the Holdforth Court hostel service and the Alcohol Floating Support Service for 12 months, this is maximum contract extension period. The total annual contract value is approximately £382,279.98.</p> | <p>Director of Environment and Neighbourhoods</p> | <p>1/1/12</p>                    | <p>n/a</p>                   | <p>Report to be presented to the Delegated Decision Panel</p> | <p>neil.evans@leeds.gov.uk</p>   |

| <b>Key Decisions</b>  | <b>Decision Maker</b>                             | <b>Expected Date of Decision</b> | <b>Proposed Consultation</b> | <b>Documents to be Considered by Decision Maker</b>   | <b>Lead Officer</b><br>(To whom representations should be made and email address to send representations to) |
|---|---|----------------------------------|------------------------------|---|--|
| <p>Request to enter into a further 6(+6) month contract with CRI for the DIP and Integrated Offender Management Services at a cost of £979,129.00 (annualised amount)</p> <p>Authorisation to enter into a further 6(+6) month contract with CRI for the DIP and Integrated Offender Management Services at a cost of £979,129.00 (annualised amount)</p> | <p>Director of Environment and Neighbourhoods</p> | <p>1/1/12</p>                    | <p>n/a</p>                   | <p>Report to be presented to the Environments and Neighbourhoods Delegated Decision Panel</p> | <p>neil.evans@leeds.gov.uk</p>   |

| <b>Key Decisions</b>  | <b>Decision Maker</b>   | <b>Expected Date of Decision</b> | <b>Proposed Consultation</b>   | <b>Documents to be Considered by Decision Maker</b>                           | <b>Lead Officer</b><br>(To whom representations should be made and email address to send representations to) |
|---|---|----------------------------------|--|---|--|
| Neighbourhood Pride/Community First Approval to establish a Neighbourhood Pride Investment Fund; to support the Council's cooperation in establishing the Community First Programme in Leeds and, to endorse its alignment with Neighbourhood Pride | Executive Board (Portfolio: Neighbourhoods, Housing and Regeneration) | 4/1/12                           | Ward Members, Local Communities, Third Sector and other stakeholders                       | The report to be issued to the decision maker with the agenda for the meeting | james.rogers@leeds.gov.uk  |
| Refurbishment of Street Lighting in High Street Boston Spa<br>To consider the proposal to install a minimal lighting scheme on the High Street, Boston Spa  | Executive Board (Portfolio: Development and the Economy)              | 10/2/12                          | Internal Officers, Ward Members and Boston Spa Parish Council have already been consulted. | The report to be issued to the decision maker with the agenda for the meeting | andrew.molyneux@leeds.gov.uk   |



| <b>Key Decisions</b>  | <b>Decision Maker</b>                                    | <b>Expected Date of Decision</b> | <b>Proposed Consultation</b>   | <b>Documents to be Considered by Decision Maker</b>                           | <b>Lead Officer</b><br>(To whom representations should be made and email address to send representations to) |
|---|--|----------------------------------|--|---|--|
| Camera Enforcement of Bus Lanes (BLE)-Phase 2, Leeds City Wide Approval Agree to roll out the BLE to all remaining Bus Lanes and gates in Leeds. Allow the inclusion of cameras for enforcement as part on new bus lane and bus gate schemes. | Executive Board (Portfolio: Development and the Economy) | 10/2/12                          | Consultations were carried out as part of the BLE Phase 1 pilot. Press releases will be issued to notify motorists of the expansion of the system. | The report to be issued to the decision maker with the agenda for the meeting | gary.bartlett@leeds.gov.uk   |

## **NOTES**

Key decisions are those executive decisions:

- which result in the authority incurring expenditure or making savings over £250,000 per annum, or
- are likely to have a significant effect on communities living or working in an area comprising two or more wards

### **Executive Board Portfolios**

### **Executive Member**

|  |                            |
|--|----------------------------|
| Resources and Corporate Functions          | Councillor Keith Wakefield |
| Development and the Economy                | Councillor Richard Lewis   |
| Environmental Services                     | Councillor Mark Dobson     |
| Neighbourhoods Housing and<br>Regeneration | Councillor Peter Gruen     |
| Children's Services                        | Councillor Judith Blake    |
| Leisure                                    | Councillor Adam Ogilvie    |
| Adult Health and Social Care               | Councillor Lucinda Yeadon  |
| Leader of the Conservative Group           | Councillor Andrew Carter   |
| Leader of the Liberal Democrat<br>Group    | Councillor Stewart Golton  |
| Leader of the Morley Borough Indep         | Councillor Robert Finnigan |

In cases where Key Decisions to be taken by the Executive Board are not included in the Plan, 5 days notice of the intention to take such decisions will be given by way of the agenda for the Executive Board meeting.

**LEEDS CITY COUNCIL**

**BUDGET AND POLICY FRAMEWORK DECISIONS**

| <b>Decisions</b>   | <b>Decision Maker</b> | <b>Expected Date of Decision</b> | <b>Proposed Consultation</b>   | <b>Documents to be considered by Decision Maker</b>                       | <b>Lead Officer</b>  |
|--|-----------------------|----------------------------------|--|---|--|
| Vision for Leeds   | Council               | To be confirmed                  | Via Executive Board, all Scrutiny Boards   | Report to be issued to the decision maker with the agenda for the meeting | Assistant Chief Executive (Planning, Policy and Improvement) |
| Council Business Plan  | Council               | July 2013                        | Via Executive Board, all Scrutiny Boards   | Report to be issued to the decision maker with the agenda for the meeting | Assistant Chief Executive (Policy, Planning and Improvement) |
| Safer and Stronger Communities Plan (includes Safer and Stronger Communities City Priority Plan) | Council               | July 2013                        | Via Executive Board, Scrutiny Board (Safer and Stronger Communities), Leeds Initiative Board, Safer and Stronger Communities Partnership Board | Report to be issued to the decision maker with the agenda for the meeting | Director of Environment and Neighbourhoods                   |

**NOTES:**

The Council's Constitution, in Article 4, defines those plans and strategies which make up the Budget and Policy Framework. Details of the consultation process are published in the Council's Forward Plan as required under the Budget and Policy Framework.

Full Council ( a meeting of all Members of Council) are responsible for the adoption of the Budget and Policy Framework.