



NOTICE OF MEETING

**Special Meeting of the Overview and Scrutiny Commission
Wednesday 1 April 2009, 7.30 pm
Council Chamber, Fourth Floor, Easthampstead House, Bracknell**

To: OVERVIEW AND SCRUTINY COMMISSION

Councillor Edger (Chairman), Councillor McLean (Vice-Chairman), Councillors Mrs Birch, Brunel-Walker, Burrows, Finnie, Leake, Mrs Shillcock, Thompson, Virgo, Ms Whitbread and Worrall

Church Representative Members (Voting in respect of Education matters only)

Mr G S Anderson and Mr M G Gibbons

Parent Governor Representative Members (Voting in respect of Education matters only)

Dr P Josephs-Franks

cc: Substitute Members of the Commission

Councillors Baily, Mrs Beadsley, Beadsley, Browne, Dudley, Mrs Pile and Wade

ALISON SANDERS
Director of Corporate Services

EMERGENCY EVACUATION INSTRUCTIONS

- 1 If you hear the alarm, leave the building immediately.
- 2 Follow the green signs.
- 3 Use the stairs not the lifts.
- 4 Do not re-enter the building until told to do so.

If you require further information, please contact: Priya Patel
Telephone: (01344) 352281
Email: priya.patel@bracknell-forest.gov.uk
Published: 27 March 2009

Overview and Scrutiny Commission
Wednesday 1 April 2009, 7.30 pm
Council Chamber, Fourth Floor, Easthampstead House,
Bracknell

AGENDA

Page No

1. **APOLOGIES FOR ABSENCE/SUBSTITUTE MEMBERS**

To receive apologies for absence and to note the attendance of any substitute members.

2. **MINUTES AND MATTERS ARISING**

To approve as a correct record the minutes of the meeting of the Overview and Scrutiny Commission held on 19 March 2009. (to follow)

1 - 6

3. **DECLARATIONS OF INTEREST AND PARTY WHIP**

Members are asked to declare any personal or prejudicial interest and the nature of that interest, including the existence and nature of the party whip, in respect of any matter to be considered at this meeting.

4. **URGENT ITEMS OF BUSINESS**

Any other items which, pursuant to Section 100B(4)(b) of the Local Government Act 1972, the Chairman decides are urgent.

OVERVIEW & POLICY DEVELOPMENT

5. **REPORT OF THE WORKING GROUP ON CHILDREN'S CENTRES AND EXTENDED SCHOOLS SERVICES**

To adopt the report of a joint working group of the Health and Social Care and Learning Overview and Scrutiny Panels on Children's Centres and Extended Schools Services.

7 - 58

6. **REPORT OF THE WORKING GROUP ON WASTE & RECYCLING**

To adopt the report of a Working Group of the Environment, Culture and Communities Overview and Scrutiny Panel on Waste & Recycling.

59 - 126

7. **LETTER OF THE WORKING GROUP ON SERVICES FOR PEOPLE WITH LEARNING DISABILITIES**

To adopt the letter of a working group of the Social Care and Learning Panel on Services for People with Learning Disabilities.

127 - 134

PERFORMANCE MONITORING

8. **APPROACH TO OVERVIEW AND SCRUTINY OF BRACKNELL FOREST PARTNERSHIP**

To endorse the proposed approach to Overview and Scrutiny of
Bracknell Forest Partnership.

135 - 146

This page is intentionally left blank



**OVERVIEW AND SCRUTINY COMMISSION
19 MARCH 2009
7.30 - 9.50 PM**

Present:

Councillors Edger (Chairman), McLean (Vice-Chairman), Mrs Birch, Brunel-Walker, Burrows, Finnie, Leake, Mrs Shillcock, Thompson, Virgo, Ms Whitbread and Worrall
Dr P. Josephs-Franks

Apologies for absence were received from:

Mr G. Anderson and Mr I. Sharland

In attendance:

Alison Sanders, Director of Corporate Services
Victor Nicholls, Assistant Chief Executive
Sally Hendrick, Head of Audit & Risk Management
Richard Beaumont, Head of Overview & Scrutiny
Priya Patel, Democratic Services Officer
Emma Silverton, Overview & Scrutiny Officer

63. Minutes and Matters Arising

RESOLVED that subject to the addition of Councillor Mrs Birch to the final sentence of Minute 62, the minutes of the meeting of the Commission held on 22 January 2009 be approved as a correct record and signed by the Chairman.

Matters Arising

Minute 58, It was confirmed that the references to the Council's Medium Term Objectives were correct, as the new MTO's would take effect from April 2009.

The Head of Overview and Scrutiny confirmed that all actions required from the last meeting had been completed, with various items of information having been sent to Members.

64. Declarations of Interest and Party Whip

There were no declarations of interest made at the meeting or indications that Members would be participating whilst under the party whip.

65. Urgent Items of Business

Pursuant to Section 100B(4)(b) of the Local Government Act 1972, the Chairman decided that the following item of business was urgent:

- The Government's plans to commence the Overview and Scrutiny provisions in the Police and Justice Act 2006, including an opportunity to comment on the draft Statutory Instrument containing the detailed regulations, by 25 March 09.

The Chairman decided that this item was urgent due to the short timescale in which was available to respond to the Statutory Instrument.

It was reported that the main thrust of the Police and Justice Act and its Explanatory Memorandum was to extend the remit of local authorities to scrutinise the functioning of the local Crime and Disorder Reduction Partnership (CDRP)/Community Safety Partnership (CSP).

The Act required every local authority to have a crime and disorder committee with the power to review and scrutinise, and make reports or recommendations, regarding the functioning of the responsible authorities of the local CDRP/CSP, and required ward Councillors to respond to any 'Community call for Action' from anybody living or working in the area which they represent, on a matter concerning crime and disorder (including anti-social behaviour and behaviour adversely affecting the environment) or substance abuse in that area .

The draft Statutory Instrument covered co-option arrangements, the need for councils to form a 'Crime and Disorder' O&S committee (though this could be part of another committee), a requirement for that committee to meet at least twice each year, powers to require information and attendance of officers in the Council and partner organisations, and the power to issue reports and receive responses to them.

The Head of Overview and Scrutiny reported that he was satisfied that the draft Statutory Instrument was acceptable and did not raise any particular concerns for the Council or its partners.

Members considered whether the scrutiny of the Crime & Disorder Reduction Partnership should fall under the remit of the Commission or whether it would be better placed under the remit of the Environment, Culture & Communities O&S Panel. Members expressed concern about the potential workload this could create for both officers and members.

The Chairman, Vice-Chairman and Councillor Leake agreed to consider further where the responsibility for the scrutiny of crime and disorder should rest and report back to the Commission.

66. Executive Response to the Review of the Implications of English as an Additional Language in Bracknell Forest Schools

The Chairman informed the Commission that he had excused the Executive Member for Education and Libraries from attending the meeting, as the letter he had submitted gave a very full and positive response.

Members asked that their thanks be expressed to the Executive Member for the comprehensive response provided. The Chairman confirmed that the Executive Member would be attending the Social Care and Learning O&S Panel to present his response.

67. Executive Forward Plan

It was reported that the Local Area Agreement Refresh would involve updating all information as necessary and the drafting of an updated document.

Members expressed concern that the definitions for people over 50 were not appropriate. It was reported that these definitions were nationally prescribed and recognised and so could not be amended. It was noted that the Commission's Working Group were in the process of reviewing the draft Older People's Strategy.

68. **Performance Monitoring Reports (PMR)**

The Commission considered the Performance Monitoring Reports for quarter three (October to December) of the 2008/09 financial year for the Chief Executive's Office and the Corporate Services Department.

Chief Executive's Office

It was reported that out of 71 actions, 64 were progressing well, those that were not progressing as well were related mainly to the development of the Town Centre.

In terms of looking ahead, officers were working hard with Thames Valley Police to acquire Automatic Number Plate Recognition cameras. Lots of work around the quality of data for the LAA was being undertaken, as well as an economic assessment of the Borough.

Members queried the increase in acquisitive crime that was presented in the report and it was reported that this mainly related to burglaries, in particular distraction and letterbox burglaries. Research indicated a link to the economic downturn. Crime figures had been discussed with the Police and dedicated Police officers were being allocated to affected areas.

Members expressed concern that some of the omitted data in the report was due to be provided by Government agencies. It was reported that Government Office for the South East had been alerted to this and that the Corporate Area Assessment Lead from the Audit Commission had also been informed.

The Assistant Chief Executive undertook to provide members with a comment on performance indicator NI 152.

Corporate Services

The Director of Corporate Services gave a presentation on the performance of Corporate Services during quarter 3. It was reported that all actions were progressing well, aside from those related to the Town Centre.

The Director of Corporate Services agreed to provide members with a copy of the results of the Neighbourhood Survey once they were available.

Members expressed concern that the 'avoidable contact' national indicator could lead to unnecessary added time to processes and red tape. It was reported that staff had used this indicator to reconsider how processes were completed and looked at how they could make them more efficient. Overall it had been a positive exercise.

The Chairman asked for further information on judicial reviews as outlined on page 4 of the report.

69. Local Area Agreement Performance Progress Report

The Commission considered the performance progress report for the Local Area Agreement for quarter three (October to December) of the 2008/09 financial year. It was reported that there were currently three red indicators as outlined on page 22 of the agenda papers.

Members felt that the report gave them too much information which was not very meaningful in places as some data was not yet available. It was agreed that in future the Commission could receive a quarterly summary report, with specifics highlighted from the data section. In addition, annually the Commission could receive the complete report with all data and a summary included.

Members noted that NI47 (Road traffic casualties) presented a good example of where the input of an O&S working group had led to a significantly improved outcome.

It was confirmed that the revenue expenditure implications of landfill had been taken into account in the budget-setting process.

The Chairman asked for more information as to why the Probation Service was not communicating with officers.

70. Corporate Performance Overview Report

The Commission noted the performance report and noted that most of the 'red' service plan objectives related to the economic downturn.

71. Risk Management Update

The Commission received an update on the Council's strategic risk management from the Head of Audit and Risk Management. It was reported that a revised risk management toolkit had been developed and that the strategic risk register had been updated.

It was reported that Appendix B of the report outlined action plans that had been developed with Directors. It was reported that most actions were progressing well but that a few actions were not on track and these were highlighted in the report. In particular, Government Connect as detailed on page 162, was now back on track.

In terms of Revenue Optimisation as detailed on page 171, this had been considered by both the Corporate Management Team and the relevant Departmental Management Teams to consider if there were any other areas where income could be further generated.

In terms of Demand Led Services as detailed on page 147, members asked that the impact on staff morale be added to the report.

The Chairman commended officers for the progress being made on risk management.

72. Overview and Scrutiny Quarterly Progress Report

The Commission considered a report that set out Overview and Scrutiny (O&S) activity for the period November 2008 to January 2009, noted the significant national developments in O&S and endorsed the indicative work programme for O&S in 2009/10.

It was reported that the indicative work programme for O&S had been endorsed by both the Health and Environment, Culture & Communities O&S panels and would be submitted at the Social Care & Learning Panel in the coming week.

Members noted that some reviews had been omitted from page 195 of the report and asked that the list be refreshed.

73. **Annual Report of Overview and Scrutiny**

Members thanked officers for a good report that was well put together.

Members asked that the list of reports detailed on page 233 be refreshed to include the report on Carers and on the Local Area Agreement as well as ensure there were no other omissions. In addition, the working group established to look at Care Homes needed to be deleted.

The Chairman asked that members agree the additional paragraphs concerning managing the workload of O&S that were to be inserted into the Annual Report that had been circulated to members both prior to the meeting by e-mail and at the meeting.

Members expressed concern about the significantly increased workload likely to be taken on by the Overview and Scrutiny team and felt strongly that extra resources for this team would be required to take this work forward. The Chairman stated that he would make this point clearly when he presented this report to the Council.

The Commission agreed:

- i) to adopt the annual report of Overview and Scrutiny for 2008/09, with the insertion of the extra wording circulated to members and including the indicative work programme for 2009/10.
- ii) to delegate to the Chairman, any changes to the report arising from observations from the Corporate Management Team and the Council's Executive. The Chairman stated that if substantial amendments were proposed that he would circulate them to Commission members for agreement.

74. **Updates from Panel Chairmen**

Social Care & Learning O&S Panel

It was reported that the Learning Disabilities Working Group was now complete. On the 14-19 Education Working Group, the Lead Member had been pleased with the scoping exercise, the main priorities were around the Not in Education, Employment or Training (NEET) group.

Health O&S Panel

It was reported that two new working groups were already in the work programme and that last year's work was now complete.

Environment, Culture & Communities O&S Panel

It was reported that the report on Waste and Recycling had now been approved. Housing and Council Tax work was progressing well. The Community Arts Strategy work had now also concluded.

CHAIRMAN

OVERVIEW AND SCRUTINY COMMISSION 1 APRIL 2009

CHILDREN'S CENTRES AND EXTENDED SCHOOLS SERVICES – WORKING GROUP REPORT (Head of Overview and Scrutiny)

1 INTRODUCTION

- 1.1 This report presents the attached report resulting from the review of Children's Centres and Extended Services in and Around Schools undertaken by a joint working group of the Health and Social Care and Learning Overview and Scrutiny (O&S) Panels.
- 1.2 This report was considered by the Health and Social Care and Learning Overview and Scrutiny O&S Panels at their meetings on 12 and 17 March respectively, and the outcome of those discussions has been taken into account by the Lead Member in the revised report attached.

2 SUGGESTED ACTION

- 2.1 **That the Overview and Scrutiny Commission adopts the attached report of the review of Children's Centres and Extended Services in and Around Schools undertaken by a joint working group of the Health and Social Care and Learning Overview and Scrutiny (O&S) Panels, for sending formally to the Executive Members for Children & Young People, and Education & Libraries.**

Background Papers

None

Contact for further information

Richard Beaumont – 01344 352283
e-mail: richard.beaumont@bracknell-forest.gov.uk

Doc. Ref

-

This page is intentionally left blank



**A Review of Children's Centres and Extended Services in
and Around Schools in Bracknell Forest by a Joint Working
Group of the**

**Health Overview & Scrutiny Panel and
Social Care & Learning Overview & Scrutiny Panel**



March 2009

Table of Contents

	Page Number
1. Foreword by the Lead Member	1
2. Background	2
3. Investigation, Information Gathering and Analysis	6
4. Conclusions	24
5. Recommendations	27
6. Glossary	29
Appendix 1 - The Scope of the Review	30
Appendix 2 – Map of Area Steering Groups	33
Appendix 3 – New Performance Management Framework for Children’s Centres	34
Appendix 4 – Progress / Highlight Report: Extended Schools Services	36
Appendix 5 – Extended Services – position of Bracknell Forest Schools October 2008	41
Appendix 6 – Progress / Highlight Report: Children’s Centres	44
Appendix 7 – Children’s Centres Performance indicators	47
Appendix 8 - Map of Children’s Centres	48

Acknowledgements

The Working Group would like to express its thanks and appreciation to the following people for their co-operation and time. All those who have participated in the review have been thanked for their contribution and provided with a copy of this report.

Kim Barraclough	Extended Schools Area Co-ordinator
Louise Bowman	Family Outreach Worker, NCH at The Rowans
Shelagh Davies	Health Visitors Team Leader
Dawn Day	Extended Schools Area Co-ordinator
Katie Dover	Policy Officer (Scrutiny)
Karen Frost	Early Years Manager
Debbie Green	Family Support Adviser, Birch Hill Primary School
Alan Harding	Headteacher, Birch Hill Primary School
Maria James	Parenting Worker
Julia Lamming	Community Public Health Nurse
Cath Lowther	Manager of The Rowans Children’s Centre
Liz Norris	Headteacher, Sandy Lane Primary School
Bridget Shepherd	Children’s Centre Co-ordinator
Tina Stevenson	Extended Services Area Co-ordinator
Graham Symonds	Extended Services Manager
Sandra Woodward	Manager of The Oaks Children’s Centre
Julian Wright	Partnerships Manager, Portsmouth City Council

1. Foreword by the Lead Member

- 1.1 I must first express my thanks to my colleagues on the Working Group. The production of this report and the review itself have been extended and it has involved a number of interviews as well as a visit to Portsmouth. While the time scale has been an extended one, we trust that the resultant report will reflect the effort and expertise that has gone into its generation.
- 1.2 While the report looks at both Extended Services in and around Schools (ESS) and Children's Centres (CC) – and each is technically a different service – it would be difficult to consider them alone. Both are intended to provide additional facilities for our children and many parents would look at them in an integrated way.
- 1.3 We have also taken the view that any aspect of our services for children that relates to their health, well-being and educational needs deserves our highest priority. It is for this reason that we have concentrated on making those recommendations which are likely to take us to the 'next level' of service provision. In this respect it is worth noting that the Working Group was particularly impressed with the way that the service in Portsmouth was managed, funded and organised.
- 1.4 Details of the brief we worked to are in Appendix 1.
- 1.5 Not least I wish to express the thanks of the Working Group to those officers (and many others) that have assisted us in the preparation and conduct of this review. Theirs has not been an easy task and it is all the more appreciated.
- 1.6 The Working Group members were:
 - Councillor Ian Leake (Lead Member)
 - Councillor Mrs Jan Angell
 - Councillor Mike Beadsley
 - Councillor Mrs Gill Birch
 - Councillor Scott Burrows
 - Councillor Mrs Jennie McCracken

2. Background

2.1 In 2003 the Government launched its 'Every Child Matters' (ECM) agenda with 5 key outcomes for children:

- Be healthy
- Stay safe
- Enjoy and achieve
- Make a positive contribution
- Achieve economic well-being

2.2 Many organisations are involved in working towards these outcomes, using a wide variety of services and programmes. This Overview and Scrutiny (O&S) review has concentrated on how Bracknell Forest Council ('the Council'), along with its partners, has implemented two closely related programmes which the Government required all Local Authorities to carry out in support of the ECM outcomes: Extended Services in and around Schools (ESS) and Children's Centres (CCs).

What is an extended school?

A key way of delivering Every Child Matters (ECM) outcomes, an extended school works with the local authority, local providers and other schools to make an impact on the life chances of children by providing access to a 'core offer' of integrated services:

- a varied menu of activities (including study support, play/recreation, sport, music, arts and crafts and other special interest clubs, volunteering and business and enterprise activities), in a safe place, for primary and secondary schools
- childcare 8:00am — 6:00pm, 48 weeks a year for primary schools
- parenting support including family learning
- swift and easy access to targeted and specialist services such as speech and language therapy
- community access to facilities including adult learning, ICT and sports facilities.

These will often be provided beyond the school day but not necessarily by teachers or on the school site.

What are the benefits?

There is evidence that extended services can help to:

- improve pupil attainment, self-confidence, motivation and attendance
- reduce exclusion rates
- better enable teachers to focus on teaching and learning
- enhance children's and families access to services
- enhance pupils' well-being
- support community cohesion

What is a Children's Centre?

Children's Centres are places where parents and carers of children aged 0-5 will be able to access services, support and information in one place. Exactly which services are provided at each centre will depend on what is needed locally. For that reason, each centre will be different and not all the centres will have a central building, but may have services offered in local community buildings instead.

All the centres will offer a variety of services including some or all of the following:

- Family support with advice on parenting, child development and relationships
- Child and family health services like health visitor clinics, antenatal advice, information on healthy eating (some of the centres will have training kitchens); speech and language support or help to give up smoking.
- Visits from the Family Information Service which offers advice to parents and carers on all types of family services and activities
- Links with Job Centre Plus offering help and advice to those people who would like support in returning to work
- Links with Early Years and childcare provision such as pre-schools, toddler groups, after-school or holiday clubs and childminders.
- Other services according to local need and parental choice.

- 2.3 The legal background is provided by the Children Act 2004, and more specifically by the Education Act 2002, and affirmed in the Education Act 2005 and the Childcare Act 2006. This enables governing bodies to directly provide facilities and services that 'further any charitable purpose for the benefit of pupils at the school, or their families or people who live and work in the locality in which the school is situated' (the local community)(Section 27).

What Did the Government want to be achieved?

Extended Services in and Around Schools

- 2.4 The Government's vision is that Extended Services (also Children's Centres) should be designed to become universal access points for integrated services for children and their families, at the heart of local authorities, in local communities. This aimed to recognise that schools cannot work alone in helping children and young people to achieve their potential; instead they need to work in partnership with other agencies that have an interest in outcomes for children and young people, and with the local community. In doing so, Extended Services aim to meet not only the school's objectives but also to share in helping to meet the wider needs of children, young people, families and their community, to create a coherent offer for pupils and families. The Government also required every local authority to have at least one extended schools advisor. The Government set a target for all schools to provide a 'core offer' of extended services by 2010 (see paragraph 2.2). These were to be provided either in, or accessible through, all schools.

- 2.5 The Government's early material on Extended Services described the concept of extended schools. From the outset, the Council took the view that, because of the particular setting in many of Bracknell Forest's neighbourhoods of schools alongside other community facilities, the approach would be to extend services so that more services were easily available whenever children and families chose to access them. The Government has continued to monitor schools' delivery of the ESS 'core offer'.

Children's Centres

- 2.6 The Government decided that local authorities were to lead in planning and implementing the development of 'Sure Start' Children's Centres, which would allow for services to be "joined up" through partnership working between statutory and voluntary agencies. This partnership working would seek to bring benefits of improved planning and commissioning of services and make the best use of resources. The Council has not used the term 'Sure Start' as the original Sure Start local programmes were aimed at areas of high deprivation. Bracknell Forest does not have any such areas, and the Council wanted to clearly offer a service open to all residents. Government funding for CCs is provided by the Sure Start Unit of the Department for Children, Schools and Families (DCSF).
- 2.7 The Government's target of 2,500 Children's Centres across the country was met in March 2008. Centres were initially to be established to serve all of the most disadvantaged areas. The ten-year strategy for childcare recommended more co-located and accessible services be set up, and that Children's Trusts be given the ability to develop Children's Centres in response to local demand outside areas of priority government funding.
- 2.8 The Government intended that CCs would help to contribute to the "Every Child Matters" ECM strategic outcomes by improving health outcomes for children and families; reducing crime rates; reducing child poverty; enabling parents to study and work and helping lone parents to access work and training opportunities.
- 2.9 Children's Centres are intended to be models of integrated service provision, where Primary Care Trusts, local authorities, Jobcentre Plus, education and childcare providers, social services, and the community and voluntary agencies should work together to deliver seamless holistic services. Guidance on governance arrangements for Children's Centres and Extended Schools was issued by the Department for Education and Schools in 2007.

The Reason for and Scope of this Overview and Scrutiny Review

- 2.10 This review forms part of the agreed work programme for Overview and Scrutiny¹, which is designed to have a strategic and effective coverage of matters of importance to residents. It was selected as being a significant development contributing to the very important 'Every Child Matters' agenda.
- 2.11 The purpose of the review of the Extended Schools Services and Children's Centres project was to look at the effectiveness of the implementation of the project in Bracknell Forest and to review the anticipated outcomes for children, young people and families with a view to informing future project development.
- 2.12 Key objectives of the review (see Appendix 1) were defined as: reviewing the working arrangements and effectiveness of the Area Steering Groups; to understand the role and work of Children's Centres; to evaluate the significance of shared targets; to explore the effectiveness of partnership working, and in particular, the links between youth services and extended services. Finally, to ascertain an overall impression of the development of the project's process and to make positive suggestions to aid the development of Children's Centres and Extended Services.
- 2.13 The Working Group decided that partner agencies' role, work and performance was outside the remit of the review.
- 2.14 The scope of the review included the Working Group meeting a number of key professionals involved in the project. Members also made visits to Area Steering Groups, Children's Centres and schools which enabled them to look at accountability arrangements and good practice within the Borough. Additionally, a visit was made to Paulsgrove, Portsmouth where an extensive extended services project was underway, to learn from their experiences of good practice.

¹ The current work programme for Overview and Scrutiny is available on the Council's website <http://www.bracknell-forest.gov.uk>

3. Investigation, Information Gathering and Analysis

How did the Council plan to deliver Children's Centres and Extended Schools Services?

3.1 The Council's long term plan for Children's Centres (CCs) and Extended Services in Schools (ESS) forms part of the statutory Children and Young People's Plan (CYPP)². The current plan, for 2006-09, states that:

- By 2008, 50% of Primary Schools and 33% of Secondary Schools would offer extended services;
- All schools will provide the full range of extended services by the end of 2010;
- CCs would be developed in accordance with national guidance and locally identified needs in the period 2006-2008.

3.2 The high-level CYPP is supported by a more detailed Council Strategy for extending the provision of Extended Schools and Children's Centres³ dated October 2005. That strategy provided for a phased implementation and states:

- That in the autumn of 2004, all schools in the Borough currently offered at least one 'extended' service. Furthermore one third of primary schools, and all secondary schools, offered four or more extended services
- That between 2006 and 2008 six new Children's centres were to be created, to reach 4,581 new under 5's.
- That by the end of 2010, all schools in Bracknell Forest will be offering core services and at least six Children's Centres will be set up, with additional support (i.e. funding) provided for rural areas in the north of the Borough.
- The envisaged benefits were for children and young people (e.g. increased pupil motivation and self-esteem); for schools (e.g. support to improvement in standards); for families (e.g. greater availability of childcare and specialist support); and for communities (e.g. improved local availability of sports, arts and ICT based at schools)

² The Children and Young People's Plan can be viewed on the Council's website at <http://www.bracknell-forest.gov.uk>

³ The Council Strategy for extending the provision of Extended Schools and Children's Centres can be viewed on the Council's website at <http://www.bracknell-forest.gov.uk>

- 3.3 The implementation of Extended Services In and Around Schools and Children's Centres were steered, until August 2008, by a Working Group chaired by the Chief Officer Access and Inclusion, and constituted under the Council's Change for Children programme. It has met throughout 2005-2008. Reports have been made to the Change for Children Project Team, the Management Team of Social Care and Learning and the Children and Young People's Strategic Partnership. Implementation reports on both Children's Centres and Extended Schools Services were submitted regularly to the Working Group. The Change for Children Project Team then became the Children's Trust Executive, and the Children and Young People's Partnership became the Children and Young People's Trust.
- 3.4 The O&S Working Group appreciated that development of extended services at Kennel Lane Special School presented particular challenges which the school and North Bracknell Area Steering group were addressing.
- 3.5 A Community and Activity Services (CAS) Partnership has recently been set up, as a successor to the old ES&CC WG, to promote joint opportunities. A revised strategy is currently being prepared - in the form of a CAS strategy to focus on all the community based interventions to support children and families through programmes in Social Care and Learning such as children's centres, extended services in and around schools, and integrated youth services, but also ranger, leisure, sports, library, health, police and other partners.

Budgets

- 3.6 The strategy above stated that in the three years 2005/2008 there was a total funding of £5.97 million for Children's Centres and Extended Schools Services. The Council's current plans are that:
- The Children's Centres budget is £1.15 million in 2008/09 rising to a planned £1.78 million in 2010/11.
 - The Extended Services and childcare budgets are £0.64 million in 2008/09, falling to £0.54 million in 2010/11, due mainly to phasing down the 'start up' element.
 - There is some uncertainty of the future position of the ESS budget, with the ESS budget being subsumed into the new Area Based Grant.

Area Steering Groups for Extended Schools Services

- 3.7 The Council established eight 'Area Steering Groups' (ASG) to oversee the Extended Schools Services Programme (Appendix 2). These have since been changed – Binfield and the Priestwood, Bullbrook and Warfield ASG's have merged into a 'North Bracknell' group, and both Sandhurst groups have merged into a single 'Sandhurst' group.
- 3.8 The Working Group was advised that this was to improve effectiveness:
- In Sandhurst the Central & Little Sandhurst ASG covered only three schools, with no secondary school and had reduced its activity to the three heads meeting alone. One of the schools feeds into Sandhurst Secondary School in the old Owlsmoor and College Town ASG. Sandhurst Town Council was keen that all of Sandhurst was together in one group.
 - Binfield has one primary school, but a very distinct community. Binfield Parish is an area with half the population living in Farley Wood, which feeds into Meadowvale School in the Priestwood area. Children from Binfield School go to a variety of secondary schools - in Wokingham, Garth Hill (in the Priestwood ASG) but mostly to Ranelagh as both schools are Church Aided. Part of the reason for forming the new Group is that Ranelagh is joining too.

Service Plans

- 3.9 Each of the Council's departments produces and publishes annual service plans setting out in more detail how it will contribute to achieving the Council's objectives. The 2007/08 service plan included a target that 14 schools would offer a full range of extended services (20 were achieved by that date) and 6 Children's Centres would be established. All Bracknell Forest's CC's were designated against government criteria (i.e. operational) by February 2008, although the buildings for some of these were not in place by that date. The Rowans and The Oaks were awarded 'Full Core Service Offer' status in November 2008, and the WG was advised that the remaining four CC's were due to receive this status by the end of 2009.
- 3.10 The 2008/09 service plan includes an objective to commission a wide range of extended services. It also includes 'Establishing six new Children's Centres', and '2-3 additional centres by 2011'. Officers have clarified this as being for achievement by 2010, not 2011 (due to a change by central government), and it is based on a maximum number of 600-1,200 children for each Children's Centre. Furthermore, it would be more accurate to say that the 6 CC's began their establishment in 2007/08, and the objective in 2008/09 was to complete that, by making them fully operational in terms of buildings, membership and range of services. Whilst acknowledging that some changes were caused by central government, the Working Group considered that the services plans could have had more detailed officer input and therefore been clearer.

Performance Measures

- 3.11 Children's Centres have nationally-set performance indicators, many of which are National Indicators, where the performance is a shared responsibility among a number of partners including the Council (see Appendix 3). Children's Centres carry out self-assessments and maintain local performance indicators.
- 3.12 Extended Schools Services have the National Indicator 88 (the percentage of schools providing access to extended services) which in Bracknell Forest has a baseline of 53% with 20 schools at September 2007 and a 2008/09 target of 50% of Primary Schools and 30% of secondary schools to be achieved by September 2008. The Council's plans also show a target of 100% (reflecting the national target) for all schools by 2010.
- 3.13 The Working Group observe that whilst these performance measures meet national requirements, neither the CC nor the ESS measures get fully to the heart of the long-term outcomes these programmes are designed to achieve, in terms of improving the lives and life chances of families and children. We acknowledge that there are powerful influences beyond the programme's control – for example, in relation to child poverty – also that many of the outcomes sought by Government are long term and therefore difficult to assess at this relatively early stage. We note that useful information is being collected at each CC, and that – over time – the Council should be able to assess the programme's full effectiveness. The CC Action Plan identifies data sources, marshalled under the ECM outcomes and key performance indicators, both national and local, but this is not being consolidated centrally at a high level. There is also some good information available on the outcomes in some individual cases of assistance. Establishing performance baselines and obtaining data from external sources is proving to be a challenge.

Governance

- 3.14 Governance arrangements vary between Centres, but all are managed with partners that reflect local need and diversity and represent all agencies involved in delivery as well as the users of services themselves.

What did the Working Group do in this Review?

- 3.15 The Working Group (WG) commenced its work by scoping their review in September 2007 and received advice on the scoping from Council's lead officers for CC's and ESS. It met on eight subsequent occasions to speak to various professionals involved in the project.
- 3.16 In addition to establishing the plans for and achievements of CC's and ESS in Bracknell Forest, the WG undertook the following meetings during the course of its investigations:

18 September 2007 - Introductory meeting to discuss the review, and to receive presentations from the Council's lead officers, Karen Frost and Graham Symonds.

Discussions were held with:

5 November 2007	Manager of The Rowans Children's Centre, Cath Lowther
3 December 2007	Children's Centre Co-ordinator, Bridget Shepherd
9 January 2008	Family Outreach Worker, NCH at The Rowans, Louise Bowman
16 January 2008	Parenting Worker, Maria James
7 February 2008	Health Visitors Team Leader, Shelagh Davies and Community Public Health Nurse, Julia Lamming
13 March 2008	To assess position of the review and forward planning
27 March 2008	Meeting with the Council's lead officers, Karen Frost and Graham Symonds
14 July 2008	Discussion on position of review and information sharing

The Working Group also undertook the following visits during the course of its investigation:

9 November 2007	Bracknell Forest Extended Services Conference
15 January 2008	Great Hollands, Hamworth and Birch Hill Area Steering Group
1 February 2008	Owlsmoor and College Town Area Steering Group
3 March 2008	Crowthorne Area Steering Group
4 March 2008	South Bracknell Area Steering Group
28 April 2008	Birch Hill Primary School
30 April 2008	Sandy Lane Primary School
13 May 2008	Paulsgrove Project, Portsmouth
12 February 2009	The Rowans and The Oaks Children's Centres

- 3.17 On 5 November 2007 the Working Group met **Cath Lowther, Manager at The Rowans**, the first of the project's Children's Centres. The Manager confirmed the extensive nature of the development of partnership working underway at the centre. This included a Common Assessment Framework co-ordinator, an outreach worker, a Parenting Officer, the Early Years and Childcare Team, play workers, a speech and language professional, Special Educational Needs Co-ordinators (SENCO) and a Senior Partnerships Development Officer. All staff were police checked and appropriately trained. The facilities provided two offices as well as a room for activities. It was hoped to provide core opening hours of 8am to 6pm with additional flexibility if required.
- 3.18 From this meeting the group learned more about the whole ethos of running Children's Centres; i.e. be close to those people it was hoped to help (within pram-pushing distance), to offer a wide range of activities found to be of use to as large a percentage of these people as possible; to be approachable e.g. by using drop-in sessions and to offer some additional activities at a reasonable cost to users.

- 3.19 The WG gained a clear insight into the range of activities that could be run at a Children's Centre and of the partnership working between agencies that could facilitate bringing these about. These included parenting courses, toddler groups, breastfeeding support, family support, health visitor support, baby groups, sports activities e.g. "Little Kickers", family activities such as cookery and antenatal courses. Not all activities would be offered at each centre but it was hoped to provide a good range of activities at each. Further, from this meeting the group expressed interest to learn more about the Solihull parenting initiative that it was hoped to offer to parents.
- 3.20 **Bridget Shepherd, Children's Centre Co-ordinator** met the working group on 3rd December 2007 and gave the group an insight into the strategic development for the overall project for Children's Centres. Plans were viewed for The Oaks Children's Centre and the group noted the multi-agency facilities to be provided. The group heard about the plans for The Alders, The Chestnuts and the Family Tree Children's Centres noting that the Berkshire East Primary Care Trust had offered to pay for 50% of the desktop computers at The Oaks. The WG again expressed interest in further details of the funding of the entire project; and it was understood that indicative revenue and capital funding had been given for the project for the next three years. However at the time of the meeting there was no capital funding to support the building for the Maples, the services being delivered instead from a variety of sites.
- 3.21 The WG noted at this meeting the key work reconfiguration by Health Visitors to match the Children's Centre areas. The WG also noted the role of the Area Steering Groups (ASG) was to support and advise the Children's Centre and Extended Services projects. ASG's were made up of local community representatives and were chaired by a Councillor.
- 3.22 **Louise Bowman, Family Outreach Worker at The Rowans Children's Centre** attended the WG's meeting on 9th January 2008. The FO Worker explained her role and the WG noted that she was employed by the National Children's Homes, receiving funding from the Council. The WG gained insight into the benefit of multi-agency working as 90% of the FO's referrals were from health visitors so the centre enabled closer working with the health visitors and the Common Assessment Framework Co-ordinator who was also present at the Rowans. The FO Worker role involved intensive support for those families that required it and breaking down boundaries to encourage them to become involved in the centre and to gain the support /access the activities that would help them. The WG noted how valuable such professionals' work was in this environment, and were encouraged to hear the benefits that such roles could bring to the community.
- 3.23 **Maria James, a Family Worker**, attended the meeting in January 2008 and gave the WG a detailed insight into her role and in running "The Solihull Programme" at The Rowans. The programme was highly valuable and through a highly effective group approach reached approximately 12 parents, 2 hours a week for 10 weeks on each programme. It was hoped to extend the programme across the borough and a promotion campaign was to be run through toddler groups. Support from the Berkshire East PCT was gained via funding for some course facilitators. PACT "Parents and Children Together" and the then National Children's Homes (now 'Action for Children') were helping to identify some parents that might benefit from the project,

- 3.24 On hearing with interest about this valuable work the WG again wished to find further clarification on whether funding for the overall project was ring-fenced, how much funding was provided for the long-term and whether it was linked to the Local Area Agreement. Further, to find out what funding was available in the North and in the South of the Borough. Officers subsequently advised that by September 2008, rolling programmes of parenting courses were in place across the Borough, and that ESS - and not CC - funding was to move within the Area Based Grant.
- 3.25 **Shelagh Davies, Health Visitors Team Leader and Julia Lamming, Community Public Health Nurse** attended the WG's meeting on 7th February to give details of the work of health visitors in the project. The WG learned that all were trained nurses but provided a holistic approach to healthcare for the family. The support offered to families now extended to families whose first language was not English as well as those new to the area. Concern was expressed that the Borough's rapidly changing demographics meant that this issue would grow as a work area, putting more pressure on health visitors' time. The health visitors linked into most General Practitioner (GP) services on a weekly basis, thus providing linkages to further health services. Health Visitor services included support for new mothers, limited ante-natal visits, baby clinics and help with mothers' post natal depression. There were 13 Full Time Equivalent (FTE) Health Visitors in the borough.
- 3.26 At the WG's meeting on 13 March, updates were provided on visits to the Area Steering Groups as listed above. The WG noted the strong links into local schools, and the benefits of various activities and sessions run e.g. parenting courses. The benefits of the project were noted as good co-operation between agencies, increased problem solving, and increased liaison between external and statutory agencies. Links with the community were working well in some schools through e.g. lunch club activities. However funding for the Area Steering Groups (ASG) was an issue of concern generally, including what contributions were being made by other agencies, and whether there would be any charitable help for the projects.
- 3.27 **Karen Frost, Early Years Manager and Graham Symonds, Extended Services Manager** met with the WG on 27th March to give extensive background information to the project. The WG were informed about the progress of the six designated Children's Centres; a significant number of which were virtual Centres using various premises to site their activities. The WG learnt about the staffing levels across the Centres and how activity programming was being progressed. Additional Centres would eventually be required in line with population growth and service provision had been prioritised towards the more disadvantaged parts of the Borough.
- 3.28 The WG was informed of the activities running at the various schools in the borough. The WG learnt that the ESS provision was a dynamic situation. The WG looked at various editions of the 'Extended Services Newsletter' published four times each year, which includes evidence of achievements. The WG also looked at the OFSTED report which summarised national progress assessed so far in relation to ESS and CC's.

- 3.29 The WG was informed that the CC project had core funding which was ring fenced for two years. The local authority would have revenue funding over the next three years for the current Centres, and the three additional Centres. The decision was delegated to the local authority as to how to distribute the monies. It was not thought that funding for ESS would continue after 2010/2011 as it was anticipated by the Government that the project should be 'sustainable' in the future. The WG subsequently noted that the Government are consulting on a proposal to make Children's Centres a statutory requirement, which should ensure continued revenue funding.
- 3.30 Members of the WG visited **Paulsgrove, Portsmouth** which was a pathfinder project for extended services, on 13 May 2008. In Portsmouth as a whole the project comprised of a large number of schools – 23 arranged in five clusters. There were 13 Children's Centres in Portsmouth. Particular issues were raised in the Paulsgrove area by its unique demography and geography, and the WG was able to gather some very useful information about how extended services worked from this. For example, the project had benefited greatly from having its own unique branding. We were particularly impressed with the enthusiasm and innovation shown by Paulsgrove, which we felt surpassed that in Bracknell Forest.
- 3.31 A Project Manager oversaw the entire Paulsgrove project and co-ordinated its multi-disciplinary approach by ensuring clear communication between its management groups which included representatives from different agencies. It was noted with interest that the Project Manager was recruited from outside the local authority applicants and had extensive practical experience of project management in the commercial and industrial sector. The Manager's budget included money for his role and administration. Different agencies then took on financial support for various projects; such as accessing children with particular issues. The benefits of the project were noted as being; the branding; the strategy group overseeing the project groups; the ability for strategic thinking and project management and also the fact that now all schools were able to provide some form of 'wraparound' care. Challenges included the difficulties of sharing data with health professionals.

How far have the Council's Plans been achieved?

Extended services in and around schools

- 3.32 Overall progress on ESS is summarised in the most recent implementation report at Appendix 4.
- 3.33 Implementation of ESS started in October 2005, with wide agreement to the Council's 'Strategy for extending provision in schools and Children's centres'. Since then, progress has included all schools being engaged in developing services appropriate to their needs. Area Steering Groups (ASGs) have been created to facilitate work in the community and with local partners to ensure a wide variety of activities and services are available.
- 3.34 On progress towards achieving the Government's target for all schools to have the full range of extended services by 2010, officers advised that, on national criteria the Council's Red/Amber/Green rating is Green overall. Officers were also very confident the Council would achieve its targets in 2009 and 2010.

- 3.35 The Working Group noted that national comparisons are difficult due to the shortage of data.
- 3.36 By October 2008, 21 of the Borough's 37 schools were offering fully extended services (see Appendix 5). By December 2008, two more schools were reaching the 'full core offer' for Extended Schools Services.

Extended Schools Services – A Case Study

'Tug of War' at Wildridings Primary School

Wildridings Primary School was experiencing some issues of low self-esteem and some challenging behaviour in Year 3. Extended Services suggested an unusual experience – tug of war training – as a way of addressing these concerns.

A member of the prize-winning Sandhurst Tug of War team went into the school to run a six week course. He began by teaching pupils the physical skills required in 'tugging', working the children in four small groups. This led on to discussing the mental strategies involved in overcoming difficulty, supporting each other and developing self belief.

The children learned little mantras such as 'I love myself' to be repeated before difficult activities which the children were observed doing before spelling tests and other difficult class work. Through experiencing wins and losses in each tug, the children were shown that there is no such thing as failure, since they could learn and try again.

During and after the course, teachers observed a distinct improvement in self esteem which was reinforced by support from the other children. The sessions provided a vehicle for teaching the children positive life skills, ways of dealing with positive and negative attitude and poor self esteem.

The children found the sessions extremely interesting as they hadn't done anything like it before.



Partnership

- 3.37 The WG regard effective partnership working to be critical to the success of both Children's Centres and Extended Schools Services. The Working Group considered that engagement with partners and schools is good, including the Citizen's Advice Bureau, the PCT, Police, Royal Berkshire Fire and Rescue Service, Bracknell Forest Voluntary Action, South Hill Park, and local churches.

School improvement plans

- 3.38 The Office for Standards in Education, Children's Services and Skills (OFSTED) say that the schools with the most effective services have integrated the developments of extended provision within their school improvement plans.
- 3.39 Officers advised the group that the Council had continued to encourage schools to recognise the need to meet better the needs of children through the 5 ECM areas, and so embed ES developments in the central planning of objectives, priorities and actions. Schools have been very focussed in the areas of attainment, achievement, attendance and behaviour. However, schools are now being required to address a wider range of issues around pupils' well-being. The OFSTED inspection framework is now based on the five ECM outcomes. ESS is designed to support these but schools could largely justify their adherence to these outcomes through more traditional support to students during the school day. OFSTED are now to introduce measures to account for the new requirement on schools for the 'well-being' of pupils (and to some extent the new requirement for community cohesion too). Schools differ in their response to these changes - the best will have considered the needs of the whole child and included a range of interventions in the day and after school to support these aims. Others approached it in a more traditional way. The Government recognised this need, and through the Training and Development Agency (TDA), the agency managing ESS, have developed a School Improvement Planning Toolkit which is a methodology and collection of tools to encourage wider consideration of the issues and involve all stakeholders in a school to participate in the formulation of the plan (through including parents, pupil and the community in the formulation, the focus will shift to whole child issues). The toolkit was developed in response to school leaders' requests for help in making the five Every Child Matters (ECM) outcomes a reality. This approach to school improvement planning aims to raise standards of attainment and promote pupil well-being. Officers advised us that the Council launched this 6 months ago to interested schools, and 5 returned recently to report on its success. A further 7 schools were present to hear from them and learn about the approach.

Monitoring effectiveness

- 3.40 The WG enquired what was being done to monitor and evaluate the effectiveness of Children's Centres and Extended Schools, with reference to any specific outputs/outcomes. Officers advised us that describing outcomes and impacts on children and families has been difficult. Our observations are in paragraphs 3.10 – 3.12 above. Newsletters and highlight reports included case studies and descriptions of the impact of schemes. Officers advised the WG that the Council was meeting its targets, but these concerned outputs and delivery. Schools were being inspected and extended services evaluated and the effectiveness of this scrutiny was being improved. ESS had not arisen as

an issue in any school inspection report so far. Officers also advised that the Extended Services target for September 2008 has been met, with more than half of schools now being 'fully extended'. The ESS team has an 'Impacts and Outcomes' process where any funding bid has to include baseline data against which progress is monitored. The WG considered that performance management was stronger in the CC programme than ESS, where new CC software was about to be procured to improve monitoring and evaluation.

Governance

3.41 The Council is required to comply with the Department for Education and Skills (DFES) Governance guidance for Children's Centres and Extended Schools, issued in 2007. This guidance covers requirements around systems of decision-making used to determine the services offered through ESS, to make sure they meet local needs and deliver value for money.

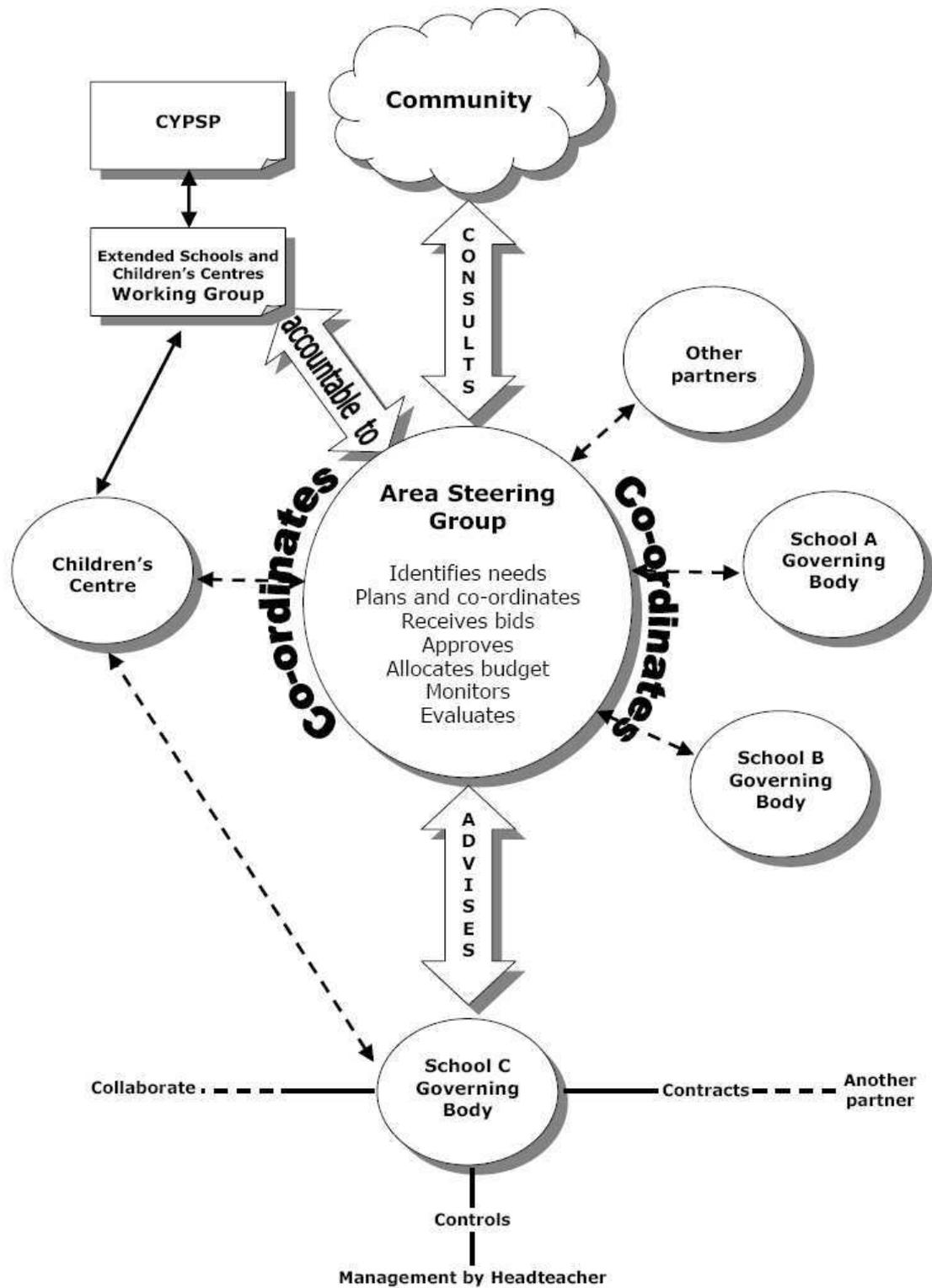
3.42 The Working Group were informed by officers that this governance was being applied for ESS:

- Bracknell Forest schools work in partnership with other organisations and schools, and in cluster arrangements.
- There is much consultation with pupil, parents, community, etc.
- The majority of local authorities' funds are devolved to clusters, either directly or through the support of an identified co-ordinator.
- In supporting schools officers were aware of delivery responsibilities, liabilities and accountability and addressed them when needed. All schemes meet all requirements, and are accountable. However Bracknell Forest has a different starting point from many local authorities. The Council's viewpoint has been that 'all our schools are already extended' (because they were, in one sense or another) and the Council aim to help them develop their provision further, building on strengths. This incremental growth has meant these issues have not become as apparent as they would have done in a school that changed its direction to one embracing ESS completely, from a position of having no extended services.
- Principles of workforce remodelling have been used.
- There is good liaison with multi-agency staff, partnership working being a strength in Bracknell Forest.

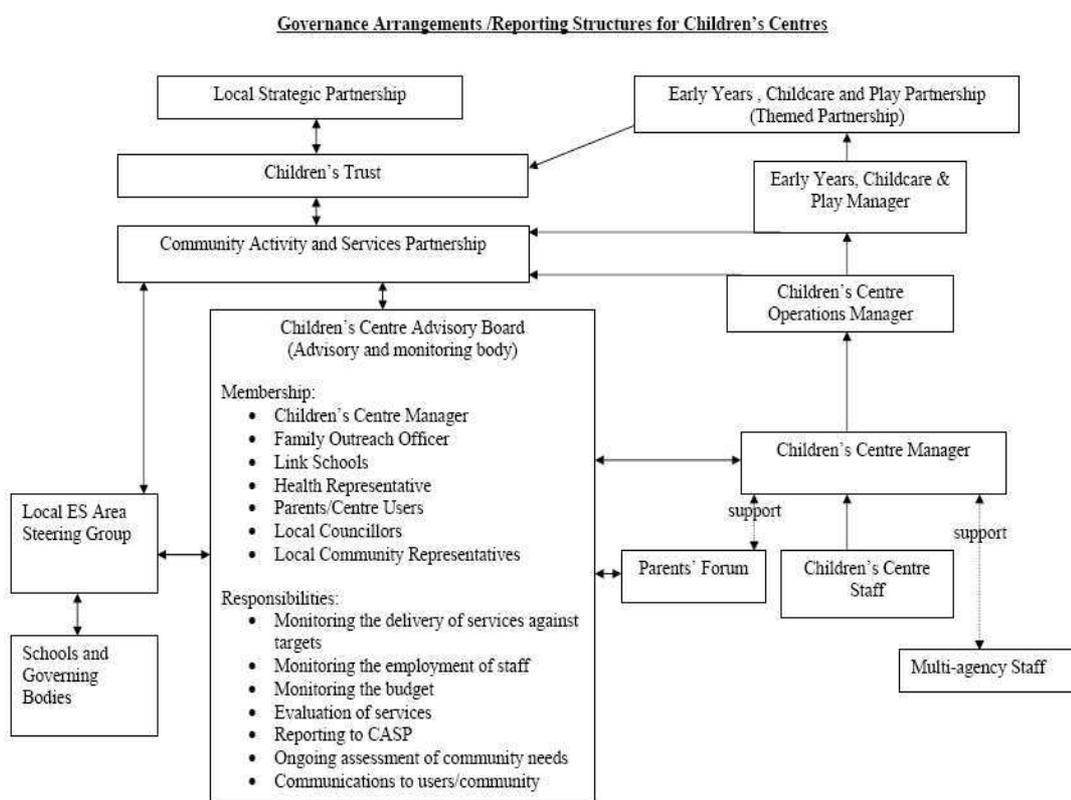
ESS Area Steering Groups

3.43 ESS Area Steering Groups (ASGs) have been set up by the Council, whose responsibilities include overseeing the local development and operation of services to ensure that the outcomes of the Every Child Matters (ECM) agenda can be realised. The geographical boundaries of ASG's were originally set in line with those of the Council's Neighbourhood Action Groups. They are a key contributor to the ECM agenda, and oversee local implementation of Extended Schools Services (ESS) and networking with a range of other partners to ensure benefits are delivered for children, families and the local community. ASGs are voluntary associations of individuals and organisations, and could be characterised as a mini Children and Young People's Strategic Partnership for the area. The role of ASG's is shown diagrammatically below. The membership of ASGs includes the Council's Executive Member for Education and Libraries (or their nominee) and relevant Council officers. ASG's have no management responsibilities.

Area Steering Groups



3.44 The governance arrangements for Children's Centres, shown in the diagram below, were agreed by the Extended Services and Children's Centres Working Group in July 2007. Advisory Boards have now been established in The Oaks, The Rowans and The Family Tree Children's Centres and the membership includes local Councillors, Head Teachers, representatives from Health and the local community and parents. Whilst the members represent the views of the local area and the users of the centre, there is also additional consultation and evaluation taking place informally on an ongoing basis. Terms of Reference have been agreed and each Advisory Board considers the need of their local community within the context of both council and national agendas.



3.45 Whilst there are currently no formal Advisory Boards in The Alders, The Chestnuts and The Maples, officers advised the WG that these are under consideration and there is ongoing consultation with the local community and parents to ensure that the services that are developed meet local needs. The Children's Centre Managers attend the ESS Area Steering Groups to ensure that the two programmes are working together wherever possible in the development of services so that families receive support whatever the age of the children.

3.46 Partner agencies and parents are also given the opportunity to develop services to meet local need, facilitated by the Children's Centres e.g. a Slovak family group meets once a month at The Rowans run by members of the local community.

Children's Centres

- 3.47 The overall progress on Children's Centres is summarised in the most recent report implementation highlight report at Appendix 6. Appendix 7 is an example of how the Family Outreach Workers are reaching vulnerable groups in The Rowans and The Oaks.
- 3.48 Children's Centre (CC) services have been progressively developed, according to local needs. The CC's (see map at Appendix 8) are 'The Rowans' at Easthampstead (opened in September 2007), 'The Oaks' at Great Hollands (opened March 2008), 'The Family Tree' for central Bracknell, 'The Maples' for northern parts of the Borough, 'The Chestnuts' for Crowthorne and Little Sandhurst, and 'The Alders' covering Sandhurst and Owlsmoor. 'The Family Tree', 'The Chestnuts' and 'The Alders' do not have their own dedicated buildings yet, though these are planned. Neither does 'The Maples' have its own building, and they will continue to use community venues. All the Council's CC's were designated as meeting Government criteria ahead of schedule and Bracknell Forest was the first to achieve this among the Berkshire Unitary Authorities. By November 2008, some 1,000 families have registered with CC's, which the WG regard to be a significant achievement.
- 3.49 'Together for Children', the Government Agency (sponsored by the Department for Children, Schools and Families), and responsible for monitoring and supporting local authorities in their Children's Centres programmes, has assessed Bracknell Forest as 'Low' meaning that the Council's delivery plans are assessed as having a low risk of not being delivered within the programme timescales. This demonstrates that 'Together for Children' has confidence in the way the Council is delivering the Children's Centre programme.
- 3.50 The Working Group also reviewed the current status regarding actioning the recommendations in the Support Plan for Children's Centres. Officers advised that:

- On performance management there is an Action Plan which is the main framework for the requirements of the performance management guidance. Managers also have to complete an annual Self Evaluation Form looking at their performance against the ECM outcomes. All the sessions that are run by the Children's Centres are robustly evaluated both qualitatively and quantitatively, and most are measured against Key Performance Indicators. This includes services that are commissioned by the local authority. This informed decisions to cease any under-achieving services.

The action points from the 'Together for Children' action plan had been actioned:

- The Alders' capital slippage was approved in January 2008.
- An officer ran a workshop at the Extended Services and Children's Centres conference in November 2007 which was well attended.
- All phase 2 Children's Centres were designated ahead of schedule. The departmental Performance Monitoring Report for the period April-June 2008 stated that planning had begun on the next phase of CCs – to develop a further three Centres over the next three years, in Crown Wood, Jennets

Park and a northern location. Officers were to meet in December 2008 to finalise designation dates for the phase 3 centres.

- The Action for Children Annual Report demonstrated how the Family Outreach Workers had worked with the vulnerable families in their areas (part of the performance management arrangements) and also a case study.



Members of the Working Group meeting parents and babies at 'The Oaks' Children's Centre, February 2009

3.51 As the Children's Centres had not become fully operational at the time of the main stage of our review, the Working Group visited 'The Oaks' and 'The Rowans' Children's Centres on 12 February 2009, to meet the staff, the parents and the children using those centres. We observed that:

- (i) Both Centres offered an impressive range of services and facilities, including for example sensory rooms, speech and language therapy, family outreach, indoor and outdoor play areas, a family room, kitchens for cookery lessons, baby weighing, and both Russian and Spanish language groups.
- (ii) The parents we met clearly valued the Centres, and got a lot out of them. The children also seemed to be happy and enjoying their activities.
- (iii) Health visitors and other professionals worked closely and effectively as part of this partnership programme.
- (iv) Both centres were well equipped and cheerfully decorated, with good physical security. In our view, these physical aspects are very important to the overall quality and success of the programme.
- (v) We noted that users of the Centres are consulted on proposed charges, the level of which was pitched at encouraging participation. All activities

are subsidised to some extent, though some achieve break-even if the level of participation is high.

- (vi) In our view, the parenting exercises, the encouragement given to parents to come along and talk about any concerns and difficulties they may have, and the theme of building confidence among users of the centres are particularly valuable.
- (vii) A high proportion of the parents we spoke to lived in apartments nearby. As both Centres are sited in less economically advantaged parts of the Borough, this indicated to us that the Centres are reaching their target 'audience'.



Members of the Working Group visiting 'The Rowans' Children's Centre, February 2009

Children's Centres – a Case Study

Report from Family Outreach Worker

I received a referral from a Health Visitor for a single parent family. Mum is a young parent who has 2 boys aged 2 and 6 months. She has also been a victim of domestic violence from her ex partner and the father of the boys who they no longer have contact with. When I started work with mum her needs were to have better coping strategies in how to cope with the transition from 1 child to 2, and to build up her confidence as a mother which in turn could improve her self esteem.

*I began with a couple of weekly visits and then I took her to the young parents group run at The Oaks Children's Centre. I could see from my observations that she connected well with her children, who in turn responded very well to her. After going with her to a couple of the young parent group sessions, she said she then had the confidence to go on her own. I carried on visiting her and speaking to her about things she could do for herself as well as the boys. I looked into getting her some funding for her eldest son to go to pre-school 2 sessions a week so she could have time with her youngest son. We also went together to look at a few pre-schools so she could decide which one would suit him. We were successful with the funding and managed to get 1 session a week paid for until her son is 3 at which point he will be entitled to 5 sessions a week. Mum now attends lots of the sessions at both children centres and has helped run some of the sessions herself. I have seen a huge change in her over the last few months and have seen her confidence grow. I was able to close this family in March and I see her down at the centre often. Mum enrolled onto the young mums cooking course that was run at The Rowans. The cooking course was facilitated by a chef who was incredibly impressed by her and told her she was a natural. She thoroughly enjoyed the course and decided she would like to pursue cooking as a career. She helped out at one of the weekly Stay and Cook sessions and ran the Alders 'Community Cook and Share' project. She is going to begin college in September to do a cooking course. I am confident that if she needed further outreach support then she would feel happy to contact me. In my feedback questionnaire she said 'thank you very much for the help. **Me and the boys are really happy and settled now and I feel we have a brighter future. I will go out with both boys without worrying on my own. I am more confident with my boys and don't feel as torn between them.**'*

4. Conclusions

General

- 4.1 Extended Services in and around schools and Children's Centres are important services which can, and have made a real improvement to people's lives and particularly the life chances of children. The Working Group was impressed with the commitment and professionalism of the officers and others we met during the course of this review, and we conclude that the Council has made very good progress in delivering these important services to residents.
- 4.2 These programmes are founded on evidence-based best practice. The programmes are designed to have a long term impact on children's lives, and it is difficult to isolate the effects of these programmes from many other factors and external influences. Consequently, it is understandable that the Council's plans for exactly what it wants to achieve are more output than outcome-oriented at this stage. The wording of service plan targets was somewhat vague, for example 'establishing 6 Children's Centres' was replicated in successive years' departmental Service Plans. Furthermore, the performance measures for both Extended Schools Services and Children's Centres do not fully get to the heart of what these programmes are aimed at achieving, in terms of all the *outcomes* for families and children. Instead, they dwell on the more easily measurable inputs (such as the number of centres), processes and some outputs.
- 4.3 Consequently, the Council's monitoring of the real effectiveness of these programmes is currently of limited utility. We note that this is not an easy task, particularly in the early stages of these programmes and because of external factors, and that in their report *'How well are they doing? The impact of Children's Centres and Extended Schools'*, which was carried out at an early stage in the CC programme, OFSTED concluded that across England there was too little monitoring and evaluation of the impact of these services.

Children's Centres

- 4.4 The Children's Centres project was found by the group to be developing steadily and well. Extensive partnership working appeared to be in place and was providing benefits in both the working arrangements and in the services provided. The 'health sector' is involved in providing a service in the Children's Centres that have a physical presence. Also, there is a strong involvement from Voluntary Sector organisations, such as National Children's Homes (NCH), 'Parents and Children Together' (PACT), and 'Homestart' who have a focus on supporting children aged 0-5 years.
- 4.5 The wide range of activities which was being provided at those physical Centres already in operation was welcomed by the group.
- 4.6 The group was encouraged to hear of the plans for the development of future Children's Centres. However it was noted that one of these – The Maples - would be a "virtual" Centre without its own building, and some others used temporary building facilities pending their own buildings being constructed. We were informed that community venues (helped by a van service) were in use to deliver Children's Centre services, giving families access to local venues. The

Working Group had mixed feelings about this. On one hand, there was concern as to whether this would be as useful and successful as those with their own dedicated physical premises. On the other hand, we welcome the use of community venues for Children's Centres, in terms of the greater flexibility to offer locations closer to service users, also to the support it gives in maintaining and enhancing the Borough's community facilities. Officers are aware of the constraints here and the overriding need to provide good levels of service, and that all residents have equality of access.

- 4.7 The Children's Centre programme depends on Health Visitors to inform residents of the CC services which are available. This is valuable.

Extended Services in and around Schools

- 4.8 The Extended Schools Services programme is clearly showing signs of delivering some very positive outcomes, including better co-operation between the various agencies involved, increased problem-solving abilities, and extended liaison between external and statutory agencies. However, we conclude that more needs to be done to involve charities and the voluntary sector. We also note that, in the early stages, the secondary school sector was slower to become involved with ESS than other schools, however the programme is now becoming soundly embedded in these schools.
- 4.9 The group was encouraged to note the strong links between schools and the Area Steering Groups (ASGs), and concluded that these were working well. The ASGs were encouraging community working, and the increased use of local facilities.
- 4.10 The significant amalgamations of the ASGs suggested to the Working Group that the determination of ASG boundaries may not be thoroughly thought through at the outset, though we welcome the action taken to learn from practical experience and to improve effectiveness. It may also be a reflection on the active membership of the ASGs being lower than hoped for. This, in turn, may be a reflection of the actual level of empowerment of ASGs, also that some ASG members regard funding for the ASGs to be sparse, and falling well short of what was designed to make an observed 'step change' in benefits to parents. Nevertheless, we note that this is at odds with some ASG's under-spending their allocations.
- 4.11 While efforts to reach the 'harder to reach' groups are being made, the group consider that much remains to be done in that regard.
- 4.12 Acknowledging that four out of six secondary schools are 'fully extended', in our view significant progress needs to be made for teenagers in the extended services project in some parts of the Borough.
- 4.13 Members of the Working Group noted the close involvement of local community representatives in the Extended Service provision and their concern about future funding intentions, given the cessation of ring-fenced government funding and the creation of the Area Based Grant. We concluded that there needs to be more clarity in the sustainability and development of the Extended Services programme.

- 4.14 23 of the Borough's 37 schools offer 'fully extended' services at present. This rate of progress is understandable, given the timescale for delivering the whole programme, but it underlines that there is a significant way to go before achieving what the government requires of local authorities by the end of 2010.
- 4.15 This is a particular challenge for Kennel Lane School both in terms of their own on site provision and arranging for individual pupils to be included in their area. The ASG for North Bracknell is looking into the possibilities for inclusion of special needs pupils, which may well have financial implications.

5. Recommendations

It is recommended to the Executive Member for Children & Young People and Executive Member for Education and Libraries that:

- 5.1 We would encourage the Council to move towards outcome-based performance measures for Extended Schools Services and (needing less advancement on measures) Children's Centres as early as possible, to get fully to the heart of what outcomes are being aimed for, in terms of improving the lives and life chances of families and children. The Executive should set a timetable for stating and adopting these performance measures.
- 5.2 The departmental service plan statements and targets need to be less vague, so it is clearer exactly what is to be achieved in each year.
- 5.3 The current assessment of Children's Centres by officers, which is on-going, should cover the next 5 years, the optimum disposition of the buildings for each Centre, partnership input, and the long-term funding position.
- 5.4 Residents in the areas without a single-site Children's Centre building should be surveyed for their views on the accessibility, range and success of the service.
- 5.5 The Council strives to improve the involvement of charities and the voluntary sector with the ESS programme, also voluntary support from the private sector.
- 5.6 The Council encourages, where appropriate, ASG's to strengthen their membership and accountability, and review whether they are suitably funded and empowered in practice. This is particularly important as there is uncertainty over their budgets after August 2010.
- 5.7 The Council carefully manages the expected transition from central funding to schools-based funding, and maximises contributions from partner organisations such as the PCT.
- 5.8 The partnership with Health visitors should be developed, specifically so that they are informed of the full range of services at all of the Children's Centres.
- 5.9 Focus should be maintained on funding those extended services that are sustainable beyond August 2010.
- 5.10 The Social Care & Learning and Health O&S Panels be kept informed, via quarterly Performance Monitoring Reports, as to the funding position and advised of possible future developments.
- 5.11 The Council should persuade the 14 schools yet to achieve 'fully extended' services to publish plans showing how that will be achieved by the end of 2010, with identified progress milestones. Progress reports on this should be included in quarterly Performance Monitoring Reports, which are reviewed by the Social Care and Learning Overview and Scrutiny Panel.
- 5.12 More is done to improve the 'reach' of Extended Schools Services to teenagers and hard-to-reach groups.

- 5.13 Given that Kennel Lane School serves the whole Borough, all Area Steering Groups should be encouraged to consider how they can best support the inclusion of special needs pupils at Kennel Lane.
- 5.14 Schools should be further encouraged to undertake their improvement planning - setting their vision, objectives and actions - in the light of the 'whole child' and the views of all stakeholders.
- 5.15 The Council strives to realise the benefits of partnership work supporting children and families through the Community Activity and Services Partnership.
- 5.16 The Council further ensures that local area needs continue to be identified to inform service delivery through enhanced engagement processes such as consultations, questionnaires, focus group and other methods.

6. Glossary

ASG	Area Steering Group
CAMHS	Child and Adolescent Mental Health Service
CAF	Common Assessment Framework
CAS	Community and Activity Services
CC	Children's Centre
CYPP	Children and Young People's Plan
CYPSP	Children and Young People's Strategic Partnership
ECM	"Every Child Matters"
ESS	Extended Services in and around schools
FTE	Full Time Equivalent
GP	General Practitioner
ICT	Information and Communications Technology
NCH	National Children's Homes
OFSTED	The Office for Standards in Education, Children's Services and Skills
O&S	Overview and Scrutiny
PACT	Parents and Children Together
PCT	Primary Care Trust (National Health Service)
SC&L	Social Care and Learning
SENCO	Special Educational Needs Co-ordinator
TDA	Training and Development Agency
'The Council'	Bracknell Forest Council
WG	Working Group

Bibliography

Extended Schools and Children's Centres – Strategy for extending provision
(Bracknell Forest Council, October 2003)

Children and Young People's Plan 2006/09 (Bracknell Forest Council)

Government Guidance for Sure Start Children's Centres and Extended Schools
(Department for Education and Skills, 2007)

How well are they doing? The impact of Children's Centres and extended schools
(Ofsted Report 2008)

BRACKNELL FOREST BOROUGH COUNCIL

**HEALTH OVERVIEW AND SCRUTINY PANEL and
LIFELONG LEARNING OVERVIEW AND SCRUTINY PANEL
WORK PROGRAMME 2007-2008**

Terms of Reference for

**SCRUTINY WORKING GROUP ON EXTENDED SERVICES IN AND AROUND SCHOOLS
& CHILDREN'S CENTRES**

Purpose of this Working Group / anticipated value of its work:

To look at the effectiveness of the implementation of extended services and children's centres project and to evaluate the anticipated outcomes for children, young people and families with a view to informing future project development.

Key Objectives:

1. To review the working arrangements and effectiveness of the Area Steering Groups.
2. To understand the role and work of children's centres.
3. To evaluate the significance of shared targets, in particular those relating to children's centres.
4. To explore the effectiveness of partnership working, and in particular at the links between youth services and extended services.
5. To ascertain an overall impression of the development of the project's process and be supportive, innovative and make positive suggestions to aid the process's development

Scope of the work:

1. To visit children's centres, and in particular to be present at the opening of the first children's centre.
2. To attend some of the Area Steering Groups within the borough.
3. To look at accountability arrangements and good practice outside the borough.
4. To identify partners and partnership arrangements.

Not included in the scope:

1. Investigation into individual partners' role and work.
2. Assessment of individuals' performance

Terms of Reference prepared by: the working group

Terms of Reference agreed by: the working group

Working Group structure: Councillors Ian Leake, Gill Birch, Jan Angell, Jennie McCracken, Mike Beadsley, Scott Burrows

Working Group Lead Member: Councillor Ian Leake/Gill Birch
Portfolio Holder: Councillors Alan Ward and Dr Gareth Barnard.

BACKGROUND:

1. General information on the project and a chronological guide as to how we reached this point now in the Borough – from the Officers of the Education, Children’s Services and Libraries Department
2. Information from the Area Steering Groups
3. TDA and Sure Start information
4. Information on what partners are involved in this project

SPECIFIC QUESTIONS FOR THE PANEL TO ADDRESS:

1. How are the Area Steering Groups working and are they implementing their decisions?
2. Are the extended services being made accessible to all children, especially the harder to reach groups?
3. What is being done for teenagers under the extended schools project?
4. How are the arts being brought into the extended schools activity?
5. How are local partners contributing to these projects?
6. What is the role of health in these developments?
7. How are extended services working with the voluntary sector and charities?

INFORMATION GATHERING:

Witness to be invited

Name	Organisation/Position	Reason for Inviting
Cath Lowther	Manager of the Rowans	To find out how the process of opening the first children’s centre was achieved/outcomes
Bridget Shepherd	Children’s Centre Co-ordinator	To gain further understanding into the project
South Hill Park’s Schools Liaison Officer		
A health representative		
A Police representative		
Local Authority Officers Graham Symonds Karen Frost Martin Gocke	Extended Services Manager Early Years Childcare and Play Manager Chief Officer, Access and Inclusion	Ongoing support to the project as requested

Site Visits

Location	Purpose of visit
Schools – TBA	To see how the project is progressing from the view point of schools.
Children's Centres – TBA	To see how the project is progressing from children' s centres viewpoint
South Hill Park	To look at how the arts could be involved in the project

Key Documents / Background Data / Research

1. Performance Indicators
2. Targets
3. List of Area Steering Groups with Chairs and lead officers
4. List of partners
5. Audit of extended schools

TIMESCALE

Starting: September 2007

Ending: March 2008

OUTPUTS TO BE PRODUCED

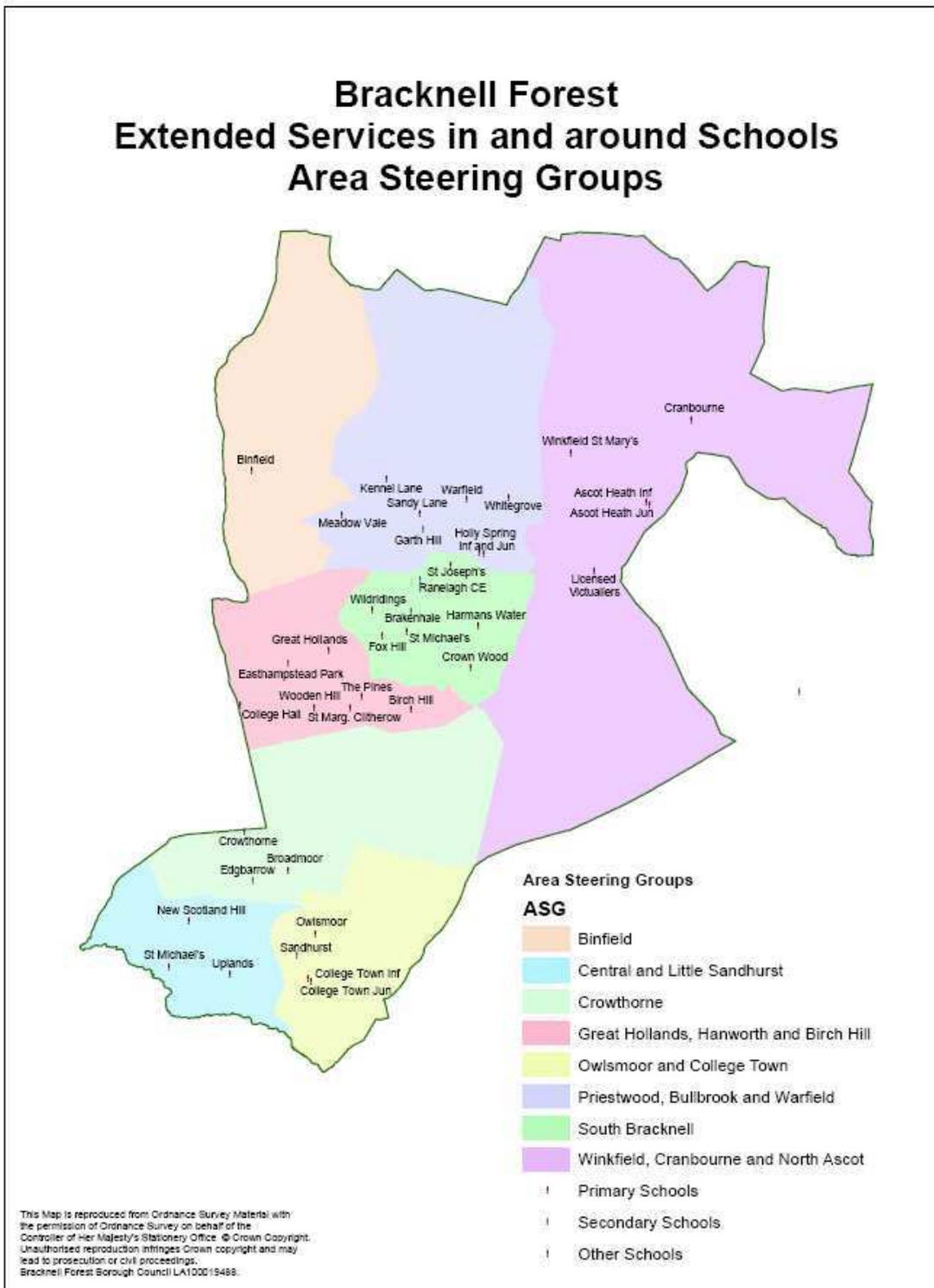
1. Scoping document to be reported to the Director of Education, Children's Services and Libraries and the Overview and Scrutiny Commission
1. Interim report paper by January 2008 to the Overview and Scrutiny Commission
2. Final report by end March 2008

REPORTING ARRANGEMENTS

Body	Date
Overview and Scrutiny commission – to see scoping document	

MONITORING / FEEDBACK ARRANGEMENTS

Body	Details	Date



Note: Since this map was produced, Binfield and Priestwood, Bullbrook etc have merged into a 'North Bracknell' group, and both Sandhurst groups have merged into a single 'Sandhurst' group.

New Performance Management Framework for Sure Start Children's Centres

ECM Outcome	Recommended Key Indicators	Difference	Data Source	Timing
Enjoy and Achieve	NI 72 – Percentage of children who achieve a total of at least 78 points across the Early Years Foundation Stage (EYFSP) with at least 6 points scored in each of the personal, social and emotional development (PSED) and communication, language and literacy (CLL) scales. (PSA 10)	SAME (as original framework)	DCSF/LAs based on EYFS Profile results.	Annual. LAs will have their own data now. DCSF will publish data for all LAs mid September 2008, so LAs will be able to benchmark their performance against their statistical neighbours.
	NI 92 - Percentage gap between the lowest achieving 20% in the EYFSP and the rest (PSA 11)	NEW (from 2008-09)	As above	As above
Be Healthy	NI 53 – Percentage of infants being breastfed at 6-8 weeks from birth (PSA 12)	CHANGED (old indicator referred to 'breastfeeding initiation')	PCT – as for old breastfeeding initiation indicator	Quarterly
	NI 55 – Percentage of children in reception year who are obese (PSA 12)	SAME (as original framework)	PCT – same as last year	Annual

Achieve Economic Wellbeing	NI 116 - Percentage of children aged 0-4 living in households dependent on workless benefits (PSA 9)	SAME (as original framework)	DCSF (from SOA level data supplied by DWP), accessed via the Key to Success website.	Annual. 2007 data is available now.
	NI 118 – Percentage of eligible families benefiting from the childcare element of Working Tax Credit; (DWP DSO)	NEW (from 2008-09)	HMRC Tax Credit Admin Data. SOA level data made available on the HMRC website.	2005 data is available now. More recent data will be made available once cleared by HMRC and DCSF
Stay safe	NI 70 - Rate of emergency hospital admissions caused by unintentional and deliberate injuries to children and young people (PSA 13)	NEW (from 2008-09)	Information Centre for Health and Social Care will publish Hospital Episode Statistics. DCSF is discussing with DH how LAs might be able to access data broken down by SOA and age; currently data is published for the 0 to 17 age group and is at a LA level. We will update LAs on	To be confirmed

			the situation later this year.	
Access for the most excluded groups	Percentage of members of the following groups in the children's centre reach area, with whom the children's centre establishes contact Teenage mothers and pregnant teenagers; Lone parents; Children in workless households; Children in Black and Minority Ethnic groups; Disabled children; children of disabled parents; and fathers. Other priority groups in the CC area.	CHANGED ('fathers' has been added to the list)	Collected at children's centre / LA level.	To fit in with self evaluation and LA performance cycle
Parental Satisfaction	% of parents of children aged 0 to 5 in the children's centre area satisfied with services	SAME (as original framework)	Collected at children's centre / LA level.	To fit in with self evaluation and LA performance cycle

CHANGE FOR CHILDREN IN BRACKNELL FOREST

PROGRESS / HIGHLIGHT REPORT
Working Group: Extended Services
Lead Manager: Graham Symonds
Reporting Period : July to October 2008
<p>Progress Against Targets</p> <ul style="list-style-type: none"> • The Training and Development Agency (TDA), who steer this work for the Government, report that Bracknell Forest 'compares very well against the SE region, statistical neighbours and national averages'. Under most assessment headings progress is assessed to be 'green' (on a scale of red, amber, green). Our likelihood of meeting targets in 2009 and 2010 is categorised as 'amber' due to the scale of work still to be achieved and the expectation that Government thresholds will rise. Our overall position is green – plans in place, good progress and evidence of good outcomes. • Progress against 'Strategy for extending provision in schools and children's centres': <ul style="list-style-type: none"> • Headteachers now generally recognise and support the benefits of extended services. 20 schools are now providing the 'full core offer' compared with the target agreed with the TDA of 14 schools. • Six Area Steering Groups (ASG) cover the whole Borough. All have visions and prioritised action plans and are steering local developments. This has changed since previous meetings: the Central and Little Sandhurst ASG and Owlsmoor and College Town ASG have merged to form a Sandhurst ASG, and Binfield ASG is considering joining with the Priestwood, Warfield and Bullbrook ASG. • £78,500 of the budget is allocated to ASGs in the period September 2008 to March 2009 to spend in accordance with their action plans. • Engagement and consultation activities are becoming routine to all initiative development. • A wide range of partners continue to be engaged. • Area Co-ordinators provide local support to schools and communities.
<p>Key performance indicators</p> <p>% of schools with full or sustainable extended provision in (July 2008):</p> <ul style="list-style-type: none"> • 3 or more elements of the core offer: 89% (33 schools) • All 5 elements of the core offer: 57% (21 schools) <p>The annual audit of schools was completed in July and the methodology has been revised to make the process more useful to schools. The evaluation of 'some', 'full', 'full plus' and 'sustainable' provision is now based on descriptors of delivery at this level, so schools can see what they could do to improve their extended services. The audit can also now be completed on a self-review basis. The outcome is similar to last year but the judgements are stricter and overall there has been an improvement. Further change can be expected next year.</p>

Recent developments

- In all areas there have been Area Steering Group (ASG) meetings, with the opportunity taken to refresh the area plan, reviewing existing objectives, suggesting new areas and re-prioritising.
- In **Binfield** the ASG met in October and agreed to continue to fund the library activities and parenting support activities. ASG members agreed the following priorities for 2008/9:
 - To develop a cohesive, inclusive community in Binfield.
 - Provide opportunities for young people
 - To offer parenting support, learning opportunities & advice
- In **Crowthorne** Broadmoor and Crowthorne C of E schools' have employed Family Support Advisers who commenced employment in September.
- Crowthorne library provided successful weekly craft sessions during the summer holidays for families in the Crowthorne area and have since started a weekly after-school craft club.
- A senior citizens' lunch club has started at Crowthorne C of E primary school and is attracting 4 or 5 older people from the local community each week. Year 5 pupils are supporting the older people.
- The summer activities programme coordinated by the PCSO was very successful. A large number of young people and their parents got involved and the Friday activities on the Morgan Recreation Ground were very well attended. It was evident that the harder to reach young people wanted the activities to come to them rather than going to Oakwood or Horseshoe Lake.
- A successful Arts Week took place during the summer. 26 young people attended and a sharing took place at the end of the week for parents & carers. A monthly Saturday arts session is currently being piloted until Christmas at a cost of £2.00 per session for 2 hours per young person attending.
- The October ASG meeting agreed the following priorities for 2008/9:
 - To offer parenting & family support
 - To provide opportunities for young people
 - The Area Plan will be revised to reflect the agreed areas for future work.
- In **Great Hollands/ Hanworth/ Birch Hill** ASG priorities agreed for 2008/9 were:
 - The need to increase parental engagement
 - Raising the aspirations of young people and their parents
 - Litter/environmental concerns (to include issues such as personal safety and anti social behaviour)
 - Easily accessible family spaces in schools
- A School Council Conference was held at Easthampstead Park in July. The theme for the half day had been 'Are we a caring community?' and feedback from the children and young people who took part suggested that the conference had been a huge success
- An Age to Age in Stories & Songs project is currently taking place in conjunction with Bracknell Forest Arts Development at Birch Hill & St Margaret Clitherow schools. Pupils are engaged in song writing and recording activities based on reminiscences from elderly residents at Ladybank Care Centre culminating in a performance at Ladybank.
- A successful health event took place at Easthampstead Park on July 22nd for pupils in year 9 with hour long sessions provided on drugs & alcohol (Drugs & Alcohol Team DAT), sexual health (Bracknell Forest PCT staff), internet safety

(Childnet International). Feedback from staff and pupils was excellent particularly regarding the internet safety session delivered by Childnet International

- A number of Stay & Play sessions took place at Birch Hill School during the summer holidays. The sessions were well attended with on average 10 adults & 22 children attending. Comments from the evaluation were very positive with all attending saying they enjoyed the session and would attend future sessions.
- In **Sandhurst**, the Summer of Fun event was a huge success with over 1300 children taking part in some part of the 4 week programme. It is hoped that this programme will be repeated next year, with local sponsorship currently being assessed to help sustain its future.
- New priorities for the newly merged Sandhurst ASG have been decided, one of these is to be a project around Sandhurst Pride in schools, giving local children and young people a sense of pride in where they live. A meeting with representatives from all of the school councils is planned for November to get the children's views on how they feel about where they live and how all children can feel proud and value their surroundings.
- A number of interschool activities are underway with pupils from Sandhurst school supporting reading in the College Town schools, and staff from Sandhurst school helping to support booster classes at Owlsmoor. Other interschool opportunities will be sought with the other Sandhurst schools.
- In **Priestwood, Bullbrook and Warfield**, the September Area Steering Group meeting considered priorities for 2008-09 and the Area Plan will be revised to reflect the agreed areas for future work which include SEN inclusion, consultation and engagement and work with families.
- A working group set up to consider the issue of the need for a youth hub in the North Bracknell area has, with advice and support from youth services, carried out an impressive piece of work establishing the movements and habits of young people in the area. Happily our group observed no anti social behaviour and further consultation and engagement work with young people is planned for the Spring to establish the best way forward for future provision.
- In support of the 2008 Northern Parishes Arts week, Holly Spring Infant School is one of a number of schools which will host two lantern making workshops. Up to 20 participants will work with professional artists to make a lantern which can then be used at the lantern and singing procession in Lily Hill Park on the 31st October.
- Finally, Holly Spring Infant school has also, in response to the needs of a small group of its children, set up a Nurture Group for a two term pilot. The Nurture Group supports 10 children from years one and two and runs on 3 mornings a week. The group, called "The Caterpillar Club" has been running for 4 weeks and the school reports that it is already seeing positive results with the children talking about their feelings more freely, having increased self-esteem and being more aware of others around them. Feedback from parents has also been positive and this pilot will be closely evaluated as a possible future model for other schools in the Borough.
- In the '**South Bracknell**' area – covering areas of Easthampstead, Wildridings, Harmans Water, Crown Wood and Forest Park – 3 schools in this cluster now have Family support advisers, with 1 other to be employed within the next few months. Progress has already been made in developing specific services to suit

their individual schools

- The tug of war project was hailed as a huge success from Wildridings Primary School with improved behaviour clearly noticed from the children who attended. Other schools are eager to try out this innovative programme.
- Two main priorities were identified from this ASG for the forthcoming year, one of these is around healthy eating, obesity and family cooking. The other is around expanding the schools community watch in this cluster, looking at specific issues that concern the children and young people in this area and trying to address these concerns with a week long programme of events.

- In **Winkfield/ Cranbourne/ North Ascot**, The ASG are continuing the cycle of consultation, implementation and evaluation to establish key priorities for action.
- All four schools will have pupils taking part in the Northern Parishes arts festival at the end of October and the ASG have funded part of the lantern project developed by the Arts Development Team at Bracknell Forest
- The series of parenting workshops are complete and the feed back from all sessions was extremely positive with participants requesting further sessions which the ASG have agreed to fund this term.
- The CAB drop in at Ascot Heath, goes from strength to strength and the ASG have agreed to maintain the sessions for a further year.
- Family Support Advisor is now in post for the four schools, and already the headteachers are reporting that she is making a difference

- The development of the Family Support Adviser (FSA) role is progressing. Between 20 and 25 schools are expected to have the role underway in the autumn term. Partners are working on an induction and training programme.
- Study Support, Nine schools have agreed to participate in QiSS accreditation this academic year, three secondary, four primary and an infant and junior school who plan to work together as a cluster.

Problems / Delays / Risks – Ongoing Issues

Willingness of schools to prioritise work in areas key to fulfilling full core offer.

Outlook for Next Period – Please identify potential changes to the plan.

- Development and embedding of FSA role
- Development of Borough-wide parenting opportunities
- Working with schools separately to help them achieve in all five 'core offer' areas
- Initial work on Disadvantage Subsidy pilot
- Development of, and consultation on, an updated strategy

Signature : *Graham Symonds*

Date : 31/10/2008

Extended Schools Services: Position of Bracknell Forest Schools at October 2008

Schools	Childcare 1.	Varied Menu of Activities 2.	Parenting 3.	Swift and Easy Referral 4.	Community Access 5.	Fully Extended?	Target for FCO 6.
Great Hollands Primary	Full +	Full +	Some	Full	Full	No	Mar-09
Cranbourne Primary	Full	Full	Some	Full	Full	No	Mar-09
College Town Junior	Full	Full +	Some	Full	Full	No	Apr-09
Easthampstead Park School	Full	Full	Some	Full	Full	No	Apr-09
Holly Spring Junior	Full	Full +	Some	Full +	Full	No	Apr-09
Sandhurst School	Full	Full	Some	Full +	Full	No	Apr-09
Winkfield St. Mary's CE Primary	Full	Full +	Full	Full	Some	No	Jun-09
Meadow Vale Primary	Some	Full	Full	Full	Some	No	Jun-09
New Scotland Hill Primary	Some	Full	Some	Full	Some	No	Jun-09
Binfield CE Primary	Some	Full +	Full	Full	Full	No	Oct-09
Fox Hill Primary	Full	Some	Some	Full	Some	No	Oct-09
Holly Spring Infant and Nursery	Some	Some	Some	Some	Some	No	Oct-09
St. Michael's CE Primary, Sandhurst	Some	Full	Full	Full	Some	No	Oct-09
Kennel Lane School	Some	Some	Sustainable	Sustainable	Some	No	Dec-09
Birch Hill Primary	Full	Full	Full	Sustainable	Full	Yes	
Owlsmoor Primary	Sustainable	Full +	Full +	Full	Full	Yes	
St. Michael's Easthampstead CE Primary	Full	Full	Full	Full	Full	Yes	
St. Margaret Clitherow Catholic Primary	Full	Full +	Full	Full +	Full	Yes	
Wooden Hill Primary	Sustainable	Full +	Full	Full +	Full	Yes	
Crown Wood Primary	Full	Full +	Full	Sustainable	Full +	Yes	

Schools	Childcare	Varied Menu of Activities	Parenting	Swift and Easy Referral	Community Access	Fully Extended?	Target for FCO
Sandy Lane Primary	Sustainable	Full +	Full	Full +	Full +	Yes	
St. Joseph's Catholic Primary	Full	Full +	Full	Sustainable	Full	Yes	
Uplands Primary	Full	Sustainable	Full +	Full	Full +	Yes	
Warfield CE Primary	Full +	Full	Full	Full	Full	Yes	
Whitegrove Primary	Full	Full +	Full	Sustainable	Full	Yes	
Wildridings Primary School	Full	Full	Full	Sustainable	Full	Yes	
Ascot Heath Junior	Full +	Full +	Full	Full	Full	Yes	
Crowthorne CE Primary	Full	Full	Full	Sustainable	Full	Yes	
Edgbarrow School	Full	Full	Full	Full	Full	Yes	
Ranelagh CE School	Full +	Sustainable	Full +	Sustainable	Full +	Yes	
Broadmoor Primary	Full +	Full +	Full	Full	Full	Yes	
College Town Infant and Nursery	Full	Full +	Full +	Full +	Full +	Yes	
Karmans Water Primary	Full	Full +	Full +	Full	Full	Yes	
The Brakenhale School	Full	Full +	Full	Full	Full	Yes	
The Pines School	Full	Full +	Full	Full	Full +	Yes	
Ascot Heath Infant	Full	Full	Full	Full	Full	Yes	
Garth Hill College	Some	Full +	Full	Full +	Full	Yes	
Total: 37						23	
Percentage fully extended						62%	

Notes

1. Childcare applies in primary schools and a 'safe place to be' in secondary schools.
2. A varied menu of activities means a wide range of study support activities for children - which will complement childcare provision.

3. Parenting means information for parents, access to parenting groups and programmes and family learning
4. Swift and Easy Referral means effective arrangements for identifying and reviewing children and young people in need of support, and schools have plans in place to implement Common Assessment Framework processes
5. Community access means if there is local demand, community use of suitable school premises
6. 'FCO' means Full Core Offer' as set by Government (see paragraph 2.2)
7. 'Full +' denotes schools which are working towards the top rating of 'sustainable'.
8. 'Sustainable' means that processes in schools will be embedded so that the services can continue to be offered, all the time changing and developing to suit changing needs.

CHANGE FOR CHILDREN IN BRACKNELL FOREST.

PROGRESS / HIGHLIGHT REPORT.
Working Group: Extended Schools and Children's Centres
Lead Manager: Children's Centres - Karen Frost
Reporting Period July 08 – October 08
<p>Progress Against Targets</p> <ul style="list-style-type: none"> • Together for Children (TfC) have approved The Oaks and The Rowans as being 'Fully Operational' thus acknowledging that full core offer services are being delivered from both centres. The remaining four centres have until March 2009 to be approved. <p>Progress against 'Strategy for extending provision in schools and children's centres':</p> <ul style="list-style-type: none"> • The project at Meadowvale School has now been started and is due for handover at February half term 2009. • The planning application for the original project at The Alders was withdrawn in August due to additional parking requirements that could not be met. A new application for the site of College Town School is currently in the pre-planning stage and indications are looking favourable. • The project at Crowthorne CE School has been given partial planning approval and is likely to proceed. Additional facilities are being explored in the area of Broadmoor School. • A capital plan has been developed which includes both children's centres and early years capital programmes. <p>Phase 3 Developments</p> <ul style="list-style-type: none"> • The DCSF has recently changed the guidance for the Children's Centre capital budgets for phase three developments. Rather than having a three year time period in which to deliver the additional three centres, this has now been changed to a two year programme with all capital expenditure (other than retentions) having to be spent by March 2010. • As a result of the above, the multi-agency proposal for the phase 3 CC building at Jennett's Park adjacent to the new community centre which had BFBC and PCT strategic approval to progress is unlikely to fall within the above time period. • However, three new projects are in the early stages of development, and will be reported to this group at the next meeting should they prove to be viable.
<p>Key Performance Indicators</p> <ul style="list-style-type: none"> • The national KPIs have been revised and now include accident and emergency admissions, sustained breastfeeding rates and fathers as a target group. • The CC Action Plan is being updated to include these revised national and local performance indicators. • Evidencing KPIs will be facilitated by the procurement of the CC software which is now moving forward.

Recent Developments

Staffing

- Two Project Workers have been recruited – one full time post and one part-time post and both members of staff are running sessions and proving to be a valuable asset to the CC team. Unfortunately the person recruited to the Saturday post has recently resigned having been offered a full time post at Larchwood which necessitates shift working. This post will be reviewed and then readvertised.
- Sandra Woodward has been awarded her NPQICL qualification and Cath Lowther has just started on the same course. As Louise Clark has also achieved this qualification, all three managers will have the required qualification for their role.

The Rowans Children's Centre

In addition to an already full programme, new services/activities include:

- Antenatal midwife clinic
- Diwali celebration run by Hindu mums
- Cooking workshop for children with allergies/food intolerances run by a mother
- Speakeasy course for parents which supports them in talking about relationships with their children
- A Polish information afternoon is to be held at The Rowans in November which has been organised by a working party including BFVA, the Police, Health services and Children's Centres.

The Family Tree Children's Centre

- It is hoped that the Family Tree CC will establish an interim office base at Langley Hall for families within the town centre area while the final location for the children's centre is decided. Outline terms have been agreed, but need to be approved by the Legal Dept.
- A weekly session is held at Bullbrook Community Centre with all areas of E.C.M. being covered on rotation.
- A Dads' group has been established to run every 2nd Saturday of the month at Langley Hall.
- Once a month at Langley Hall there are two E.S.L. groups facilitated by the P.L.A. – Bengali and Afrikaans
- A Kids + 1 group for lone parents is running on Wednesday morning at Langley hall, followed by a drop-in cooking session
- Priestwood Community Centre: All areas of E.C.M. covered on rotation.
- C.A.B., S.A.L.T., C.I.S., Jo Jingles, cooking sessions, baby massage, baby yoga and parenting sessions are all offered in the Family Tree area.

The Oaks Children's Centre

- The Health Visitors have moved on site and have settled in well.
- The Stay and Play sessions which ran at Birch Hill School using the nursery building and resources during the summer and half term holidays have been very popular and have also resulted in new parents visiting the school.
- An afternoon drop-in supporting more vulnerable families has just started. The group is for parents and children to enjoy activities together.
- A Tea and Toast group for the pre-school and nursery parents is planned to start soon with the aim of engaging parents on an informal basis and then developing the sessions into a Share programme.
- The Dads' Saturday group is taking place on a monthly basis.

- 3 short parenting workshops are in the process of being delivered as a precursor to a full Solihull programme next term.
- A parent has volunteered to become a mentor/community voice.

The Alders Children's Centre

- Staff from the Children's Centre supported the Sandhurst Summer of Fun.
- Weekly drop in sessions at The Spot are just about to start to include specific themes e.g. music with babies and guest visitors such as SALT.
- A Speakeasy course is to run in the area in the New Year.
- Further consultation will be taking place to ensure that services meet local need

The Chestnuts Children's Centre

- Stay and Play sessions were run from Broadmoor School during the holidays.
- Story and craft sessions were run from Crowthorne library supported by a PACT volunteer.
- Bumps and Babies/breastfeeding café is due to start in November to be supported by PACT/NCT volunteers.
- A paediatric first aid course is planned for November.

The Maples Children's Centre

- Binfield sessions are running fortnightly at Farley Wood hall in conjunction with an existing parent & toddler group which has helped to increase numbers.
- A project worker is to establish a baby café clinic at Tesco in Warfield.
- A Starting School evening was run in September, which was a great success and had good feedback from parents and partners at the event.
- There has been very positive feedback from the North Ascot sessions
- A bi-monthly session is running at Ascot Jubilee Hall and on the first Saturday of the month at North Ascot Hall.
- All areas have had paediatric first aid training – this will continue in the New Year.

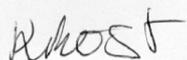
Problems / Delays – Ongoing Issues

- The final location of The Family Tree CC has still not been determined but a number of options are being explored.
- The revised capital guidance for the phase three centres will mean that any developments on school sites will have to be undertaken in advance of the primary capital programme although they will be planned to fit in with future plans.
- It will also mean that it is imperative that other departments within the Council understand the time constraints put upon us and work with us to ensure that the capital funds are not clawed back.

Outlook for Next Period – Please identify potential changes to the plan

- To move forward the phase two developments at the Family Tree and Owlsmoor.
- To explore the possible phase three children's centre developments.
- To remap the centre catchment areas once the location of the three additional centres is known.
- To consider additional staffing requirements.

Signature :



Date : 3.11.08

PERFORMANCE INDICATORS: Performance Results April 07 – March 08

To meet the following criteria for outcomes:

	Rowans CC	Oaks CC
Child(ren) in reception year who are obese: to look at diet, healthy eating plans and to look at active lifestyles.	0	0
Mothers initiating breastfeeding: to look at the first 48 hours of birth, baby to the breast or baby offered mother's breast milk.	4	3
Mothers continuing to breastfeed: to look at monitoring this ongoing process.	3	1
Children aged 0-4 years living in households dependant on workless benefits: to monitor closely with contact from Jobcentre Plus and Colleges/ Open Learning Centre.	10	13
Teenage mothers aged 16-19 years in education, employment or training: to include part-time learning and employment.	0	0
Teenage fathers aged 16-19 years in education, employment or training: to include part-time learning and employment.	0	1
Teenage mothers and pregnant teenagers:	2	7
Lone parents:	10	12
Children in black and minority ethnic groups:	1	3
Disabled children and children of disabled parents:	3	3
Other groups which are priority vulnerable groups in the children's centre area:		
Mental Health Issues	5	5
Domestic Violence	1	1
Drug and Alcohol Misuse	1	1
Other	0	1
Work carried out engaging with fathers:	9	10
Parents of children aged 0-5 years satisfied with the service: to measure when feedback has been received.	6	6

OVERVIEW AND SCRUTINY COMMISSION 1 APRIL 2009

'WASTE NOT WANT NOT' – WORKING GROUP REPORT (Head of Overview and Scrutiny)

1 INTRODUCTION

- 1.1 This report presents the attached report resulting from the review of the Council's waste and recycling service undertaken by a working group of the Environment, Culture and Communities Overview and Scrutiny (O&S) Panel.
- 1.2 This report is due to be considered by the Environment, Culture and Communities O&S Panel at its meeting on 16 March. Any changes to the report determined by that Panel will be reported orally to the O&S Commission on 1 April.

2 SUGGESTED ACTION

- 2.1 **That the Overview and Scrutiny Commission adopts the attached report of the review of the Council's waste and recycling service undertaken by a working group of the Environment, Culture and Communities O&S Panel, for sending formally to the Executive Member for the Environment.**

Background Papers

None

Contact for further information

Richard Beaumont – 01344 352283
e-mail: richard.beaumont@bracknell-forest.gov.uk

Andrea Carr – 01344 352122
e-mail: andrea.carr@bracknell-forest.gov.uk

Doc. Ref

-

This page is intentionally left blank

Waste Not Want Not

**A review of Waste and Recycling in Bracknell Forest
by a Working Group of the
Environment, Culture & Communities Overview & Scrutiny Panel
in partnership with**



Crowthorne Parish Council



Sandhurst Town Council



Warfield Parish Council



February 2009

Table of Contents

	Page No.
1. Foreword by the Lead Member	1
2. Background	2
3. Investigation, Information Gathering and Analysis	3
4. Conclusions	26
5. Recommendations	30
6. Glossary	32
Appendix 1 – Introductory Presentation by the Chief Officer: Environment and Public Protection	33
Appendix 2 - Presentation by the re ³ Contract Manager	35
Appendix 3 - Presentation by the Waste and Recycling Manager	37
Appendices 4a&b – Kerbside Tonnages and Refuse Collection Charts	43
Appendix 5 – Waste and Recycling Performance	50
Appendix 6 – All England League Table 2007/08	55

Acknowledgements

The Working Group would like to express its thanks to the following people for their co-operation and time. All those who have participated in the review have been thanked for their contribution and provided with a copy of this report.

Oliver Burt	re ³ Contract Manager
Steve Holgate	Head of Development, SITA UK Ltd
Andrew Woolcock	Smallmead Household Waste Recycling Centre, Reading

The following from Bracknell Forest Council:

Councillor Mrs Hayes MBE	Executive Member for the Environment
Melissa Read	former Planning and Transport Policy Team Manager
Eric Redford	Contracts Officer, Waste and Recycling Team

Additionally, the Panel would like to give special thanks to the following from Bracknell Forest Council. Without their help and support this report would not have been possible. They have provided a huge amount of help, support and guidance, in the management of our meetings, the scheduling of visits and guests and the co-ordination of hundreds of pages of data, graphs, reports and meeting notes:

Steve Loudoun	Chief Officer: Environment and Public Protection
Janet Dowlman	Waste and Recycling Manager
Richard Beaumont	Head of Overview and Scrutiny, Chief Executive's Office
Andrea Carr	Policy Officer (Scrutiny), Chief Executive's Office

1. Foreword by the Lead Member

- 1.1 Waste collection and recycling is one of the Council's most important and visible services to the residents of Bracknell Forest, of universal value to everyone. It has a profound bearing on our visual environment and on public health, and it is a very significant issue for the Borough and the nation.
- 1.2 Given the nature of the work that the Environment, Culture and Communities Overview and Scrutiny Panel was asked to investigate it was clear from the outset that this review would take a considerable period of time to produce, discuss and publish.
- 1.3 In a departure from previous conventions, I have opened up this review to the various Town and Parish Councils that make up Bracknell Forest and working in partnership with them asked for their support and input. On both of the two major projects of this Panel we have been very lucky to have Town and Parish councillors appointed to be part of the Working Group. Their contributions have been invaluable and helped us to ensure that we fully examined everything that we have been tasked to investigate.
- 1.4 I hope that other Panels follow the lead of the Environment, Culture and Communities Overview and Scrutiny Panel and work in partnership on future projects.
- 1.5 Given the nature of the work of this Panel we have, over the past year, collected an enormous amount of information and as part of our work been privy to information of a confidential nature related to contracts and pricing. As this report will be publicly available we have not included all of the information.
- 1.6 This report records the outcome of a strategic review by a Working Group of the Environment, Culture and Communities Overview and Scrutiny Panel of the Council's waste and recycling service. The Working Group comprised:

Bracknell Forest Councillor Marc Brunel-Walker (Lead Member)
Bracknell Forest Councillor Mrs Jan Angell
Bracknell Forest Councillor Mike Beadsley
Bracknell Forest Councillor Mrs Jacqui Ryder
Sandhurst Town Councillor Nick Allen
Warfield Parish Councillor Ms Colleen Healy
Crowthorne Parish Councillor Bob Wade
- 1.7 I thank all of those involved in the production of this report and commend the findings and recommendations to the Executive Member for the Environment, Councillor Mrs Dorothy Hayes.
- 1.8 I would also like to record my thanks to Steve Loudoun, Janet Dowlman and Andrea Carr for their support on the creation of this report. The success of this Working Group is as much due to them as it is to any member of the Working Group.

Councillor Marc Brunel-Walker
Panel Chairman

2. Background

- 2.1 Bracknell Forest Council's (the Council's) former Environment and Leisure Overview and Scrutiny Panel considered a list of potential themes to be reviewed in detail by working groups of the Panel during 2007/08 to complement its ongoing work such as performance monitoring. A strategic review of the Council's waste and recycling service was one of the themes selected to form part of the Panel's work programme.
- 2.2 The Working Group welcomed undertaking this review as waste collection and disposal is a major service which affects all residents of the Borough and has a significant impact on the environment and sustainability implications.
- 2.3 The main purpose of the review has been to undertake a strategic examination of refuse collection, recycling and waste disposal, including the review of progress of the new waste Private Finance Initiative re³ contract and also the experience of the first year of the Alternate Bin Collection (ABC) scheme.
- 2.4 Key objectives of the review have been to develop an appreciation of the types of waste collected and methods of collection and disposal; understand how the re³ project will deliver projected savings; ascertain whether the ABC scheme can be improved; identify options for further reducing the amount of waste generated by households and businesses and to increase recycling; and identify for adoption where appropriate, best waste management practice in relation to the collection of waste and recyclable materials.
- 2.5 The scope of the review has included waste collection, recycling and disposal; detailed consideration of the ABC scheme (including waste composition and bin size); identification of possible methods of reducing food waste; examining the options for increasing the use of the community recycling sites; and understanding how the Longshot Lane Civic Amenity (CA) site is operated and managed.
- 2.6 Aspects excluded from the review include:
 - reviewing the decision to implement the ABC scheme;
 - a review of the re³ contract; and
 - littering, fly-tipping, rubbish dumping and graffiti as these have been covered within the scope of the review of street cleaning undertaken by another working group of the Panel.

3. Investigation, Information Gathering and Analysis

Introductory Session with the Chief Officer: Environment and Public Protection

- 3.1 The Working Group received an introductory presentation from the Chief Officer: Environment and Public Protection (attached at Appendix 1). The presentation addressed scoping the review, relevant legislation, national targets to reduce biodegradable municipal waste landfilled, the scale of the waste function, related budgets and questions the Working Group might wish to pose as part of the review.
- 3.2 Members noted that SITA UK Ltd was the Council's waste and recycling collection contractor and that recycling formed part of the re³ project, a 25 year waste disposal contract involving Bracknell Forest, Reading and Wokingham Borough Councils. Local authorities were legally bound to collect and dispose of domestic waste and make arrangements for commercial waste if requested. Legislation placed businesses under a duty of care to dispose of waste and they were fined if they did not comply. They made their own arrangements for recycling. The Borough Council Schools and any other that requested service fell into the household category and the Council's contractor collected their waste and recycling materials. Although there was no obligation for councils to provide CA sites, there was a duty to make such a waste facility available. Bracknell Forest's CA site at Longshot Lane, Bracknell, was shared with Wokingham Borough Council and formed part of the re³ project. There were also mini recycling centres at some sites in the Borough.



Residents disposing of waste at Longshot Lane CA centre and a landfill site.

- 3.3 Issues arising from consideration of the scoping of the review included:-
- The need for the Working Group to appreciate the variety of waste collected and the possible methods of disposal;
 - The possibility of exploring whether the Council could do more to facilitate commercial and domestic recycling in the Borough;
 - Management of the usage, capacity and flow at the CA site in the light of best practice at other sites for comparison;
 - Risks, challenges and pressures with regard to waste service delivery;
 - Possibilities to reduce the amount of waste produced through educating residents and businesses;

- The aspect of the review concerning ABC would consider the success of the scheme following its first year of operation and not review the principle of ABC;
- Measures taken by the Council to assist residents with the implications of kerbside recycling collection e.g. bin size and waste compression and storage;
- Examples of good waste collection / disposal / reduction / recycling practice by other local authorities would be identified in order that the Working Group may explore best practice for possible adoption in Bracknell Forest; and
- Appropriate sites for the Working Group to visit as examples of part of the waste solution practice were the Smallmead Household Waste Recycling Centre at Reading, Planners Farm composting centre at Warfield and the M25 Colnbrook Energy From Waste (EFW) site, which was under construction at the time of the meeting.

Presentation by the re³ Contract Manager

- 3.4 Oliver Burt, re³ Contract Manager, met the Working Group to give a presentation in respect of the re³ partnership's waste disposal and recycling contract relating to the Boroughs of Bracknell Forest, Reading and Wokingham, a copy of which is attached at Appendix 2. The presentation set the background to the partnership and outlined the project drivers, scope of the related contract, regional and other contract facilities, third party facilities and future initiatives.
- 3.5 It was noted that the population of the contract area had risen from 400,000 to 408,000 since the presentation had been prepared. Local government reorganisation had prompted the establishment of the re³ partnership when the former Berkshire County Council had been dissolved and its waste disposal responsibilities passed to the six new unitary authorities. Bracknell Forest, Reading and Wokingham had then formed a partnership with the benefit of £37m of private finance initiative credits to award a 25 year £611m waste disposal and recycling contract to Waste Recycling Group (WRG) Ltd.
- 3.6 Drivers for the re³ project included legislation and associated targets and the regional scarcity and cost of landfill. Each local authority within the partnership was responsible for waste collection in its own borough and although Bracknell Forest and Reading had adopted a similar approach featuring kerbside collection of recyclables, Wokingham utilised a different method.
- 3.7 The contract reduced risk and provided stability for the three member authorities by taking responsibility for the sale and marketing of recycled materials and maintaining a fixed landfill price for the length of the contract. It also brought about benefits associated with council partnership and with public / private partnership working.
- 3.8 Contract facilities were based locally and consisted of the Sutton Courtney landfill site, Planners Farm composting site, two CA centres and ultimately a material recycling facility (MRF) at the Smallmead Household Waste Recycling Centre. Future contract initiatives included the rebuilding of the Longshot Lane

CA site for which there were approved plans but these did not include access or highway improvements. Congestion on the site had always been an issue due to its popularity and, with limited space during the works, it was anticipated that the situation could worsen. The site was now managed on behalf of the partnership by WRG Ltd and would be open to the public for three hours per evening from Monday to Friday and at existing opening times on Saturdays, Sundays and Bank Holidays during the reconstruction works, which would commence in April 2008 and be complete by June 2009. Third party facilities would include the treatment of 60,000 tonnes of waste per annum at an EFW centre and possible composting facilities.

3.9 Future activity would include maximising efficiency with a view to increasing the amount of waste recycled from 40% to 50%. The Working Group was advised that methane, a greenhouse gas produced by landfill sites, was 23 times more potent and harmful to the environment than carbon dioxide.

3.10 The following points arose from consideration of the presentation:-

- In terms of contract management, a senior officer from each of the partner authorities, one of whom acted as Project Director, were responsible for the day to day management of the contract with a Joint Waste Board having overall responsibility and delegated authority to make decisions on behalf of all three authorities.
- The merits of persuading supermarkets, possibly through Government lobbying where necessary, to minimise waste by reducing packaging were highlighted and it was noted that some played a role in recycling and influenced behaviour. Attention was drawn to an example of the banning of plastic carrier bags by one retailer in Devon.
- WRG Ltd undertook waste disposal / recycling sales marketing which led to a lower contract price for the partnership and the receipt of royalties in respect of the disposal of trade waste.
- Recycling opportunities in the country remained limited and the number of companies able to receive collected material was low. Whilst most products were recyclable this was only true where there was a plant able to process them. There needed to be a sustainable market in place before introducing a new material to recycling otherwise public confidence would be lost if a product could no longer be collected.
- Storage of recycling materials by residents between collections was highlighted as an area for the Working Group's attention.
- Although the partnership was working together to increase the amount of recycling from 40% to 50% of waste collected, there was an uneven level of input as Wokingham Borough Council employed a different collection method.
- Members were provided with details of the MRF being built at the Smallmead Household Waste Recycling Centre which would enable paper / card, plastic bottles and cans to be collected in one container. Access to the plant would be afforded to Bracknell Forest in the future and

at that time the use of the blue wheeled bins was expected to increase resulting in further improvements in recycling rates.

- The partnership sought to supplement the educational activities undertaken by the individual councils to promote recycling and staff had been active in visiting schools and would take school children to visit the Longshot Lane CA facility when its reconstruction was complete. Officers of the Waste and Recycling Team at Bracknell Forest had worked with the partnership officers on educational events including producing Christmas decorations from recycled CDs.
- Although the tonnage of waste introduced from outside the re³ project area via Longshot Lane CA site was in the region of 3.5% to 4%, some waste generated in the Borough was disposed of elsewhere. Trade waste, which had previously constituted 10% of waste collected, was now excluded from the waste stream due to the management measures employed on site.
- The re³ contractor had developed a trade waste facility and any spare capacity was sold to the trade at the market rate. Many large companies had local or national agreements relating to waste disposal and councils were obliged to provide for trade waste if asked. In Bracknell Forest, SITA UK Ltd provided this service via their commercial division.
- Whilst additional local authorities could in theory be added to the re³ project, this could pose contractual complications.

Presentation by the Waste and Recycling Manager

- 3.11 The Waste and Recycling Manager gave a detailed and thorough presentation (copy attached at Appendix 3) in respect of the Council's domestic waste and recycling collection services. Having introduced the Waste and Recycling Team and explained its functions, the presentation outlined the domestic waste collection contract, identified waste customers, listed other refuse services and described collection arrangements, the history of the service, the introduction of ABC and results after one year. It also explained the landfill directive and allowance, financial drivers, tonnage of recycling and targets, landfill bin analysis, challenges and opportunities, initiatives, service improvements, how Bracknell Forest compared to other unitary authorities and the results of the Acorn (A Classification of Regionalised Neighbourhoods) group survey. The latter survey analysed behaviour towards recycling by households falling into the five financial categories of wealthy achievers, urban prosperity, comfortably off, moderate means and hard pressed. The survey found that wealthy achievers were responsible for the highest levels of potentially recyclable items in landfill bins.
- 3.12 The Working Group was advised that the Contract Management Officer and Recycling Officer had fortnightly supervision meetings with the waste collection contractor and the Waste and Recycling Manager attended quarterly meetings. An officer from the Waste and Recycling Team undertook daily monitoring of contractor performance, ensured that health and safety procedures were followed and noted customer behaviour in relation to overloaded bins or excess rubbish. In the event that a waste bin / recycling box was not emptied, the customer would usually first contact the Council's Customer Services Centre who would take the details and refer them to the contractor. 'Lock out' sheets

were utilised by SITA to record whether a bin had not been put out for refuse / recycling collection. It was regular practice for the refuse operators to compare the number of bins put out for emptying with the amount of houses in a given road and they became familiar with the area and able to report back on issues such as whether a home had more than one bin of the same type. Frail and disabled residents were able to receive an assisted collection service which involved refuse operators collecting and returning their bins. The additional cost of this service to the Council was 20p per lift and checks to ascertain whether occupiers of properties in receipt of the service had a continuing need had led to a saving of £3k per annum. Churches received a free refuse / recycling service and Council owned buildings were recharged for collection but currently not for disposal even though as commercial premises they should be charged for disposal. Schools could only be recharged for collection. Other services offered were:

- Bulky items on request
- Clinical waste
- Sack collections
- Bulk communal bin washing
- Cleaning recycling sites
- Bin/box deliveries
- Deliveries of garden waste sacks to outlets

3.13 All waste enquiries were routed through the Customer Services Centre and either dealt with by the Council or SITA or passed on to the re³ contractor if they related to the Longshot Lane CA site or recycling bank collections. Many requests were being made to order new bins and a customer self-service system was to be trialled. Justified complaints in respect of missed collections were very low comprising less than 500 out of 2.7m collections per annum. Whilst the number of complaints had increased with the introduction of ABC, the main allegations were around maggots. Most were proven unfounded. Christmas waste collection arrangements had also been an issue that year. However, the overall number remained low. Council staff visited complainants regarding ABC issues to advise on possible solutions to their waste problems.

3.14 The Working Group was advised of the history of the waste and recycling service and learned that recycling targets had been met year on year demonstrating effective management of the service. Under the European Landfill Directive relating to biodegradable waste (68% of bin content), the landfill cost per tonne would increase from £24 to £32 with effect from April 2008 and by £8 per tonne per annum thereafter. The penalty to councils for exceeding their individual landfill allowance was £150 per tonne. If the United Kingdom exceeded its landfill allowance overall then each council that contributed to this would have to pay towards the European Union (EU) fine estimated at £500k per day. The theory was that spare landfill allowance could be banked by local authorities for use at a later date if necessary and any surplus allowance could be traded to another local authority. However, as yet such credits had no commercial value.

3.15 There were seasonal fluctuations in the amount of refuse generated owing to factors such as the weather, the growing season and holiday periods. December was traditionally a month of low waste generation. As the amount of recyclable materials collected after Christmas 2007 had exceeded all previous levels, the percentage ratio of recycling to landfill had been favourable. A small

quantity of non recyclable waste from the cans and plastic banks collected by Grundon, a commercial waste collection firm, was disposed of at an EFW plant rather than being landfilled.

- 3.16 The number of new residential developments in the Borough would have an impact on the waste collection and disposal services and have an ongoing budget impact. Although there had been an increase in the kerbside collection of recyclable materials owing to the ABC scheme, there had been no reduction in the amount collected from recycling banks in the Borough which was unexpected. An increase in the amount of recyclable materials collected was expected when the move to a single bin for all but glass and textiles was made in Autumn 2008.
- 3.17 It was noted that food waste was an area to be looked at both locally and nationally as it presently constituted a significant amount of the waste found in green landfill bins. Such a collection service could only be introduced if there was an outlet available for its disposal, which was not the case at the time of the review.
- 3.18 Statistics showed that the amount of residual waste to landfill in Bracknell Forest and Reading Boroughs was lower than that in Wokingham Borough indicating the effectiveness of the ABC scheme that both councils operated. Contamination, where inappropriate forms of refuse appeared in recycling bins, could be an issue. The Acorn Group survey indicated that the most affluent tranche of Bracknell Forest residents were responsible for the greatest amount of recyclable materials being placed in landfill bins. A second waste bin could be provided for incontinence materials and for larger families and each case was addressed on an individual basis.
- 3.19 A combined litter and recycling bin with sections for different types of waste being trialled in Charles Square had proved successful and a further bin of this type was being considered for other sites such as at Bracknell railway station.
- 3.20 Improvements to recycling sites such as introduction of new information signage would be implemented in a few weeks following the meeting. A new A-Z of waste and recycling booklet was being prepared for delivery to residents and publication on the Council's website in March 2008 in order to answer questions concerning disposal of refuse and help residents find alternative ways to deal with their waste, particularly during the development of Longshot Lane CA site.
- 3.21 Further promotion of the use of traditional nappies was welcomed as disposable nappies comprised 5% of bin content. Although the responsibility for such promotions rested with others in the Department, the re³ contract included for the undertaking of promotional work which should start to become more visible as the project continued to develop.
- 3.22 A waste analysis of schools in 2007 showed that 40% of refuse was paper and therefore schools were able to choose SITA to collect paper and card for a collection cost or another local company who collected these items free of charge from recycling bins provided by the Council.
- 3.23 Dumped rubbish at recycling sites was a problem as it was costly to remove and the clearing cost fell to the Council. Some of it originated from businesses

and options to address this issue were being explored. A number of offending businesses had received a warning and reminder of their waste duty of care.

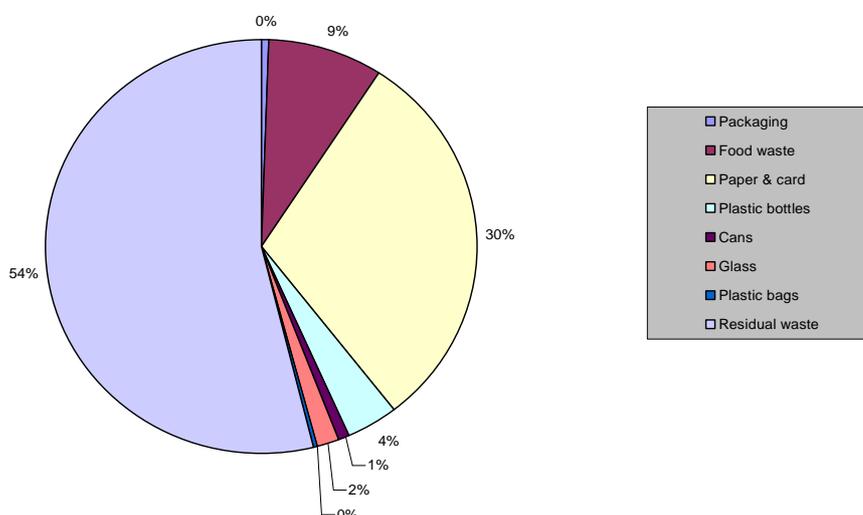
- 3.24 The level of recycling by small local businesses was known to be generally poor and a bid would be made for funding by the re³ councils to investigate needs with a view to increasing awareness and facilitating more recycling.
- 3.25 There were some underground recycling banks in Bracknell Forest (consisting of concrete casing, ground plates and doors) that suffered less from rubbish dumping.
- 3.26 The Waste and Recycling Team worked with supermarkets and one company was pursuing the installation of its own automated recycling centre.
- 3.27 It was costly to process paint and suggested that unwanted paint could be used by schools and other community groups if it could be easily collected and distributed by WRG.
- 3.28 The move to the ABC collection service in the Borough was modelled on that of South Gloucestershire and comparison with the other Berkshire unitary authorities on the basis of the percentage of refuse that was recycled or composted had placed Bracknell Forest in 3rd position in 2006/07 and first position in 2007/08. The following year's performance would be measured on the number of kilograms of waste per head of population landfilled which was a new government national indicator.
- 3.29 The following points arose from questions and discussion stemming from the presentation:-
 - Consideration was to be given to how to collect waste food;
 - In Canada residents were taxed on the basis of bin size and the prospect of paying for what you throw was a matter for ongoing national debate;
 - The national recycling rate was 27% and this demonstrated the impact of ABC in Bracknell Forest where it was now 40%;
 - Shredded personal and confidential information could be placed in paper bags or cardboard boxes for ease of recycling;
 - Clothes and similar items, excluding pillows and duvets, could be disposed of via the appropriate clothing banks and would be transferred to rag dealers if not in a suitable condition for re-wearing;
 - Although larger businesses tended to organise their own trade waste collection with companies such as Grundon, there was a role for the Council to assist smaller firms dispose of their recyclable waste in a cost effective manner. SITA had a commercial division and collected trade waste separately;
 - The need for the Council to increase recycling in its offices and other buildings was emphasised and the Waste and Recycling Manager advised that the new cleaning contract included recycling. Provision was to be made to facilitate more recycling in the proposed new civic hub; and

- Work with schools to promote recycling would continue and form part of the recycling theme in the Bracknell Festival.

Further Meeting with the Waste and Recycling Manager

3.30 The Waste and Recycling Manager circulated graphs (which are attached at Appendices 4a and 4b) indicating the total amount of domestic refuse collected by the tonne each month from 2003/04 to 2007/08, the total quantity of kerbside dry recyclables collected by the tonne each month from 2001/02 to 2007/08 and the total garden waste collections from 2005/06 to 2007/08 per tonne per month. The Working Group also received an analysis of the waste collected from the Council's town centre offices undertaken in February 2008, the results of which are set out below:

Analysis of Waste in landfill bins in Town Centre Offices - February 2008



Packaging	Food Waste	Paper & Card	Plastic Bottles	Cans	Glass	Plastic Bags	Residual Waste
0%	9%	30%	4%	1%	2%	0%	54%

3.31 The Working Group was reminded that the amount of kerbside dry recyclables collected after Christmas 2007 had exceeded all previous levels and advised that figures were awaited from the re³ contractor regarding the tonnage collected from recycling banks which had also been well used over the period. The increase in recycling was balanced by a reduction in the quantity of residual landfill waste collected which was the lowest amount recorded to date. The 2007/08 figures showed an increase in the amount of landfill collected in January that mirrored the pattern of previous years and was presumed to be caused by a post Christmas / New Year 'clear out' by residents.

3.32 The overall bin analysis of the Council's town centre offices, namely, Easthampstead House, Time Square and Seymour House, indicated that 35% of waste bin contents could have been recycled using existing bin provision. Of the three buildings, Time Square generated the highest percentage of recyclable materials in landfill bins, which equated to 69% of bin content.

Seymour House was the best performer in terms of recycling and a significant amount of food waste was found in Easthampstead House bins due to meeting refreshments and catering. One kilogram of plastic bags in the form of bin liners had been collected.

- 3.33 Although other waste bin arrangements could be made in the offices to encourage recycling, such as the withdrawal of personal bins, this was a matter for the building facilities manager. Whilst the cleaning contractor was instructed not to mix office refuse, it could not be proved that cleaners were not placing all waste, including recyclables, into landfill wheeled bins. Each of the three office buildings were supplied with four 1100 litre wheeled bins and, as there was evidence of a business illegally dumping refuse in bins outside Seymour House which would be investigated, it was questioned whether Seymour House needed so much bin capacity. The bin analysis would be shared with the Council's Corporate Management Team and office managers.
- 3.34 The commercial sector was responsible for arranging for its waste to be collected and disposed of as business rates did not include commercial waste collection. Although Bracknell Forest had operated a commercial waste collection service in the past, this had discontinued as the Council had been under cut by a commercial organisation. Whilst larger businesses generally made their own waste collection contractual arrangements, this could be a difficulty for small businesses which did not produce sufficient waste to warrant entering into a waste collection / recycling contract. Although legislation did not allow household and commercial waste to be mixed, providing the latter was weighed and counted separately, it could be disposed of using the Council's landfill arrangements without it counting against the authority's landfill target. Whilst the dumping of commercial recyclables was illegal, there was a grey area where licensed CA sites were concerned.
- 3.35 The Working Group was made aware of 'Free Cycle', a new exchange sales initiative on television similar to 'bring and buy' which was thought to reduce the amount of unwanted articles being thrown away.
- 3.36 As one supermarket chain was phasing out the use of cans for some of its products and using Tetrapaks in their place, there would be a growing need to recycle them which would be hindered by the absence of recycling plants in this country. Collected Tetrapak waste was currently shipped to Sweden, the nearest recycling plant, and Tetrapak had offered to pay the cost for two years after which the cost would fall to the Council although there might be more Tetrapak recycling plants in the UK after that time. Tetrapak was providing each local authority in the UK with five Tetrapak banks and those being provided to Bracknell Forest would be located one each at Longshot Lane CA centre, Waitrose, Sandhurst, Sainsbury's and Albert Road, Bracknell.
- 3.37 The same supermarket chain was in the process of revamping the recycling area at its store in the Borough and sought to discuss the matter with the Council. As discarded plastic bags had been an issue, the location of bag recycling bins at both the recycling area and store entrance would be sought. Other measures to discourage rubbish dumping at that and other sites, such as reduced apertures in recycling banks, improved signage and warnings against rubbish dumping, would be pursued. Certain sites suffered from dumping more than others, one example of which was Quelm Park. SITA cleared sites under such circumstances listing the type of waste removed. It was thought that commercial organisations were abusing the cardboard recycling banks which

were intended for domestic use and, as residents would be able to recycle card and paper in addition to cans and plastics in their free blue wheeled bins in the future, it was hoped that the number of banks could be reduced to minimise misuse. Signage warning against rubbish dumping and wireless CCTV cameras were to be acquired. High profile prosecutions would assist to discourage perpetrators.

- 3.38 The Working Group was advised of a Green Cone garden food waste digester initiative subsidised by the Council and designed to deal with food waste (both cooked and raw). 1,000 cones had been purchased and would be sold to residents on a 'first come first served' basis, for a subsidised price of £10 each if collected or £15 if delivered, on one day in Bracknell and on another in Sandhurst. Home composters were also available as a joint initiative with re³ and Waste Resources Action Programme (WRAP) and subsidised by the government.
- 3.39 The number of residents participating in recycling would be formally monitored and was estimated to have risen from 30% (pre ABC) to 75-80% currently which was a significant increase over past years.
- 3.40 As part of the review, the Working Group has been consulted and commented on a household waste and recycling collection service questionnaire prepared by the Waste and Recycling Team to assess residents' satisfaction with the service, identify any issues and inform future action to promote recycling. 3,000 questionnaires were delivered to homes in the Borough with a £50 garden voucher prize draw incentive and a reply-paid envelope.
- 3.41 1,024 questionnaires had been returned by the date of the meeting and the response had been very positive. The replies indicated that the percentage of overall service satisfaction was 78% in respect of refuse collection and 92% in respect of recycling. 411 comments in relation to the ABC scheme had been received with 9% of all respondents seeking a reinstatement of the weekly refuse collection and 1.7% wanting a weekly collection in the summer months. With regard to service improvements, 71% sought collection of all plastics whilst 42% wished for Tetrapak recycling. In relation to food waste, 56% replied to the effect that they rarely threw away food, whilst 16.1% claimed never to do so and 1.3% admitted to discarding a small amount of food every day. Responding residents had expressed concern in respect of packaging and most felt that supermarkets should reduce the amount used. Some had suggested incineration as an alternative method of disposing of refuse. 89% of respondents had seen material promoting recycling in the national press and 31% had seen it in local publications. Promotional material on stickers and in leaflets had been seen by 10% and on the Council's website by 3%. Half of respondents were familiar with the local re³ logo and the 'Recycle Now' national logo.
- 3.42 The Working Group was advised that there were nine different types of plastic in use, owing to the reaction of oils and other products, and the Council was not proposing to collect all types. Sorting plastics was an issue and the types that could be collected would depend on the provisions of the MRF to be used from autumn 2008. A definite outlet was required for plastics and mixing them led to a low grade product that was difficult to find a market for. Although some local authorities collected all types of glass and all types of plastic together, this depended on the local situation and fiscal position. Some types of plastic, such as margarine tubs, were very light and had minimal impact on landfill tonnage.

3.43 Although many plastic carrier bags and bin liners, which were utilised to wrap food and other waste, were landfilled, they were relatively harmless as they were inert and did not decompose in the ground or produce gases. They could be mined from landfill sites in future years and disposed of by other methods. However, as a main objective was to reduce the amount of waste going to landfill in order to avoid landfill taxes, a reduction in the amount being thrown away would be desirable. As biodegradable plastic bags required light to biodegrade, there was no benefit to be gained from placing them in landfill. The Working Group recognised that the issue of plastic bags in landfill was an on-going debate.

Meeting with the Head of Development, SITA UK Ltd

3.44 The Working Group met Mr Steve Holgate, Head of Development for SITA UK Ltd, the Council's waste and recycling collection contractor, to gain its views on the waste and recycling industry. SITA's origins were in Europe where 70% of waste was recycled. The main issues arising from the discussion were:

- The re³ contract would necessarily shape the Council's decisions on waste collection and recycling.
- The major change in the waste industry concerned food waste collections. The re³ contract did not currently provide for recycling of food waste, which would be landfilled as there were no local facilities to process food waste at present. Bracknell Forest did not need to collect food waste separately in order to meet its recycling or Landfill Allowance Trading Scheme (LATS) targets.
- Carbon trading was likely to replace LATS in the future.
- Bracknell Forest was among the best performing local authorities for glass recycling via bring recycling banks.
- Some local authorities were ceasing the recycling of glass bottles as it did not contribute to biodegradable waste targets. Locally, only 5% of glass bottles were placed in landfill bins so kerbside collections of such bottles would make little difference and would incur extra costs.
- It had been demonstrated that offering more recycling facilities for a wider range of materials caused the overall amount of recycling to increase, maximising 'participation and capture'.
- Due to their bulk and light weight, the cost to collect plastics was around £1,000 per tonne.
- There was some public frustration over the recycling of plastics in terms of what types of plastics were acceptable to put in recycling bins. The income value of plastic bottles was around £150 per tonne. However, if collections contained other types of plastics, the volume increased by approximately 100% but the revenue reduced to a third because the recycling processes were necessarily more complex.

- The high calorific value of plastics made them suitable for incineration rather than landfill.
- The Council's communication in the autumn of 2008 when the re³ MRF was completed would make clear to residents what materials they would be allowed to put in their blue wheeled recycling bins.
- Supermarkets were under great pressure to introduce lighter weight and compostable packaging.
- Some 'biodegradable' sacks could take up to 25 years to fully degrade.
- The most economical method of composting was 'windrow' composting, the method utilised at Planners Farm, which processed approximately 10,000 tonnes of green waste annually.
- 'In-vessel composting', which involved placing waste food inside an enclosed cylinder that was rotated and maintained at a constant temperature, was the next most economical option for food waste recycling at a cost of around £35-45 per tonne. In order for this to be viable, Reading, Wokingham and Bracknell Forest residents together would need to generate at least 15,000 tonnes of food waste annually and it was likely they did produce in excess of this amount (to which could be added commercial food waste). Although building a plant would be costly, there could be possibilities to use another plant as it was likely that more would be built for other councils in the region.
- Anaerobic digestion cost some £45-55 per tonne and this method was likely to grow in use.
- The cost of EFW incineration was £65+ per tonne depending on the calorific value of the waste.
- The increase in landfill tax from April 2008 would result in the overall cost of landfill rising to £70-80 per tonne.
- Waste paper currently attracted a high price owing to demand from China. This demand would reduce as its home market became established.
- The 2-3 year planning process together with insufficient guarantees of income made the commercial construction of waste facilities very difficult to progress, even though the plants may be financially viable (viability required an annual throughput of at least 15,000 tonnes).
- Some residents had insufficient space for recycling bins. Although waste compaction systems were available, they were not a viable option.
- Blaby District Council was moving to a system of utilising seven different recycling bins. Some councils were making more frequent collections to improve recycling and the Royal Borough of Kingston made weekly collections of 6 different materials, segregated at the kerbside.
- Many recycling collections in Europe were monthly.

- The cost of purchasing a 'twin pack' (i.e. segregated) refuse vehicle was approximately £140,000.
- Equipping refuse vehicles with weighing and chip reading equipment would cost approximately £30,000 each. There were over 45,000 green wheeled bins in the Borough and it would cost in the region of £5 per bin to fit chips to the existing bins. New bins could be fitted with them at the time of production for about £1.50
- In terms of collecting other recycling materials: nappies were not viable; the tonnage of rags and textiles was insufficient whilst the banks were quite successful; and there were too few batteries to make separate collections worthwhile. Car and other batteries could be deposited at Longshot Lane CA site and there were some commercial 'take back' services. An EU Batteries Directive would come into force in September 2008 when their disposal became the responsibility of the producer.
- Charging for waste ('Pay as You Throw') operated very successfully in Flanders, with a significant 30% impact on waste minimisation, and also on people's attitudes to purchasing.



New waste collection vehicle

Planning Policy Relating to Waste and Recycling

3.45 The Planning and Transport Policy Team Manager met the Working Group to give a response to its wide ranging questions concerning planning policy relating to waste and recycling. The following information was received in response to the Working Group's questions:-

1. *What does the local planning system have in place to cope with the future demands for Berkshire in regards to waste disposal?*

The Working Group was advised that there was an adopted pan-Berkshire Waste Local Plan in place to which all six unitary authorities subscribed. Recent changes in planning guidelines had led to the

introduction of a Waste Local Development Framework (LDF) which was currently at the core strategy stage. This was an over-reaching framework that was presently looking at waste site allocation across the county which would be the subject of consultation in autumn 2008. The Planning Team Manager in the Planning and Transport Policy Section represented Bracknell Forest on a working group which was considering land use issues and received input from the Borough's Waste and Recycling Team. There was some interaction across the local sub-region such as use by the re³ contract of a site in South Oxfordshire. Waste contractors played a part in site selection.

The planning process facilitated the market by identifying potential waste sites fifteen years ahead. Although the number of gravel extraction sites available for landfill was reducing, plenty of alternative waste provision remained. As remains of food and some other forms of waste leached out of landfill sites, it would be necessary to line such sites in the future. Planning for future need in Berkshire included in-vessel composting and waste plants. As there had been rapid changes in the market and demands in recent years, it was necessary to have waste solutions in place to avoid landfill taxes. Siting of waste plants such as EFW incinerators was contentious owing to their unpopularity with residents.

2. *How do the planning arrangements for Bracknell Forest reflect those same needs locally as regard existing sites and new site provision?*

Local arrangements were waste plan-led. Bracknell Forest had adopted the Waste LDF at the core strategy level and Longshot Lane CA site and Planners Farm composting centre were the only waste sites currently identified for the Borough. Although no other sites were presently proposed or deemed necessary, in theory the addition of an EFW site at Longshot Lane CA would accord with the LDF but other sites were against the Council's policy. Whilst the LDF could be challenged and the possibility of planning consent being sought and given in respect of other sites remained, no landowners had come forward with proposals. Although there was pressure from the Government and the EU to solve the problem of dealing with waste, it was a lengthy and complex process.

3. *How does the Section 106 system address the impact arising from development in the context of waste disposal, collection and recycling?*

The Planning and Transport Policy Team Manager referred to the Limiting Impact of Development planning guidance document which applied in this context and had been adopted by the Council. The document was relatively generic and, in the case of residential developments of 100 dwellings or more, required on-site provision which was acquired through Section 106 negotiations. Retail units over a certain size were also required to provide an on-site recycling facility for public use.

The town centre redevelopment would be designed to facilitate recycling, both residential and commercial, and the detail of this, such as including service areas capable of accommodating numerous bin types, would be addressed at the next stage of the redevelopment. An earlier paper of this nature was due for updating to reflect changing waste requirements. As part of the sustainability issues associated with the civic hub planning consent, attention was being given to improving the waste / recycling ratio

associated with its town centre buildings. There were currently successful mini-recycling sites to serve remaining residential areas within the town centre that were not of sufficient scale to be subject to the planning guidance document. Although the associated policy was valid until 2011, it was possible that it would be reviewed earlier. It was feasible to pool small pro-rata tariff Section 106 contributions to fund a recycling centre at a site of the Council's choice.

4. *How does house design take due account of the waste collection arrangements both now and in the future?*

The Sustainable Resource Management (SRM) document, a draft supplementary planning guidance paper consulted upon in November 2007, set standards in relation to recycling and waste collection vehicle size to ensure that sufficient space in residential developments was provided. Although the current amount of residential bin storage was known, it was difficult to predict future waste processes and corresponding residential designs. New residential developments were featuring an increased level of apartments for which communal bin size was specified in this document.

5. *How do we ensure that the planning system takes due account of the waste agenda?*

The core strategy, the highest level LDF document adopted to date, included a policy on sustainable waste management which sought to minimise waste and maximise recycling. All planning applications were judged against this policy. The corresponding detail was included in the SRM document which specified how waste products were managed in relation to development sites and road construction works and how much construction waste should be recycled. A recent development was the necessity for site waste plans reflecting good practice guidelines. New legislation relating to construction projects over £30k in value required the proportion of waste being recycled to be set out.

6. *How might we ensure more sustainable materials are used in the building of new homes?*

The SRM document included a 'green guide' to the life cycle of building materials addressing their source, use and method of disposal. This was utilised as a code for sustainable homes which extended building regulations, featured the grading of building materials and sought agreement that materials used met the required grade. From February / March 2008, planning applications were required to be accompanied by a report from an accredited assessor explaining how the required grade would be met and consents included a condition that construction materials met that grade. Materials were independently assessed and given a certificate of grade compliance before new homes could be occupied. Although this process increased costs for developers, it had minimal resource implications for the authority. The grade Code 6 represented zero carbon and the Council was presently working towards Code 3. Although Council policy obliged private developments to meet Code 3 at present, it was not a Government policy requirement until 2010. This also applied to Registered Social Landlords.

Meeting with the Executive Member for the Environment

3.46 Borough Councillor Mrs Hayes, Executive Member for the Environment, was invited to attend a meeting of the Working Group to provide her perceptions of the waste and recycling service one year on from assuming the Environment portfolio and to answer the Working Group's questions. Councillor Mrs Hayes made the following points:

- a) Mrs Hayes had taken up the Executive position in June 2007, having previously specialised in planning and education.
- b) The Waste and Recycling Team had very good officers, although there had been vacant posts which affected officer capacity.
- c) The first year had been dominated by the challenge of introducing ABC and helping residents become accustomed to it. The Executive Member had met residents with officers and experienced some abuse from an extremely small minority of residents.
- d) A trial of the Green Cone food digesters in Reading had been successful.
- e) The Executive Member recognised that food waste was an issue and advised that Brighton and Hove Borough Council had a 'Love food, hate waste' programme.
- f) Mrs Hayes sought an end to the 'Buy One, Get One Free' (BOGOF) offers by supermarkets, preferring half-price offers, particularly given the recent price increases for foodstuffs. She felt that the Council should lobby supermarkets on this, though it should be recognised that decisions on BOGOF's were probably taken by supermarkets nationally, with little discretion for local supermarket managers.
- g) A note on the feasibility of plastics recycling was provided by the Executive Member. The Working Group was advised that the Chief Officer: Environment and Public Protection was to participate in a SITA field trip to Denmark and Sweden to see examples of in-vessel composting and plastics recycling. The latter was a complex challenge which the Council was taking seriously.
- h) From autumn 2008, when blue wheeled bins could be used for paper and cardboard in addition to cans and plastics, the paper/cardboard waste bring banks would be withdrawn. Residents would be allowed to retain the green recycling boxes as their removal would be costly.
- i) Building work at the Longshot Lane CA site was progressing well, and the web cam was giving better information on the residence of people using the facility.
- j) Fly-tipping remained a problem at some recycling sites, for example at Bagshot Road near the Sainsbury's store and at Quelm Park recycling centre.
- k) SITA was very cooperative with officers regarding bank holiday waste collections.

- l) The Council had joined with the Carbon Trust to ensure minimisation of energy usage in Council buildings. Mrs Hayes welcomed Members' suggestions for further measures, for example on reducing the consumption of plastic cups. Wind turbines were being examined as a possible sustainable energy source.
- m) Improvements to the street scene, for example the recent 'deep clean' at Bullbrook, helped to minimise waste.
- n) At the 12 July 'Big Day Out' event, there would be promotions in respect of Green Cones, clothes recycling and litter picking.
- o) Unsolved problems included the Council's own performance on recycling, and residents' expectations, for example on plastics.

Visit to Smallmead MRF

3.47 As part of its review, the Working Group visited the Smallmead Household Waste Recycling Centre at Reading where it toured facilities including the MRF, the operation of which was explained by Mr Andrew Woolcock. Smallmead employed two people to work on waste education issues and the education programme was to be considered again by the re³ Board in autumn 2008.

Other Information Received by the Working Group

'Bring and Buy' Waste Initiative

3.48 The Working Group received copies of a magazine article concerning a 'Bring and Buy' waste initiative at CA sites in Devon which was one of a package of good practice measures that had earned the county awards for its approach to tackling waste and enabled it to recycle 50% of its collected refuse.

Food Waste Study

3.49 The executive summary of 'The Food We Waste', a study of the amount, type and nature of food thrown away by households in the UK, undertaken by WRAP was drawn to the Working Group's attention together with an associated article prepared by the Department for Environment, Food and Rural Affairs (DEFRA).

3.50 The study, which was believed by DEFRA to be the most comprehensive of its type ever carried out, found that approximately 6.7 million tonnes, around one third of the food purchased in the UK, was thrown away. 61% or 4.1 million tonnes of this food was edible and the cost of needlessly wasted food to UK households was £10 billion a year, equating to averages of £420 per household or £610 per family with children. The cost for local authorities to collect and landfill this wasted food was a further £1 million. Landfilling waste food had a significant impact on the environment and ceasing the avoidable waste of edible food could prevent 18 million tonnes of carbon dioxide being emitted each year, the equivalent of taking one in five cars off the road. The study confirmed that food waste also generated methane gas, a greenhouse gas more powerful than carbon dioxide that accelerated climate change. Significant amounts of greenhouse gases were also emitted by producing, processing and transporting food.

- 3.51 'The Food We Waste' study also found little difference between age groups in terms of the amounts of avoidable food waste generated. Although larger households wasted more food than smaller ones, there were economies of scale indicating that households of two people did not waste twice as much as single person households. On a per capita basis, the latter group created the most avoidable food waste.



Supermarket Waste and Recycling Policies and Practices

- 3.52 The Working Group has recognised that supermarkets have significant influence over waste and recycling in terms of the amount and type of packaging used, food retail practices and the availability of recycling facilities.
- 3.53 Research has indicated that five major supermarket chains with stores in the Borough have an environmental conscience and are actively seeking to reduce waste and packaging and increase recycling, both household and in-store, to shrink their carbon footprints and to obtain products from sustainable sources. All are signatories of the Courtauld Commitment, which is a voluntary agreement between WRAP and major UK grocery organisations that supports less packaging and food waste going to landfill. It is a powerful vehicle for change and in 2008 has led to zero growth in packaging despite increases in sales and population. The agreement asks for signatories to support WRAP in the achievements of its objectives:
- To design out packaging waste growth by 2008 (zero growth achieved);
 - To deliver absolute reductions in packaging waste by 2010; and
 - To identify ways to tackle the problem of food waste.
- 3.54 To deliver this, retailers, brands and their suppliers are working in partnership with WRAP to develop new packaging solutions and technologies across the whole UK supply chain. This includes using innovative packaging formats, reducing the weight of packaging (e.g. bottles, cans and boxes), increasing the use of refill and self-dispensing systems and collaboration on packaging design guidance.

- 3.55 Many of the supermarket chains actively support the 'Love Food, Hate Waste' campaign which was launched by WRAP in November 2007 and aimed at helping consumers, local authorities and businesses to reduce food waste. The campaign has already delivered a reduction of 110,000 tonnes in the annual amount of household food waste.
- 3.56 One retailer aims to achieve best waste and recycling practice through its 'Plan A' initiative which is a five year 100 point 'eco' plan launched in January 2007 to tackle some of its main environmental and social challenges. This includes donation of the profits derived from sale of food carrier bags to the environmental charity Groundwork. Another chain was recognised as an Example of Excellence in the Environmental Leadership category at the Business in the Community Awards for Excellence in July 2008 and utilised DEFRA's 'Waste Hierarchy Triangle' as a guide to environmental packaging, which is shown below (the summit of the triangle represents the best solution which should be aspired to and the base indicates the least favourable option):



- 3.57 A further award, the National Recycling Awards' 'Best Supermarket Recycling Award' was won by a retailer for its 'Recyclopedia' labelling system to advise customers on recycling of packaging.
- 3.58 A supermarket chain has joined forces with the Good Housekeeping Institute to promote the 'Love Your Leftovers' initiative which seeks to reduce food waste by suggesting recipes and tips to encourage consumers to make use of leftovers. This has been featured on television and in Good Housekeeping magazine articles. The same retailer donates unsold edible food between its 'sell by' and 'use by' dates to charities and has announced that it has signed a long-term contract with a food waste recycling company to process all of its food waste from February 2009 starting with its Scottish stores and rolling out across the UK by summer 2009 as part of its commitment to stop sending any food waste to landfill.
- 3.59 Practices pursued by supermarkets to reduce food waste and packaging whilst increasing recycling are:
- Developing and implementing business processes to address the root causes of food surplus.

- Labelling product packaging with WRAP and 'Recycle Now' symbols to inform recycling.
- Reducing the amount and weight of packaging and carrier bags used.
- Encouraging the 'Bag for Life' concept and launching a 'No to Bags' campaign.
- Working with DEFRA, the British Retail Consortium and WRAP to reduce the overall environmental impact of carrier bags.
- Seeking to ensure that future packaging is made entirely from recycled materials and can be easily recycled or composted.
- Identifying new methods of recycling materials.
- Providing top tips to reduce food waste, improve food storage and enhance food enjoyment.

3.60 Although supermarkets are endeavouring to reduce packaging, they are of the opinion that a certain amount is needed as it protects food from damage in transit, ensures that it is safe to eat and preserves the life of food. In many cases a minimal amount of food packaging on supermarket shelves can only be achieved through greater packaging during transit and therefore the correct balance needs to be struck.

Waste and Recycling Performance and Best Practice

3.61 Bracknell Forest's waste and recycling Best Value Performance Indicator (BVPI) outturns relating to performance for 2005/06, 2006/07 and 2007/08 are set out in Appendix 5 to this report. The performance indicators concern:-

- The percentage of household waste arisings which have been sent by the local authority for recycling.
- The percentage of household waste sent by the local authority for composting or anaerobic digestion.
- The percentage of the total tonnage of household waste arisings which have been used to recover heat, power and other energy sources.
- The percentage of household waste that has been landfilled.
- The number of kilograms of household waste collected per head of the population.
- The percentage change from the previous financial year in the number of kilograms of household waste collected per head of the population.
- The cost of household waste collected per household.
- The cost of waste disposal per tonne of municipal waste.

- The percentage of households resident in the local authority's area served by kerbside collection of recyclables.
 - The percentage of households in the local authority's area served by kerbside collection of at least two recyclables.
- 3.62 The BVPIs indicate that Bracknell Forest's levels of recycling and composting are rising steadily and improving faster than other comparable local authorities and that the availability of kerbside recycling in the Borough is extremely high compared to other unitary authorities and is continuing to improve. Bracknell Forest's levels of landfill are broadly comparable with other similar local authorities and falling at a similar rate. There has been a fall in the total tonnage of household waste collected in Bracknell Forest per head of population whilst other authorities' outturns are rising. Whilst figures show that the cost of waste collection is generally static or falling, another BVPI indicates that the cost of municipal waste disposal is volatile and generally higher in Bracknell Forest than in comparable authorities. However, an analysis of national comparator data for 2007/08, which was not available when this report was prepared, would be necessary in order to form a more definitive judgment on this matter. Levels of energy recovery from waste collected in the Borough are very low compared to other authorities as they only currently arise from rejected contaminants from card and plastic in recycling banks in the Borough. This will increase significantly when the Colnbrook EFW facility is complete.
- 3.63 In the latest Comprehensive Performance Assessment (CPA) of the Council, published in February 2009, the Audit Commission rated the Council's Environmental Services as '3' out of a maximum of '4', i.e. a service consistently above minimum requirements. The Audit Commission's Confirmation of Direction of Travel Assessment 2008 stated that the Council is amongst the best performing in the country for waste management.
- 3.64 Comparison with ten other UAs in 2006/07 indicated that Bracknell Forest had the lowest cost of collection per household at £34.03 whilst the highest cost was £78.25. Of the group compared, Bracknell Forest had the third best rate in Berkshire of recycling and composting in 2006/07 and was in first position in 2007/08.
- 3.65 A key objective of the review has been to identify, and recommend adoption of where appropriate, best waste management practice in relation to the collection of waste and recyclables. 23 local authorities in England achieved a CPA rating of '4' out of a maximum of '4' for their environmental services in 2007/08 and are therefore likely to be sources of best practice. One of these authorities, the London Borough of Bexley, has been awarded Beacon Council status (national recognition of public sector excellence) for its waste and recycling services on two occasions and is the only Council to have received this award for these services. Bexley's practices include involvement in the 'Recycle at Work' campaign supported by WRAP, which involves a weekly collection of food waste from businesses. The Council operates an annual 'Give or Take Day', where residents can leave unwanted property and / or freely acquire desired items; a Schools Waste Action Club; a Waste Minimisation and Recycling Focus Group involving the public and meeting four times a year; and a door-stepping initiative to actively engage communities in waste minimisation, recycling and composting. It charges non-residents £4 per visit to its CA site and accepts trade waste which is charged for by weight. Another of these councils, Blaby District, pursues best practice through its recycling magazine

and kerbside collection of bagged textiles on a quarterly basis in partnership with a charity. Tameside Metropolitan Borough Council has won a national award for its glass recycling and has one of the best paper recycling schemes in the country due to its excellent business approach to partnership working. It has also received Green Apple and Environmental Champion awards. Tameside facilitates trade waste and recycling collection, has a fly tipping enforcement unit and recycles plastics collected in its Borough into garden benches, planters and fence panels which are for sale to the public. Surrey County Council, a soft drinks manufacturer, WRAP and Recoup (a leading authority on plastics packaging recycling) have worked in partnership with Frimley Park Hospital to enable it to become the first 'On the Go Recycling Zone' hospital in the UK. The hospital has 72 high quality recycling bins equally distributed around some of the wards and administrative and public areas of the hospital site for collection of cans, plastic bottles and mixed paper. The County Council is planning similar projects with other main NHS Acute Trusts in Surrey.

3.66 Appendix 6 to this report contains municipal waste data issued by DEFRA in November 2008 in respect of household waste recycling and composting rates for English councils from 1 April 2007 to 31 March 2008. This data shows each council's recycling rate (dry recyclables), composting rate (green waste and food waste) and the total amount of the two combined for the year. Those councils ranked in first to fifth position are achieving combined rates of 55% and over and include two Devon Districts, namely, Teignbridge and South Hams. A further Devon district, Mid Devon, has won an award for the best kerbside recycling project and received a social enterprise mark. The County Council of Devon has implemented a waste and recycling education strategy and facilitates community composting at sites managed by volunteers.

3.67 Some of the above mentioned councils are trialling kerbside food waste collections and are working to reduce the amount of waste produced in-house. They have recognised that cost savings can be made through reduced purchasing which also assists them to attain their own environmental goals. The following actions have been identified as possible measures to reduce in-house waste:

- Reduction / re-use / recycle awareness programmes for staff.
- Withdrawal of office waste bins and establishment of departmental communal recycling areas featuring compartmentalised bins for locally collected recyclables e.g. paper, card, tins and plastic bottles.
- On site composting of food waste from office kitchens.
- Reduction of paper usage through duplex printing and IT education.
- 'Recycling' scrap paper into note pads for internal use.
- Purchase of recycled materials where possible.
- Reduction in the usage of disposable cups.
- Toner cartridge recycling.
- Collection and recycling of vending cups into items such as pencils.

3.68 'Waste Watch', a UK environmental charity which seeks to change the way people use the world's resources, has established itself as a national expert in waste education through its work. This includes education and training programmes to achieve environmental behaviour change in schools, the community and work places. The schools' programmes are linked to the national curriculum and are designed to assist pupils and staff to quantifiably reduce their environmental impact at school and in the home. The charity has an education network which provides advice, support, training and resources to facilitate sustainability and brings together waste educators, local authorities and officers from across the country to exchange good practice.



Blue wheeled bins are now used for plastic bottles, cans, paper and cardboard. Brown wheeled bins are for garden waste. Green Cone food digesters can be used to tackle all food waste and green wheeled bins are for residual waste to be landfilled.

4. Conclusions

From its investigations, the Working Group concludes that:

- 4.1 The Council's waste collection and recycling service is performing at a commendably high level. Innovative improvements have been made and more are planned. Officers are to be commended for their efforts and achievements.

re³ Project

- 4.2 The re³ project will clearly deliver projected savings by reducing risk and providing stability for the Council by taking responsibility for the sale and marketing of recycled materials and maintaining a fixed landfill price for the length of the contract. The project enables the Council to comply with legislation, meet associated targets and addresses the regional scarcity and cost of landfill. WRG Ltd undertook waste disposal / recycling sales marketing which has led to a lower contract price for the partnership and the receipt of royalties in respect of trade waste.
- 4.3 The partial closure of the Longshot Lane CA facility has not given rise to any significant problems and although there have been radio references to users queuing to access the site during its limited opening times due to redevelopment, it has been found that the site is only busy soon after opening and is quieter towards closing time.
- 4.4 The 'Bring and Buy' waste initiative at CA sites in Devon is recognised as a good practice measure and consideration could be given to undertaking a similar scheme at Longshot Lane when redevelopment works have been completed.
- 4.5 Although Planners Farm composting centre does give rise to some problems, the Working Group feels that there are no significant issues with resulting odours.

ABC Scheme

- 4.6 The first year of the operation of the ABC scheme has been successful and this is demonstrated by the increase from 27% to 40% of household waste being recycled during the period. (This amount has since increased to 42%.)
- 4.7 Storage of wheeled bins and waste awaiting collection is a problem for many residents owing to space confinements. The ABC scheme can be improved by providing smaller households and those with insufficient space to accommodate standard size blue wheeled bins with smaller bins. The introduction of the MRF is an improvement to the ABC scheme as it assists residents by enabling them to place all their kerbside recyclables in their blue wheeled bin.
- 4.8 Although fly-tipping levels in the Borough are very low, there is no indication that there is any increase as a result of ABC and there is a need to reduce them further.
- 4.9 The BVPIs, CPA assessment and comparison with the group of ten other UAs indicate that Bracknell Forest's waste and recycling services are performing well and it can therefore be concluded that the Council is employing good

practice. However, the London Borough of Bexley, Blaby District, Thameside Metropolitan Borough and other top CPA rated councils together with those with the highest rates of recycling and composting, including Teignbridge and South Hams Districts, offer best practice for consideration and possible adoption in this Borough.

- 4.10 The move to placing all dry kerbside recyclables together in wheeled blue bins was introduced in December 2008 following completion of the information gathering element of this review and therefore the Working Group has not had an opportunity to explore the success of this development and any resulting increase in recycling rates.

Minimise Waste / Increase Recycling

- 4.11 Minimisation is the best waste solution in order to decrease landfill, storage and collection issues and should be pursued with re-use and then recycling being the next steps.
- 4.12 Manufacturer and consumer responsibilities for waste need to be highlighted and industry needs an incentive to recycle more types of waste products.
- 4.13 It is problematic to recycle some types of waste as there are no local facilities to do so or there is no market for the recycled product.
- 4.14 Educational activities to promote waste reduction and recycling are undertaken by the Waste and Recycling Team, the re³ partnership and Smallmead Household Waste Recycling Centre. There may be merit in approaching the Social Care and Learning Department and 'Waste Watch' charity concerning pursuing such activities in schools.
- 4.15 Although charging for waste collection has operated very successfully elsewhere, educating residents to buy less and waste less and be mindful of the weight of the waste they dispose of could be an intermediate step, without direct charging.
- 4.16 The Council should remain aware of the waste initiatives and campaigns frequently pursued by the Local Government Association and DEFRA, for some of which volunteer local authorities are sought.
- 4.17 Whilst supermarkets appear to be actively addressing packaging waste in households and stores, there may be merit in lobbying the Government to encourage businesses to pursue the waste reduction agenda further.
- 4.18 As the Council does not collect recyclables from hospitals or all churches and charities, it could assume this role to minimise waste and facilitate recycling.
- 4.19 As waste and recycling collection can pose a problem for small businesses, and can lead to dumping of waste and recyclables at Longshot Lane CA site and bring recycling banks, it is considered beneficial for town centre managers to co-ordinate this for all landlords under one agreement. Contract sharing between companies such as the social enterprise in Reading is an example of such a solution. The Bracknell Forest Local Strategic Partnership is identified as a means of influencing small businesses in this regard. There is scope for the Council to promote and assist a shared waste and recycling collection scheme for small businesses. This assistance could involve SITA's commercial

division and recharging for the use of Bracknell Forest's collection vehicles on Saturdays when they are otherwise unused. There will be spare capacity in SITA collection vehicles following the move to all recyclables being placed in one bin.

Food Waste

- 4.20 This review has found that food waste is a significant issue with approximately one third of the food purchased in the UK being thrown away and landfilled, resulting in the emission of methane and carbon dioxide greenhouse gases. Whilst there has been some promotion of composting food and the sale of a small number of Green Cone food digesters to residents at a subsidised price, further measures are required to discourage residents from wasting food and to reduce the amount of biodegradable food waste being landfilled. The availability of more Green Cone food digesters in Bracknell Forest would assist, possibly subsidised by the three year funding source from DEFRA for such purposes.
- 4.21 Although 'in-vessel' composting of kerbside collected food waste is being pursued in some areas, there are currently no facilities of this sort in the area. In the event that kerbside collection of food waste is pursued in the future, careful consideration needs to be given to the arrangements as it is likely to smell, attract vermin and require separate collection in closed containers that may be difficult to empty.
- 4.22 Although supermarkets appear eager to reduce food waste, they are partly responsible for the amount of food being wasted owing to offers such as BOGOF and the sale of food in multi portion packs only. The Council should aim to persuade supermarkets to reduce BOGOF offers and as supermarket policy is probably set nationally with limited local discretion, this approach should perhaps be made through the Local Government Association (LGA).
- 4.23 The misunderstanding of 'use by' / 'best before' dates can give rise to needless waste.
- 4.24 The 'Love Food, Hate Waste' campaign and the Women's Institute (WI) may assist in this area by promoting reduction and composting of food waste and by advising on recipes to use leftover food.
- 4.25 The use of food waste disposal units may reduce waste generated by residents living in smaller properties with confined space and offer a solution for those living in flats. However, checks with the Water Board are required before the use of such products is promoted.

The Council's Town Centre Offices

- 4.26 Councils should lead by example and be innovative to ensure that their own offices are at the forefront of waste minimisation and recycling. As the overall bin analysis of the Council's town centre offices indicates that 35% of waste bin contents could have been recycled using existing bin provision (this amount was 69% in the case of one building), more work is required to encourage users of the offices to recycle waste and this is acknowledged by the relevant Executive Member. Schemes to promote recycling and the replacement of individual waste bins with office wide compartmentalised bins are possible measures to reduce the amount of recyclable material being landfilled.

Provision should be made to facilitate more recycling in the proposed new civic hub. The charity 'Waste Watch' may be able to advise in this area.

Household Waste and Recycling Collection Service Questionnaire

4.27 The response rate to the household waste and recycling collection service questionnaire was high and the results show that satisfaction with waste and recycling has increased with a percentage of overall service satisfaction of 78% in respect of refuse collection and 92% in respect of recycling. However, the questionnaire is thought to represent only 1% of the local population and it is probably those who engage in recycling and waste minimisation that responded, giving an unbalanced view. Further more widespread resident feedback in respect of the waste and recycling service might give a fuller picture.



Bracknell forest residents are now recycling and composting more than 40% of household waste.

5. Recommendations

It is recommended to the Executive Member for the Environment that:

re³ Project

- 5.1 Should the opportunity arise through the re³ contract, 'in-vessel' composting of food waste be explored;

ABC Scheme

- 5.2 All residents be given the option to request 140 litre wheeled blue recycling bins, (currently only available to Old Age Pensioners), in place of the standard 240 litre bin as they may have no need for / storage space for the standard sized bins;
- 5.3 Action be taken to tackle the increase in fly-tipping;
- 5.4 The waste management practice of the top CPA rated councils and those with the highest levels of recycling and composting be explored to identify best waste and recycling practice for possible adoption in Bracknell Forest;
- 5.5 The Working Group continue to monitor ABC and recycling developments following the move to placing all dry kerbside recyclables together in wheeled blue bins and report its findings in a follow up report in approximately 12 months' time;

Minimise Waste / Increase Recycling

- 5.6 As those on low incomes may not be in a position to buy brown bins or garden refuse sacks leading to garden waste being placed in landfill bins, the cost benefit options of providing them free of charge to those on income support be explored;
- 5.7 The feasibility of providing recycling banks at hospitals, churches and charities, also usable by the public, be investigated;
- 5.8 The Government be lobbied to promote the recycling of additional articles in order to procure more recycling opportunities and achieve sustainability;
- 5.9 The Council be mindful of, and take steps to support, LGA and DEFRA waste reduction campaigns;
- 5.10 Schemes for collecting waste and recyclables from small businesses, such as bin sharing, be investigated and facilitated;
- 5.11 The Social Care and Learning Department be asked to approach schools concerning the provision of educational programmes to promote recycling and waste reduction, possibly in partnership with 'Waste Watch';
- 5.12 The feasibility of introducing a holistic Council-wide Borough slogan and / or logo to promote waste reduction and recycling for use on all paperwork, publications, bins and Council owned vehicles be considered;

Food Waste

- 5.13 Measures to reduce food waste through education and promotion, such as encouraging residents to support the national 'Love Food, Hate Waste' campaign and working with the WI, be pursued;
- 5.14 Opportunities to make further food digesting Green Cones available to residents at a subsidised cost be pursued;
- 5.15 The LGA be requested to advise the national headquarters of major supermarket chains that BOGOF offers and multi portion packs are leading to food waste and ask them to pursue alternatives such as price reductions;
- 5.16 Subject to satisfactory checks with the local Water Board, the use of food waste disposal units to facilitate food waste reduction by residents living in smaller properties with confined space or flats be promoted;

The Council's Town Centre Offices

- 5.17 Alternative bin arrangements in the Council's offices, such as the replacement of personal bins with compartmentalised bins to facilitate recycling, be pursued;
- 5.18 A recycling plan for the new civic hub be developed when the operational fit out stage is reached; and

Satisfaction Levels with the Waste and Recycling Collection Service

- 5.19 Further residents' feedback in respect of the waste and recycling service be sought through whatever means are considered to be appropriate.

6. Glossary

ABC	Alternate Bin Collection
ACORN	A Classification of Regionalised Neighbourhoods
BMW	Biological Municipal Waste
BOGOF	'Buy One, Get One Free' food sale promotion
BVPI	Best Value Performance Indicator
CA	Civic Amenity
CAA	Comprehensive Area Assessment
CPA	Comprehensive Performance Assessment
CRM	Customer Relationship Management
DEFRA	Department for Environment, Food and Rural Affairs
EFW	Energy From Waste
EU	European Union
LAA	Local Area Agreement
LATS	Landfill Allowance Trading Scheme
LDF	Local Development Framework
LGA	Local Government Association
MRF	Material Recycling Facility
NI	National Indicator set
re ³	'Reduce, reuse and recycle' – the logo of the waste disposal contract for Bracknell Forest, Reading and Wokingham Councils.
SRM	Sustainable Resource Management
UAs	Unitary authorities
WI	Women's Institute
WRAP	Waste & Resources Action Programme - helps individuals, businesses and local authorities to reduce waste and recycle more, making better use of resources and helping to tackle climate change.
WRG	Waste Recycling Group – the re ³ contractor

Overview and Scrutiny
7 November 2007

Waste
Steve Loudoun

www.bracknell-forest.gov.uk

Appendix 1



Scoping the work

- Waste collection
 - Recycling collection
 - Refuse collection
 - Bulky items
 - Clinical waste
- Recycling facilities
- Waste disposal
 - Re3
 - Longshot Lane

www.bracknell-forest.gov.uk



Legislation

- Duty to collect from domestic properties and make arrangements for commercial properties
- Powers to charge
- No obligation to provide Civic Amenity site within the Borough - but duty to make provision

www.bracknellForest.gov.uk



Drivers

National target is to reduce biodegradable municipal waste landfilled:-

- By 2010 to 75% of that produced in 1995
- By 2013 to 50% of that produced in 1995
- By 2020 to 35% of that produced in 1995

PENALTY £150/tonne

www.bracknellForest.gov.uk



Scale

The waste function includes

- The weekly collection of household waste from all residents
- Collection of waste from schools, community centres, council premises
- The disposal of circa 52,000 tonnes of household waste including the recycled waste a year
- The recycling of about 15 types of materials
- The provision and cleaning of 36 recycling sites

www.bracknell-forest.gov.uk



Budgets

- £611m contract with Re3 for disposal of waste over the next 24 years in partnership with Reading and Wokingham
- Household waste collection £734k
- Recycling £1.6m
- Waste disposal £2.8m
- Composting -£13k

www.bracknell-forest.gov.uk



Questions

- Where are our weaknesses?
- Where are the next pressures?
 - food waste, charging, refuse contract retendered, more products to be recycled?
- What are the opportunities?
- How might we address them within the constraints?
- Is ABC working?
- How well do we promote?

www.bracknellForest.gov.uk



re3
zeroing in on waste

A waste management partnership between Bracknell Forest Borough Council, Reading Borough Council and Wokingham District Council.

re3 Partnership
Bracknell Forest Perspective
11 December 2007



Appendix 2

re3member re3ducer re3user re3cyclere3cover re3peat

re3
zeroing in on waste

A waste management partnership between Bracknell Forest Borough Council, Reading Borough Council and Wokingham District Council.

re3 partnership

- Bracknell, Reading, Wokingham,
- Circa 210,000 tonnes p.a.
- Population approx. 400,000
- Shared need for long term sustainable solution
- Contract with WRG (£611m)
- £37m PFI credits

re3member re3ducer re3user re3cyclere3cover re3peat

re3
zeroing in on waste

A waste management partnership between Bracknell Forest Borough Council, Reading Borough Council and Wokingham District Council.

Project Drivers

- Legislation and associated targets
- Regional scarcity and price of landfill
- Waste growth
- ‘Doing nothing’ increasingly costly and in breach of statutory requirements
- Need to develop more sustainable services

re3member re3ducer re3user re3cyclere3cover re3peat

re3
zeroing in on waste

A waste management partnership between Bracknell Forest Borough Council, Reading Borough Council and Wokingham District Council.

Scope of contract

- Waste reception and transfer;
- Civic Amenity sites;
- Waste treatment and recovery;
- Composting operations;
- Recycling operations;
- Marketing and sale of recovered materials;
- Educational and promotional activities;
- “Bring” recycling sites;
- Disposal of residual waste

re3member re3ducer re3user re3cyclere3cover re3peat

re3
zeroing in on waste

A waste management partnership between Bracknell Forest Borough Council, Reading Borough Council and Wokingham District Council.

Regional Contract Facilities



LF - Landfill Site
CS - Compost Site
EJH - Energy From Waste
MRF - Material Recovery Facility

re3member re3ducer re3user re3cyclere3cover re3peat

re3
zeroing in on waste

A waste management partnership between Bracknell Forest Borough Council, Reading Borough Council and Wokingham District Council.

WRG will now...

- Redevelop the Island Road site (Reading)
 - Indoor Civic Amenity site
 - MRF
 - Waste reception and transfer
 - Education and awareness activities/centre
 - Construction Jan 2007 to April 2008



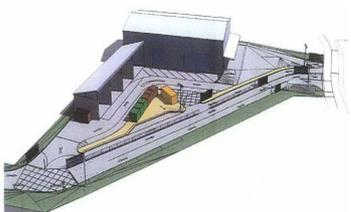
re3member re3ducer re3user re3cyclere3cover re3peat

re3
zeroing in on waste

A waste management partnership between Bracknell Forest Borough Council, Reading Borough Council and Wokingham District Council.

WRG will now...

- Rebuild Longshot Lane in Bracknell
 - Civic Amenity site upgrade
 - Waste reception and transfer
 - Visitor centre
 - Construction Apr 2008 to June 2009



re3member **re3**ducer **re3**user **re3**cycler **re3**cover **re3**peat

re3
zeroing in on waste

A waste management partnership between Bracknell Forest Borough Council, Reading Borough Council and Wokingham District Council.

Other Contract Facilities

- Planners Farm Composting Facility
 - Existing Bracknell facility.
- Sutton Courtenay Landfill
 - Existing WRG facility.

re3member **re3**ducer **re3**user **re3**cycler **re3**cover **re3**peat

re3
zeroing in on waste

A waste management partnership between Bracknell Forest Borough Council, Reading Borough Council and Wokingham District Council.

Third Party facilities

- Contract also includes 60,000 t/pa to EfW
- Joint venture - Grundon and Viridor. Due for completion in July 2008
- Other third party facilities for composting being considered



re3member **re3**ducer **re3**user **re3**cycler **re3**cover **re3**peat

re3
zeroing in on waste

A waste management partnership between Bracknell Forest Borough Council, Reading Borough Council and Wokingham District Council.

What Is re3 Really About? (1)

- Council Partnership
 - Politics overlooked. Collaboration to solve a shared problem.
 - Sharing the load - each council has a partnership role
 - Renewed co-operation on collection strategies
 - Long-term approach - potential for sharing other related services

re3member **re3**ducer **re3**user **re3**cycler **re3**cover **re3**peat

re3
zeroing in on waste

A waste management partnership between Bracknell Forest Borough Council, Reading Borough Council and Wokingham District Council.

What Is re3 Really About? (2)

- Public/Private Partnership
 - Contractor Strengths
 - Construction ahead of schedule
 - Compliance/ licensing/ EA
 - Council Strengths
 - Attention to detail in service delivery
 - Imagination/ Problem solving

re3member **re3**ducer **re3**user **re3**cycler **re3**cover **re3**peat

re3
zeroing in on waste

A waste management partnership between Bracknell Forest Borough Council, Reading Borough Council and Wokingham District Council.

What Happens Now?

- Build on the success of ABC's
- Push on from 40% towards 50%
- Education across the Partnership
- Target smaller fractions of bin composition
- Tackle waste at point of purchase
- Waste role in climate change
- Further sharing of services

re3member **re3**ducer **re3**user **re3**cycler **re3**cover **re3**peat

REFUSE & RECYCLING COLLECTION SERVICES IN BRACKNELL FOREST

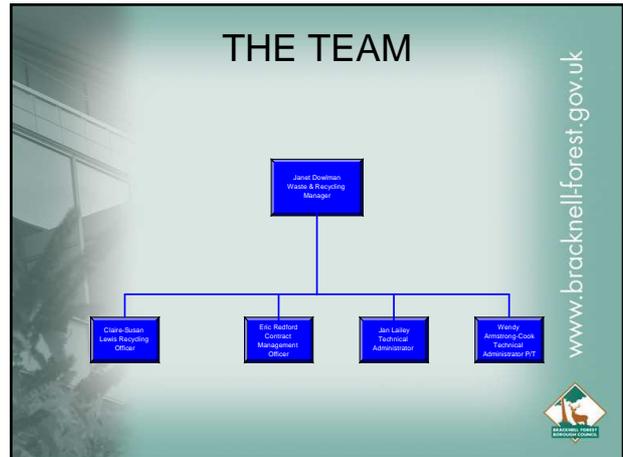
JANET DOWLMAN

OVERVIEW & SCRUTINY
15 JANUARY 2008

www.bracknellforest.gov.uk



Appendix 3



What we do

MANAGE PERFORMANCE OF:-

- Refuse & Recycling Kerbside Contractors
- 35 Recycling Sites
- BFBC waste disposal via re3 partnership
- Customer interface via CRM system
- Ordering of equipment
- Waste minimisation & recycling promotions
- Statistical information for government
- Planners Farm – currently licence holder

www.bracknellforest.gov.uk



The Contractor – SITA UK

- Contract awarded to SITA 2001-2006
- Contract varied & extended 2006 - 2011 (ABC)
- Vehicles: 4 Refuse, 4 Recycling, 2 Green Waste
- Manager & 2 supervisors & 43 staff
- Partnership contract – managed via:
 - Fortnightly ops meetings
 - Quarterly review Meetings
 - Service improvement meetings (6-8weekly)
 - Daily contract monitoring – performance/H &S

www.bracknellforest.gov.uk



Our Customers Who we collect from:

- All households including flats
- All Schools & Colleges & Libraries
- Council Offices and other Premises
- Leisure Facilities & Community Centres
- Social Services Homes
- Some charities & churches

www.bracknellforest.gov.uk



Other services

- Bulky items on request (35 per week)
- Clinical Waste (40 per week)
- Sack Collections (216)
- Assisted Collections (1300)
- Bulk communal bin washing (annually)
- Cleaning recycling sites
- Bin/box deliveries
- Deliveries of garden waste sacks to outlets

www.bracknellforest.gov.uk



Scope of work

- Contract Budget: - £1.9 million
- No of enquiries dealt with p/a – 20,000
- Total Collections per annum:- 2,700,000
- Justified Missed Collections – < 500
- Complaints:-
 - Contractor Performance - 300 (est. 2007/8)
 - Council Policy – 1050 (est. 2007/8)

www.bracknell-forest.gov.uk



What we collect - WEEK 1



General rubbish not suitable for recycling

www.bracknell-forest.gov.uk



What we collect - WEEK 2

Brown Bin for Garden Waste



OR



Sack For Garden Waste

PLUS




Kerbside box(es) paper PLUS Card plus kerbside box(es) cans & Plastic bottles

OR

Blue Bin for Cans & Plastic Bottles **ONLY** (to include Paper & Card from Dec 2008)



www.bracknell-forest.gov.uk



History of Waste & Recycling in Bracknell Forest

- Pre 1993:- "in house" sack collections
 - bottle ,paper & textile banks
- 93/4 - wheeled bin trial & implementation
- -Refuse contract tendered – CCT
- Cleanaway 1993 -2001 - SITA 2001-2011
- 1996- Introduced kerbside paper collection
- 1998 – Unitary authority – Waste disposal
- 1999 – Kerbside box for paper & cans

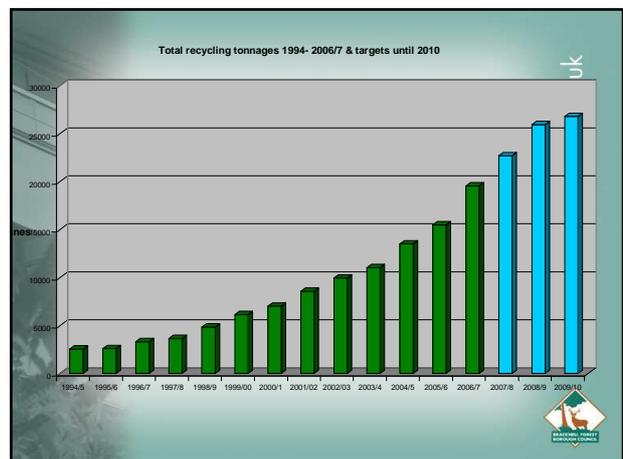
www.bracknell-forest.gov.uk



History of Waste & Recycling (contd)

- 2001/2 Garden waste separated – CA site
- 2003/4 Kerbside Plastic bottles collected
- 2005/6 Awarded £600k for vehicles
- 2004-6 Kerbside Card & Garden Waste
- 2006/7 Alternate Weekly Collections (ABC)
- 2006/7 Joint Waste Partnership – re3

www.bracknell-forest.gov.uk

Introduction of ABC Why we did it..

- EU Landfill Directive
- Financial Drivers
- Government landfill allowances (LATS)
- Environmental – Climate Change

www.bracknell-forest.gov.uk



Landfill Directive

National target is to reduce biodegradable municipal waste landfilled:-

- By 2010 to 75% of that produced in 1995
- By 2013 to 50% of that produced in 1995
- By 2020 to 35% of that produced in 1995



Financial Drivers

Landfill Tax

- Increased £3 per tonne per year - from April 2008 + £8
- Total cost from April - £1,152,000 approx

Collection costs - Staying the Same

- Existing Fleet £1,930,000

Alternate/segregated weekly collection

- Existing Fleet £1,830,000

Government Fines

Penalties under PFI contract

www.bracknell-forest.gov.uk

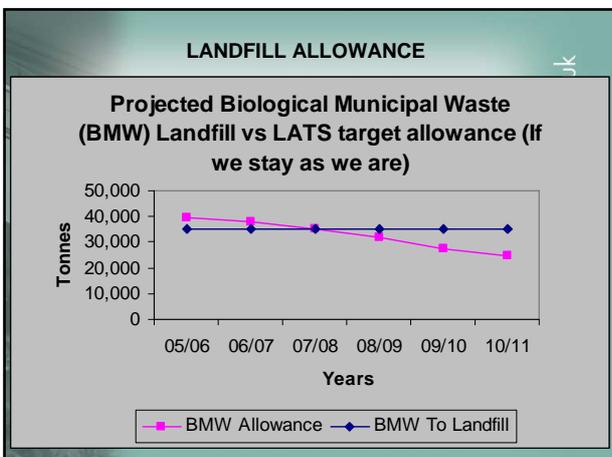


Landfill Allowance Trading Scheme ("WET" Act)

QUOTA on LANDFILLING



PENALTY £150/tonne
Could cost Bracknell Forest : In Fines
 2007/08 £130k
 2008/09 £628k
 2009/10 £1.12m
 2010/11 £1.7m
 Plus EU Fine to Government Estimating £500k per day, passed to offending Authorities



ABC one year on

- Implementation went well majority of residents accepted the need for change
- Issues in first year :-
 - maggots, odours, food waste, non recyclable packaging, disposable nappies, incontinence materials.
 - Media attention

www.bracknellforest.gov.uk



Results after one year of ABC 2007/8 to December

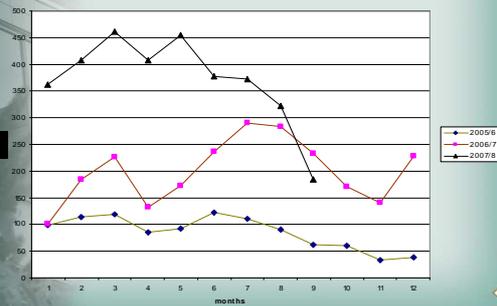
- Recycled - target 26% actual 25.6%
- Composted - target 14% actual 14.8%
- Landfilled – target 60% actual 59.3%
- Amount of landfill tax avoided £103,200
- Surplus landfill allowances £14,000

www.bracknellforest.gov.uk



Increase in Garden Waste

Garden waste collections 2005/6 vs 2006/7

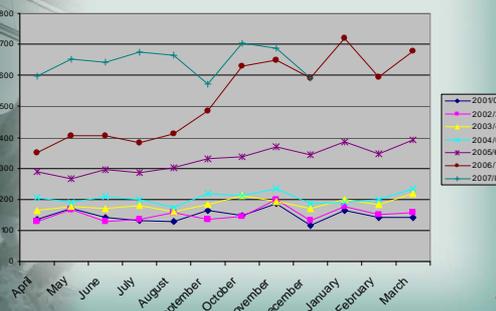


www.bracknellforest.gov.uk



Increase in Recycling

Total kerbside dry recyclables

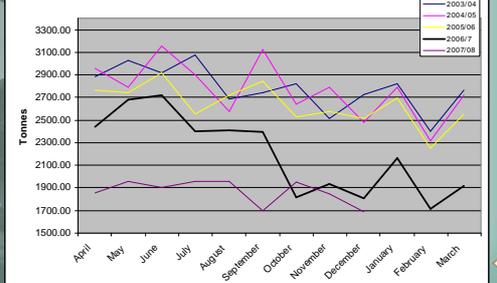


www.bracknellforest.gov.uk



Reduction in refuse collected

Total Amount of Refuse Collected

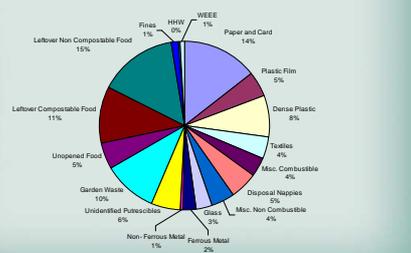


www.bracknellforest.gov.uk



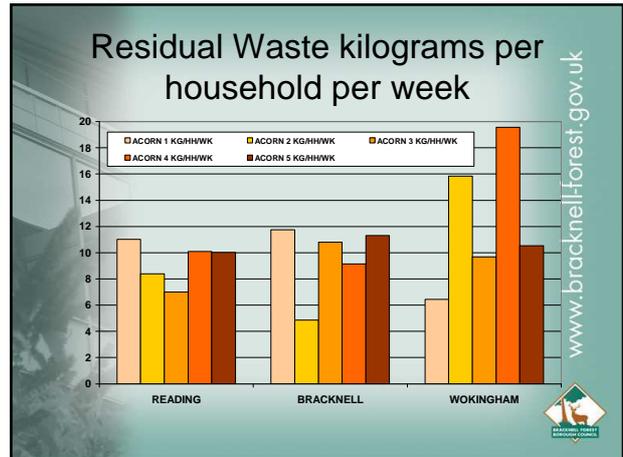
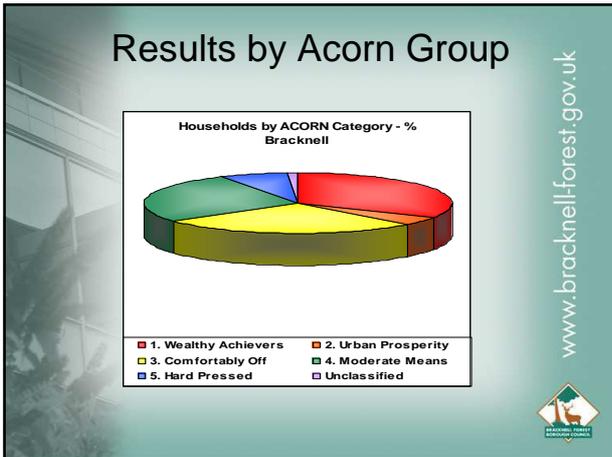
Waste analysis what is in BFBC landfill bins

Average Percentage Concentrations by Weight in Bracknell Waste - June 2007



www.bracknellforest.gov.uk





Results by Acorn Group

	ACORN 1	ACORN 2	ACORN 3	ACORN 4	ACORN 5
POTENTIALLY RECYCLABLE (IN LANDFILL BINS)					
DRY RECYCLABLE	13.47%	14.77%	14.02%	12.47%	15.39%
GREEN RECYCLABLE	13.97%	10.41%	12.06%	7.19%	6.68%
TOTAL RECYCLABLE	27.44%	25.18%	26.08%	19.66%	22.07%
Kg/HH/WK RECYCLABLE	3.22	1.22	2.81	1.80	2.50

www.bracknellforest.gov.uk

- ### Challenges and Opportunities
- WORKPLAN 2008 to April
- Waste Analysis of Council Office bins
 - Customer Survey & Participation
 - Recycling Site Improvements
 - Finalise re3 Joint Waste Strategy
 - Real Nappy Week
 - Improve Recycling in flats
 - Longshot Lane Closure – communications
 - Issue A-Z waste booklet & fact pack to all
- www.bracknellforest.gov.uk

- ### Challenges & Opportunities
- Workplan from April 2008
- WRAP Home Composting Partnership
 - Increase Brown bin use
 - Events – swap shops (Longshot Lane)
 - Love Food Hate Waste campaign
 - Pilot Customer Self Service – bin orders
 - Promotional Activity by Acorn Group
 - Recycling Theme – Bracknell Festival
 - Co mingled recycling collections (MRF)
 - Underground recycling sites – Ascot & new developments
- www.bracknellforest.gov.uk

- ### Other initiatives/challenges
- CCTV for dumped rubbish at Recycling sites
 - Work with Supermarkets
 - Collect other items : “tetrapaks” batteries
 - Help Improve Local Business Recycling
 - Pursue Recycling Social Enterprise
 - Reducing Carbon Footprint
 - Waste Reduction – reduce kgs per head
 - Council Offices recycling
- www.bracknellforest.gov.uk

Service Improvements

Strengths

- Good Partnerships – SITA & re3
- CRM – Customer Services Interface
- Record keeping/Databases
- Good Audit results
- Competent enthusiastic proactive team
- Flexible attitudes – SITA/Client
- Re3 Waste Minimisation Officers

www.bracknellForest.gov.uk



Service Improvements

WEAKNESSES

- Small Team
- Unable to collect Food waste/plastic packaging

THREATS

- Public perceptions/attitudes
- Longshot Lane Closure
- Hot summer
- Contamination of blue bins from Autumn 08

www.bracknellForest.gov.uk

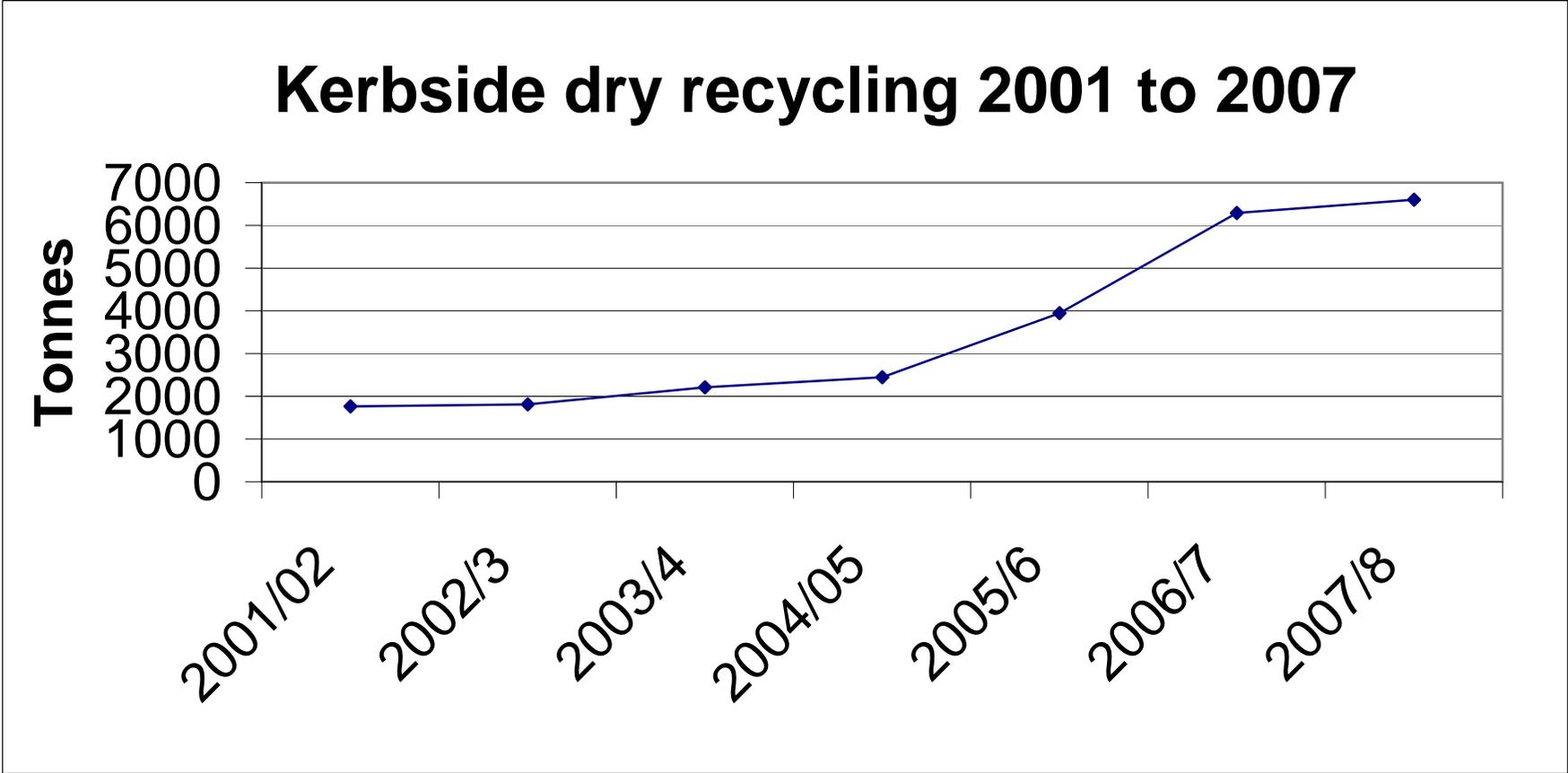


How we compare Unitary Authorities 2006/7

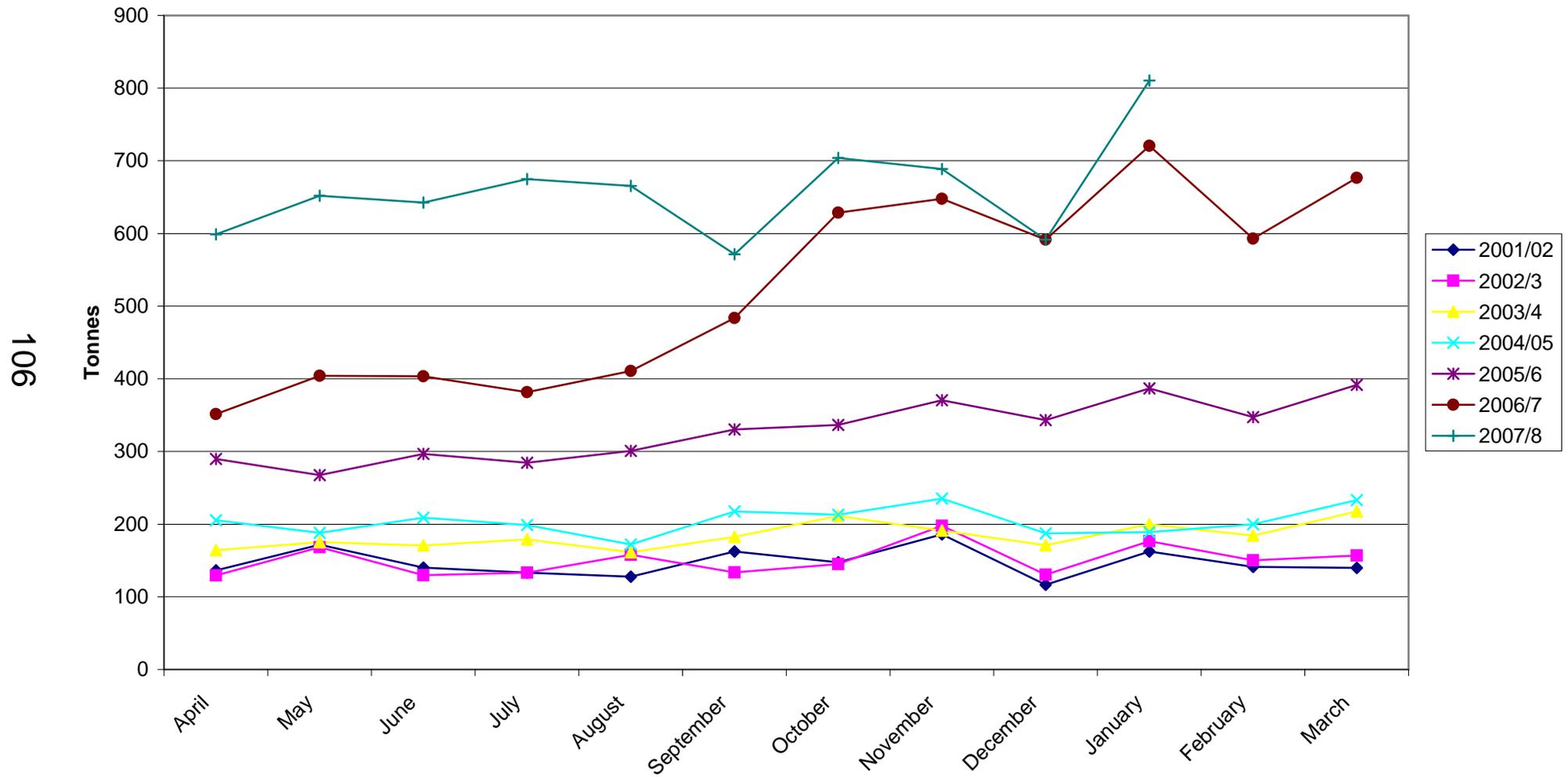
	Recycled Composted	Cost Of Collection per household	Kgs per head
Bracknell Forest B C	35.49%	£34.03	496
Reading BC	27.64%	£43.63	463
Slough BC	22.47%	£62.07	454
West Berkshire	22.17%	£78.19	572
Wokingham BC	33.99%	£38.27	470
Windsor & Maidenhead	31.93%	£60.56	495
Bournemouth BC	36.27%	£64.40	513
Brighton & Hove	27.27%	£62.81	432
Milton Keynes	34.95%	£78.25	556
South Gloucestershire	39.54%	£64.40	554
Swindon BC	32.13%	£67.07	477

www.bracknellForest.gov.uk

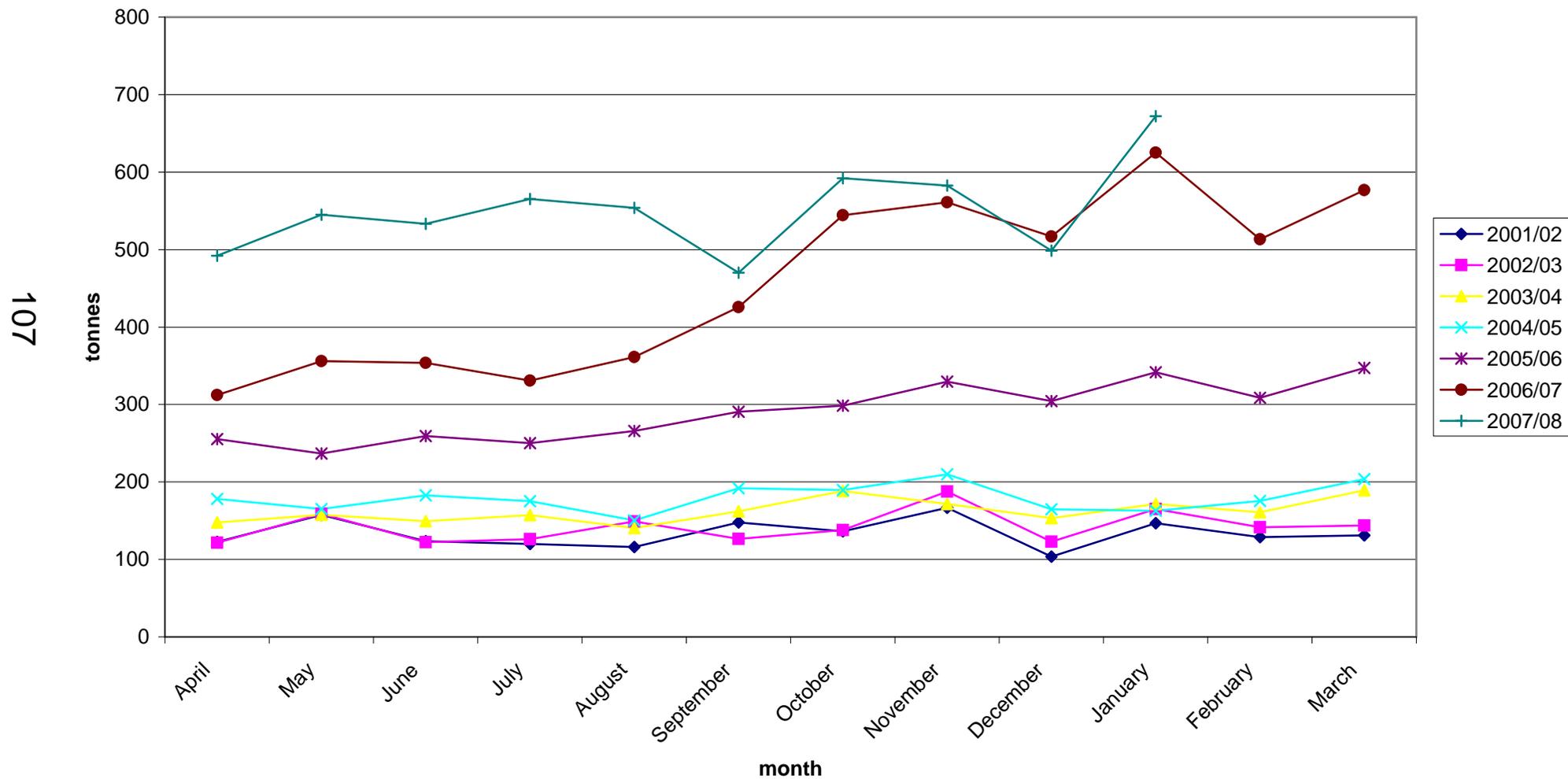




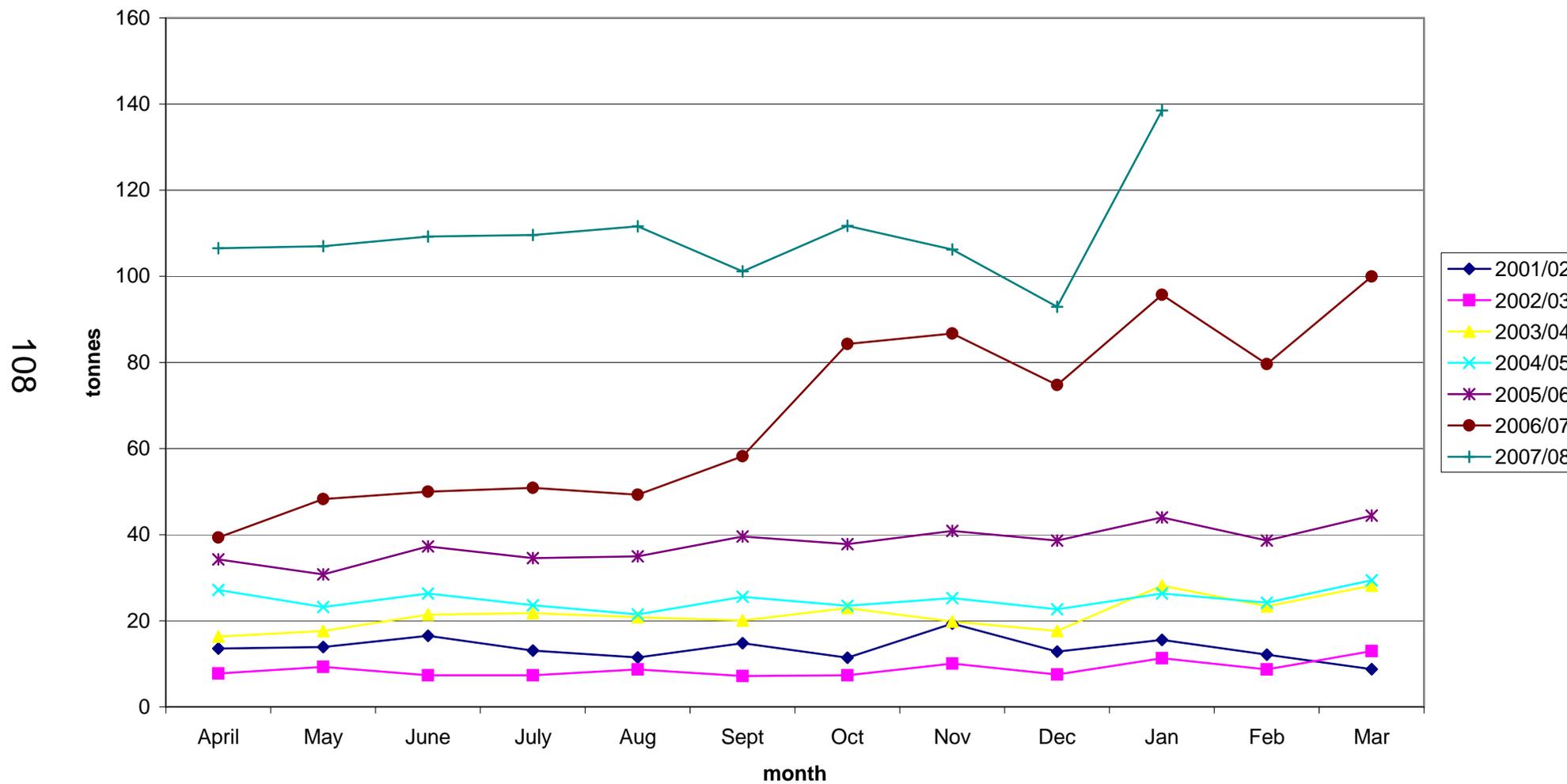
**Kerbside Dry Recyclables 2001/02 - 2007/08
Total Tonnage by Month**



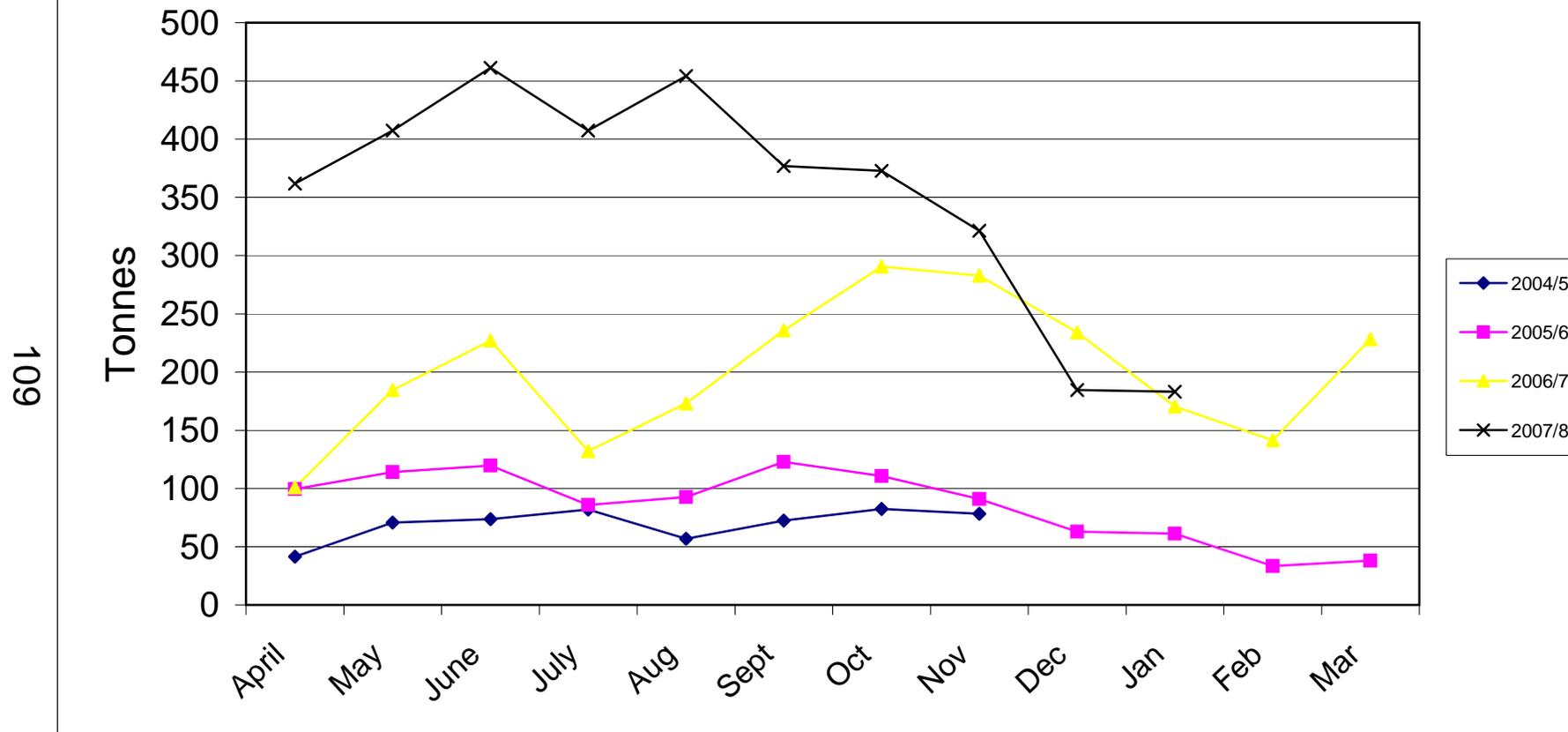
**Paper 2001/02 - 2007/08
Total Tonnages by Month**



Kerbside Cans 2001-3 and Cans & Plastic from 2003 Total Tonnage by Month



Kerbside Garden Waste 2004/05 - 2007/08 Total Tonnage by Month



Appendix 4a Kerb Tonnage

Total Kerbside Tonnage (excluding Garden)

	<u>2001/02</u>	<u>2002/3</u>	<u>2003/4</u>	<u>2004/05</u>	<u>2005/6</u>	<u>2006/7</u>	<u>2007/8</u>
April	136.26	129.52	164.04	205.26	289.66	351.52	598.72
May	171.62	168.1	175.34	188.16	267.46	404.36	651.86
June	140.08	129.66	170.72	208.96	296.64	403.58	642.56
July	133.08	133.38	179.16	198.8	284.62	381.8	674.93
Aug	127.64	157.72	161.46	171.98	300.92	410.64	665.5
Sept	162.4	133.54	182.38	217.54	330.24	483.7	571.4
Oct	147.62	145.2	211.22	212.98	336.38	628.62	703.88
Nov	186.1	197.86	191.3	235.24	370.38	647.64	688.86
Dec	116.6	130.44	170.98	187.5	343.06	591.71	591.48
Jan	162.52	176.5	199.8	189.26	386.72	720.78	810.52
Feb	141.08	150.4	184.16	199.92	347.14	592.79	
Mar	139.87	156.82	217.46	232.98	391.66	676.7	
Total	1764.87	1809.14	2208.02	2448.58	3944.88	6293.84	6599.71

Green Waste Collections

	<u>2004/5</u> <u>(Trial)</u>	<u>2005/6</u>	<u>2006/7</u>	<u>2007/8</u>
April	41.46	99.38	100.84	361.76
May	70.68	113.98	184.54	407.26
June	73.72	119.64	226.98	461.12
July	81.94	85.78	132.02	407.32
Aug	56.82	92.74	173.14	454.26
Sept	72.52	122.76	235.8	376.834
Oct	82.52	110.68	290.58	372.66
Nov	78.30	90.86	282.86	321.42
Dec		62.9	233.94	184.52
Jan		61.18	170.48	182.96
Feb		33.42	141.48	
Mar		38.1	228.13	
Total	557.96	1031.42	2400.79	3530.114

Kerbside Paper tonnage

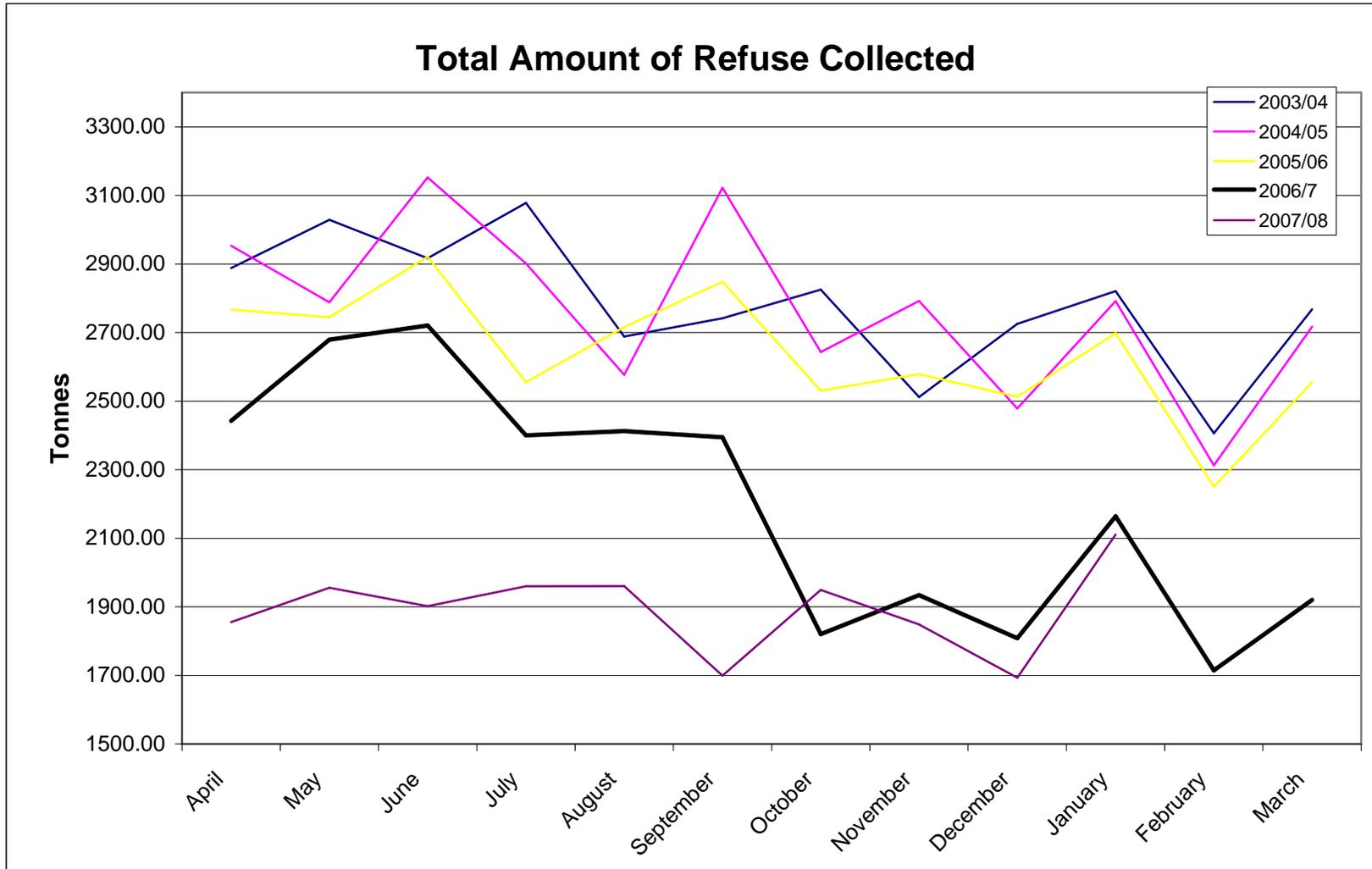
	<u>2001/02</u>	<u>2002/03</u>	<u>2003/04</u>	<u>2004/05</u>	<u>2005/06</u>	<u>2006/07</u>	<u>2007/08</u>
April	122.72	121.76	147.7	178.1	255.4	312.18	492.18
May	157.74	158.84	157.7	164.98	236.7	356.1	544.84
June	123.60	122.32	149.3	182.64	259.36	353.62	533.32
July	119.98	126.06	157.4	175.2	250.1	330.94	565.32
Aug	116.16	149.04	140.62	150.5	265.94	361.38	553.9
Sep	147.64	126.36	162.28	192	290.64	425.52	470.24
Oct	136.18	137.84	188.28	189.5	298.6	544.34	592.16
Nov	166.76	187.78	171.5	209.96	329.48	560.92	582.6
Dec	103.74	122.92	153.36	164.86	304.42	516.93	498.56
Jan	146.94	165.22	171.66	162.96	341.74	625.08	672.02
Feb	128.96	141.68	160.78	175.7	308.5	513.2	
Mar	131.11	143.88	189.32	203.58	347.24	576.76	
Total	1601.53	1703.7	1949.9	2149.98	3488.12	5476.97	5505.14

Kerbside Cans (2001-03) plus plastic bottles from April 03

	<u>2001/02</u>	<u>2002/03</u>	<u>2003/04</u>	<u>2004/05</u>	<u>2005/06</u>	<u>2006/07</u>	<u>2007/08</u>
April	13.54	7.76	16.34	27.16	34.26	39.34	106.54
May	13.88	9.26	17.64	23.18	30.76	48.26	107.02
June	16.48	7.34	21.42	26.32	37.28	49.96	109.24
July	13.1	7.32	21.76	23.6	34.52	50.86	109.61
Aug	11.48	8.68	20.84	21.48	34.98	49.26	111.6
Sept	14.76	7.18	20.08	25.54	39.6	58.18	101.16
Oct	11.44	7.36	22.94	23.48	37.78	84.28	111.72
Nov	19.34	10.08	19.8	25.28	40.9	86.72	106.26
Dec	12.86	7.52	17.62	22.64	38.64	74.78	92.92
Jan	15.58	11.28	28.14	26.3	43.98	95.7	138.5
Feb	12.12	8.72	23.38	24.22	38.64	79.59	
Mar	8.76	12.94	28.14	29.4	44.42	99.94	
Total	163.34	105.44	258.1	298.6	455.76	816.87	1094.57

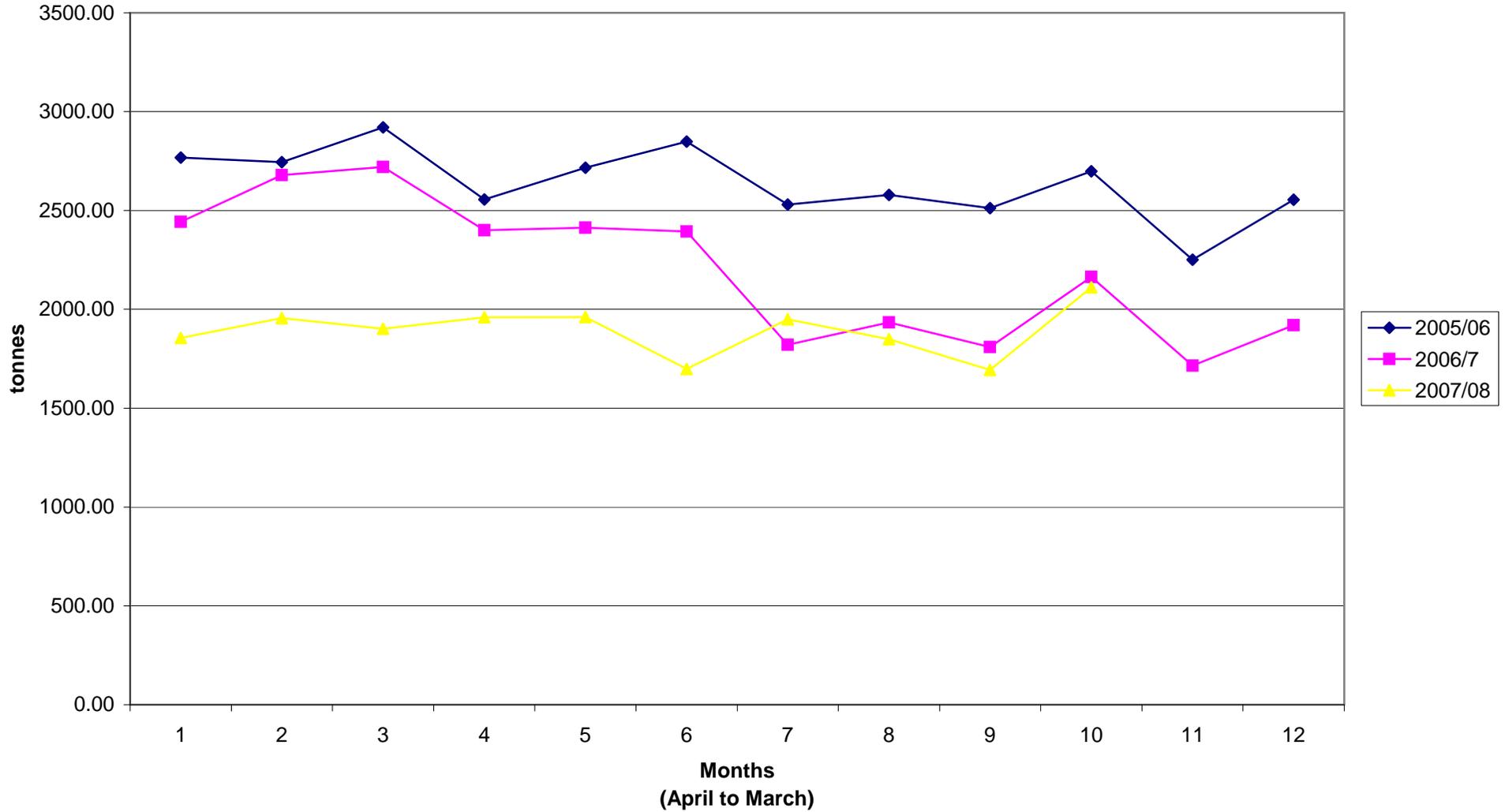
110

Appendix 4b Refuce Collection Chart



Refuse collected for landfill 2005/6 to 2007/8

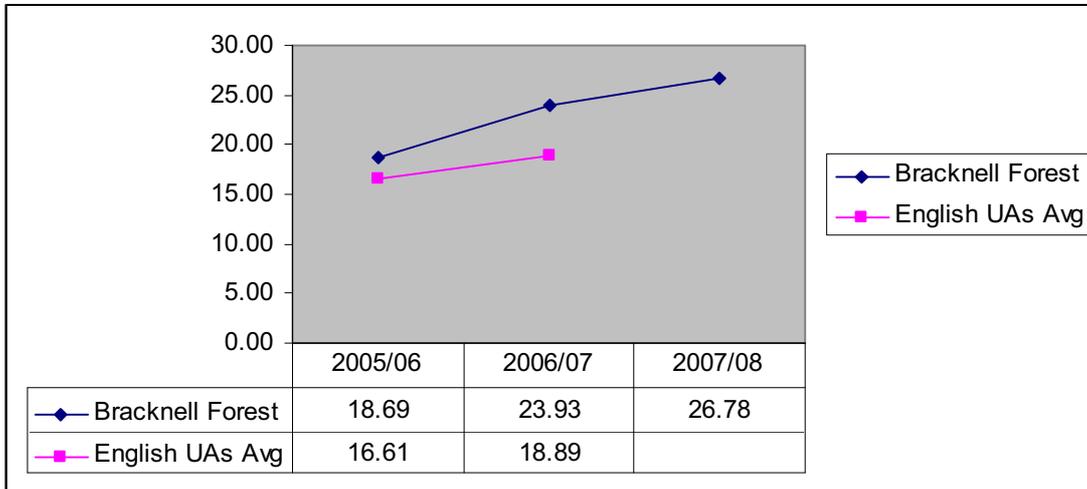
112



BEST VALUE PERFORMANCE INDICATORS – WASTE

BVPI 82ai

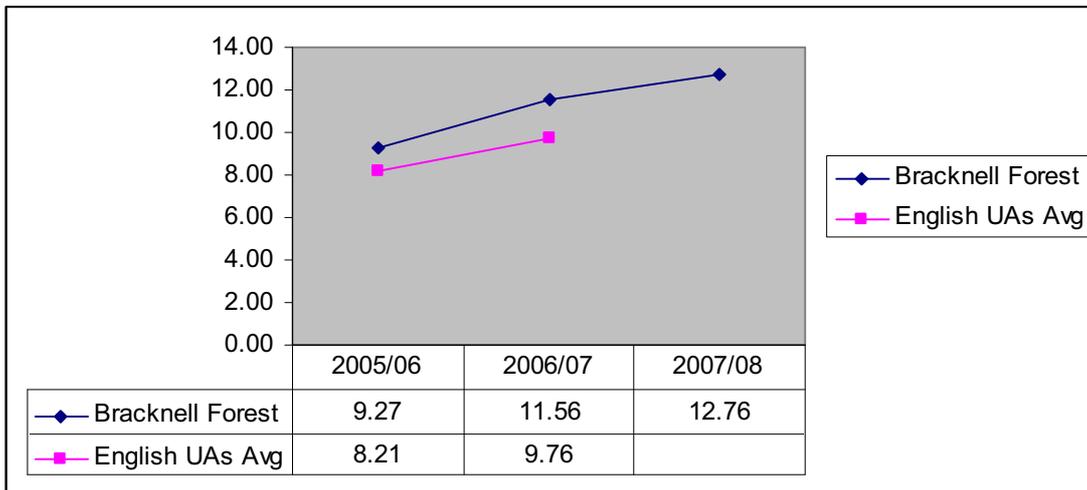
Percentage of household waste arisings which have been sent by the local authority for recycling.



The graph shows that Bracknell Forest’s levels of recycling are rising steadily and improving faster than other comparable authorities. (National comparator data is not yet available for 2007/08.) This graph must be read in conjunction with the other graphs for BVPI 82, however.

BVPI 82bi

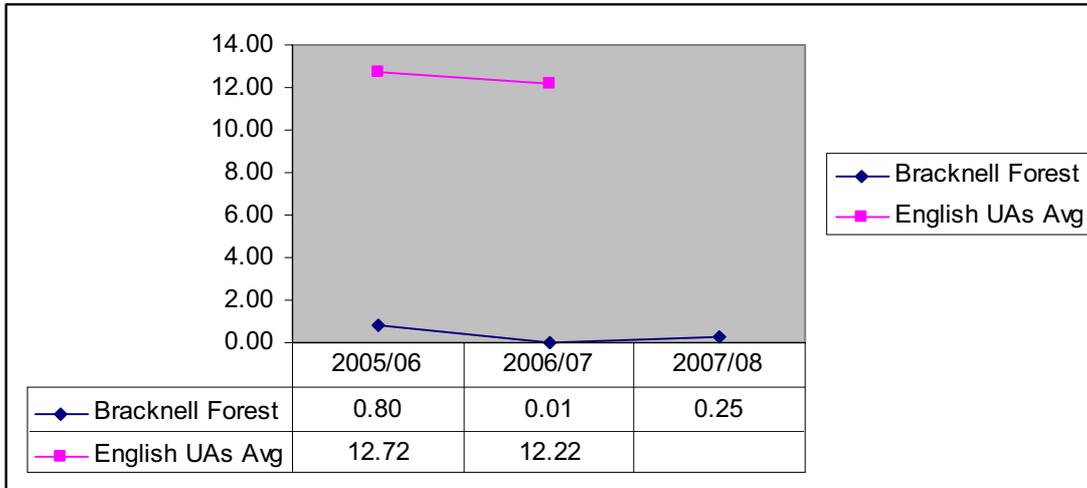
The percentage of household waste sent by the authority for composting or treatment by anaerobic digestion.



The graph shows that Bracknell Forest’s levels of composting are rising steadily and improving faster than other comparable authorities. (National comparator data is not yet available for 2007/08.) This graph must be read in conjunction with the other graphs for BVPI 82, however.

BVPI 82ci

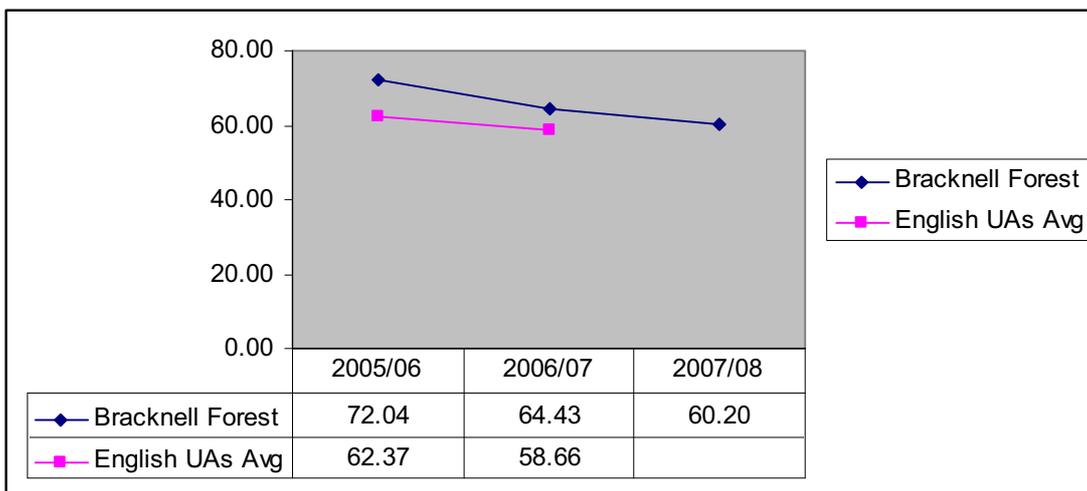
Percentage of the total tonnage of household waste arisings which have been used to recover heat, power and other energy sources.



The graph shows that Bracknell Forest’s levels of energy recovery from waste are very low compared to other authorities and are rising only slowly; given that the amount landfilled in Bracknell Forest is broadly comparable to other authorities, this graph is the corollary to the previous two, which show comparatively good levels of recycling and composting. (National comparator data is not yet available for 2007/08.) The anomalous figure of 0.80% in 2005/06 is due to a wood recycling trial which was largely unsuccessful and in which most of the wood was eventually used to recover energy instead.

BVPI 82di

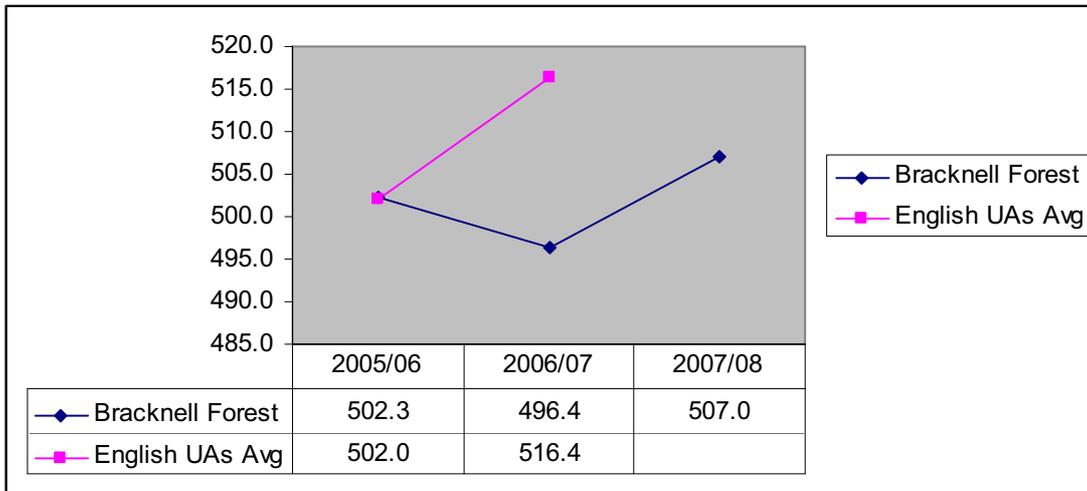
Percentage of household waste that has been landfilled.



The graph shows that Bracknell Forest’s levels of landfill are broadly comparable with other similar authorities, and falling at a similar rate. Although the average (mean) figure among UAs was better than Bracknell Forest’s outturn, this result was skewed by a small number of very high-performing councils, and the median — arguably a more representative figure — was higher than Bracknell Forest’s at 67.37%. (National comparator data is not yet available for 2007/08.)

BVPI 84a

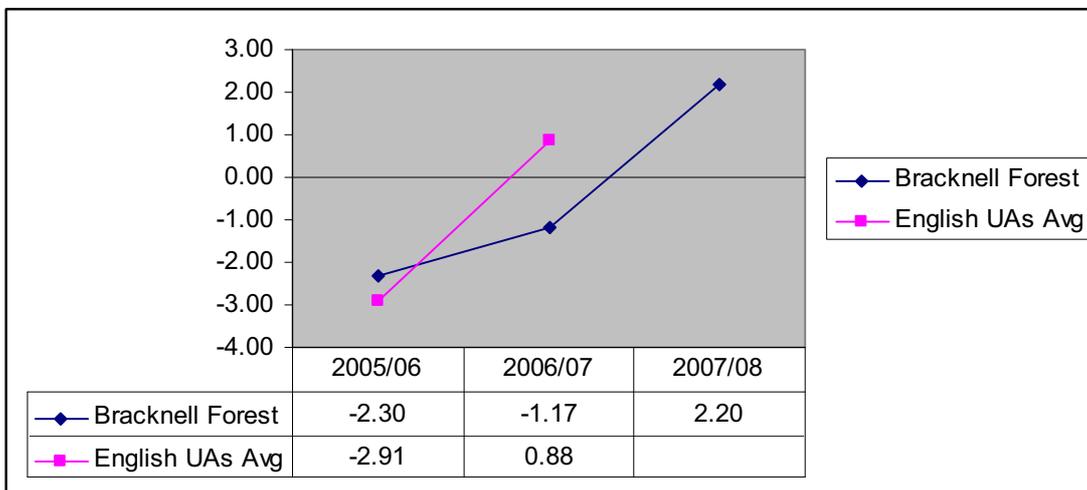
Number of kilograms of household waste collected per head of the population.



The graph demonstrates a fall in the total tonnage collected in Bracknell Forest in 2006/07, when other authorities' outturns were rising. Because relevant national comparator data is not yet available, we do not yet know whether the rise in the Bracknell Forest figure during the following year will be mirrored by other authorities or whether there will be a re-convergence of the Bracknell Forest and average figures.

BVPI 84b

Percentage change from the previous financial year in the number of kilograms of household waste collected per head of the population.



Graphical representation of this indicator is complicated by a double polarity, in which movement downward from the zero line represents good performance while movement upward represents worse performance: the trend lines joining the points are thus a little misleading. In any event, this indicator is only an alternative means of presenting the data in BVPI 84a (above), adding little to what that more substantive indicator reveals.

BVPI 86

Cost of household waste collection per household.



The graph shows that the cost of household waste collection is generally static or falling (the figures here are not adjusted for inflation) in Bracknell Forest, and much lower than in comparable authorities, where they are generally rising. (National comparator data is not yet available for 2007/08.)

BVPI 87

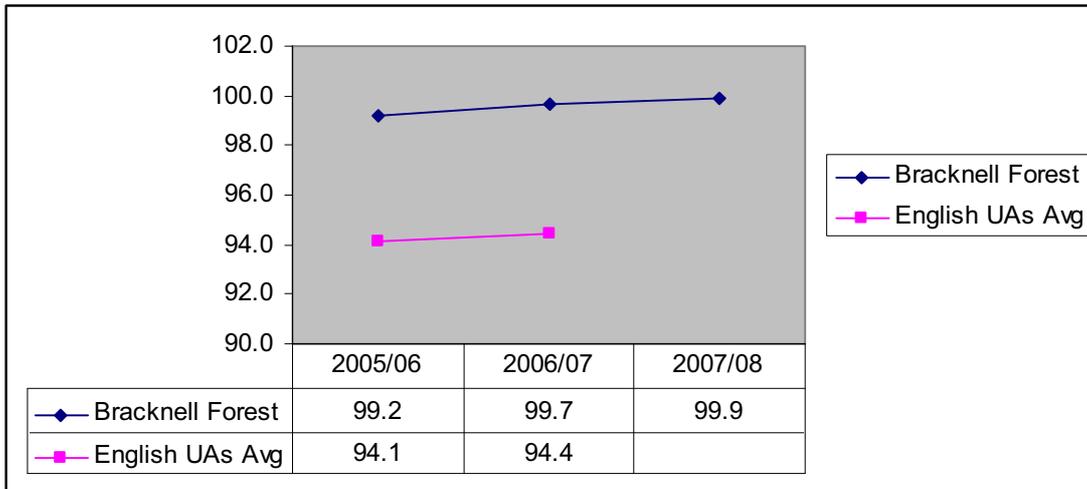
Cost of waste disposal per tonne municipal waste.



In contradistinction to BVPI 86 (above), this graph shows that the cost of municipal waste disposal is volatile and generally higher in Bracknell Forest than in comparable authorities, although an analysis of national comparator data for 2007/08, which is not yet available, would be necessary in order to form a more definitive judgment on this.

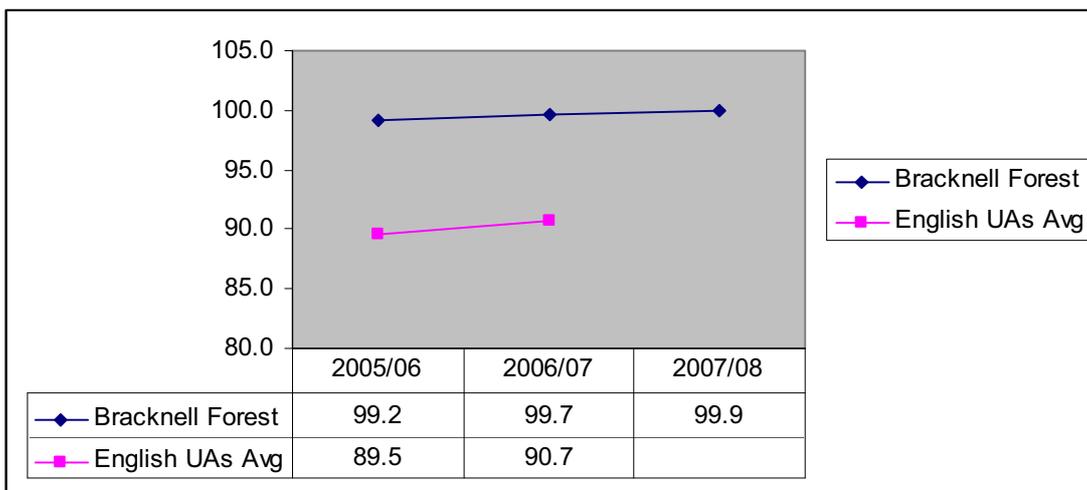
BVPI 91a

Percentage of households resident in the authority's area served by kerbside collection of recyclables.



BVPI 91b

Percentage of households in the authority's area served by kerbside collection of at least two recyclables.



These two graphs show that Bracknell Forest's levels of kerbside recycling availability are extremely high compared to other unitary authorities, and are continuing to improve, with very nearly 100% being achieved last year. (National comparator data is not yet available for 2007/08.)

Note on replacement of BVPIs by the new National Indicator Set

It must be noted, finally, that all of these Best Value Performance Indicators have now been superseded by the new National Indicator set, of which the following are relevant to Waste:

- NI 193: Percentage of municipal waste landfilled (LAA indicator in Bracknell Forest);
- NI 191: Residual household waste per household (CAA indicator in Bracknell Forest);
- NI 192: Percentage of household waste sent for reuse, recycling and composting (CAA indicator in Bracknell Forest).

England Local Authorities – Performance on Waste 2007/08

The following table contains municipal waste data provided by DEFRA in November 2008 for the period covering the financial year 2007/08.

The data shows household waste recycling and composting rates for English councils from 1 April 2007 to 31 March 2008 showing recycling rate (dry recyclables), composting rate (green waste and food waste) and the total amount of combined recycling and composting for the year.

Councils are listed in overall performance order and Berkshire UAs are highlighted:

Rank	Local Authority	Recycling %	Composting %	Total
1	East Lindsey District Council	26.83	31.57	58.40
2	South Hams District Council	30.01	27.06	57.07
3	North Kesteven District Council	29.15	26.79	55.94
4	Teignbridge District Council	20.57	35.01	55.58
5	Huntingdonshire District Council	26.50	28.64	55.14
6	Uttrlesford District Council	34.69	19.81	54.50
7	South Cambridgeshire District Council	18.70	34.51	53.21
8	Staffordshire Moorlands District Council	18.29	34.58	52.87
9	Rushcliffe Borough Council	26.89	25.48	52.38
10	South Shropshire District Council	22.13	29.92	52.06
11	Waveney District Council	26.87	24.75	51.62
12	Ryedale District Council	20.41	31.14	51.55
13	Somerset County Council	28.10	22.81	50.90
14	St Edmundsbury Borough Council	23.70	27.11	50.80
15	Harborough District Council	20.20	30.41	50.61
16	Lincolnshire County Council	29.33	21.22	50.55
17	Cambridgeshire County Council	22.86	27.44	50.30
18	Lichfield District Council	25.35	24.93	50.28
19	Fenland District Council	21.93	28.19	50.12
20	Melton Borough Council	24.07	25.54	49.61
21	South Kesteven District Council	34.18	15.36	49.54
22	Taunton Deane Borough Council	26.60	22.66	49.26
23	South Somerset District Council	28.20	20.80	49.00
24	Carlisle City Council	28.04	20.70	48.74
25	North Shropshire District Council	15.88	32.79	48.67
26	Leicestershire County Council	22.92	25.52	48.44
27	Mid Devon District Council	18.65	29.74	48.39
28	South Northamptonshire District Council	19.01	28.93	47.93
29	Daventry District Council	18.57	29.31	47.88
30	Broadland District Council	33.09	14.42	47.51
31	Cherwell District Council	25.04	22.42	47.46
32	Chiltern District Council	31.91	15.31	47.22
33	Chorley Borough Council	25.63	21.56	47.19
34	Devon County Council	26.35	20.71	47.06
35	Three Rivers District Council	20.84	26.11	46.95
36	South Staffordshire Council	22.57	24.07	46.64
37	Peterborough City Council	20.68	25.94	46.61
38	Canterbury City Council	28.87	17.64	46.51
39	Forest Heath District Council	23.05	23.38	46.44

APPENDIX 6

40	Macclesfield Borough Council	21.96	24.17	46.13
41	Dacorum Borough Council	21.73	24.34	46.07
42	Tunbridge Wells Borough Council	23.35	22.67	46.03
43	Hinckley and Bosworth Borough Council	18.98	26.91	45.89
44	Suffolk County Council	25.63	20.22	45.85
45	Kettering Borough Council	21.00	24.78	45.78
46	Mole Valley District Council	32.81	12.91	45.72
47	Dorset County Council	25.79	19.50	45.29
48	Vale Royal Borough Council	19.48	25.69	45.16
49	Ellesmere Port and Neston Borough Council	25.33	19.75	45.08
50	North Norfolk District Council	28.40	16.68	45.08
51	Mendip District Council	24.41	20.65	45.06
52	Eden District Council	24.15	20.33	44.48
53	South Ribble Borough Council	22.89	21.36	44.25
54	Wycombe District Council	23.14	20.46	43.60
55	Hambleton District Council	16.45	27.15	43.60
56	Bromsgrove District Council	22.54	21.02	43.56
57	Shropshire County Council	21.06	22.38	43.44
58	Stratford-on-Avon District Council	15.52	27.88	43.40
59	York City Council	25.99	17.38	43.37
60	North Lincolnshire Council	21.11	22.19	43.30
61	Oswestry Borough Council	19.05	24.25	43.30
62	Oadby and Wigston Borough Council	26.09	17.21	43.30
63	Cotswold District Council	19.89	23.40	43.29
64	Congleton Borough Council	17.28	26.01	43.29
65	West Lancashire District Council	21.04	22.06	43.10
66	Suffolk Coastal District Council	18.97	24.00	42.96
67	Bath and North East Somerset Council	27.02	15.92	42.94
68	Weymouth and Portland Borough Council	27.76	15.14	42.90
69	Braintree District Council	26.81	15.95	42.76
70	Wyre Borough Council	20.14	22.39	42.54
71	Staffordshire County Council	21.67	20.65	42.31
72	Erewash Borough Council	24.26	18.05	42.31
73	Northamptonshire County Council	22.72	19.55	42.27
74	South Gloucestershire Council	22.82	19.46	42.27
75	South Lakeland District Council	23.79	18.38	42.17
76	Lincoln City Council	22.34	19.71	42.05
77	Fareham Borough Council	28.65	13.40	42.05
78	Buckinghamshire County Council	25.22	16.71	41.93
79	Fylde Borough Council	19.30	22.58	41.87
80	Breckland Council	30.26	11.53	41.79
81	Bexley LB	24.03	17.62	41.64
82	Cambridge City Council	17.80	23.74	41.54
83	Lancashire County Council	26.49	14.76	41.24
84	Redcar and Cleveland Borough Council	24.10	17.12	41.22
85	Cheshire County Council	20.94	20.10	41.04
86	Bournemouth Borough Council	33.36	7.65	41.01
87	Epping Forest Borough Council	27.51	13.49	41.00
88	Woking Borough Council	29.99	10.83	40.82
89	Tonbridge and Malling Borough Council	20.07	20.54	40.61
90	Cannock Chase Council	20.04	20.56	40.60
91	Derby City Council	21.59	18.98	40.57
92	Brentwood Borough Council	27.56	12.97	40.53
93	Horsham District Council	15.97	24.44	40.41
94	Castle Morpeth Borough Council	30.15	10.24	40.39
95	Norfolk County Council	27.18	13.17	40.35

APPENDIX 6

96	Kennet District Council	26.87	13.47	40.34
97	Oxfordshire County Council	25.15	14.99	40.13
98	North Hertfordshire District Council	18.26	21.82	40.08
99	Shepway District Council	27.17	12.81	39.98
100	Tamworth Borough Council	24.55	15.42	39.96
101	Ipswich Borough Council	21.25	18.67	39.91
102	Mid Sussex District Council	32.85	7.05	39.90
103	North East Derbyshire District Council	15.82	24.07	39.89
104	Blaby District Council	27.99	11.89	39.88
105	Hampshire County Council	27.11	12.73	39.84
106	Derbyshire Dales District Council	18.89	20.93	39.83
107	Essex County Council	25.90	13.91	39.80
108	Bracknell Forest Borough Council	26.89	12.81	39.70
109	West Wiltshire District Council	19.84	19.85	39.69
110	Guildford Borough Council	28.82	10.86	39.69
111	Hart District Council	34.06	5.55	39.60
112	Harrow LB	21.35	18.20	39.55
113	Bedfordshire County Council	24.11	15.36	39.46
114	Broxtowe Borough Council	26.10	13.31	39.41
115	Nottinghamshire County Council	26.11	13.16	39.27
116	Charnwood Borough Council	30.32	8.92	39.24
117	Babergh District Council	30.59	8.63	39.23
118	Waverley Borough Council	34.53	4.65	39.18
119	South Bedfordshire District Council	22.49	16.67	39.16
120	North West Leicestershire District Council	17.24	21.91	39.15
121	Eastleigh Borough Council	32.60	6.53	39.13
122	Poole Borough Council	23.34	15.76	39.10
123	North Devon District Council	20.03	18.95	38.98
124	South Oxfordshire District Council	28.57	10.38	38.95
125	West Devon Borough Council	24.92	13.93	38.85
126	Bridgnorth District Council	22.61	16.10	38.71
127	Hertfordshire County Council	21.56	16.99	38.55
128	Cumbria County Council	22.17	16.34	38.51
129	South Norfolk Council	31.77	6.70	38.47
130	North Yorkshire County Council	21.75	16.63	38.38
131	Corby Borough Council	19.02	19.35	38.37
132	Worcestershire County Council	27.81	10.54	38.35
133	East Hampshire District Council	32.30	5.79	38.09
134	Mid Suffolk District Council	37.10	0.72	37.82
135	Northampton Borough Council	21.54	16.16	37.70
136	Chichester District Council	33.50	4.05	37.55
137	Forest of Dean District Council	15.46	22.07	37.53
138	West Sussex County Council	23.92	13.54	37.45
139	Reigate and Banstead Borough Council	26.47	10.96	37.43
140	Crewe and Nantwich Borough Council	24.14	13.11	37.26
141	Derbyshire County Council	20.88	16.37	37.26
142	Shrewsbury and Atcham Borough Council	18.22	18.98	37.20
143	Wokingham Council	22.68	14.42	37.10
144	Mid Bedfordshire District Council	26.94	10.05	36.99
145	West Lindsey District Council	21.59	15.38	36.97
146	Wiltshire County Council	23.30	13.55	36.85
147	East Dorset District Council	23.44	13.37	36.81
148	Isle of Wight Council	14.16	22.63	36.79
149	South Derbyshire District Council	17.25	19.39	36.64
150	Allerdale Borough Council	19.31	17.19	36.51
151	Northumberland County Council	25.96	10.48	36.44

152	Hyndburn Borough Council	26.60	9.77	36.37
153	St Albans City and District Council	19.76	16.56	36.32
154	North Cornwall District Council	28.21	8.11	36.32
155	Chesterfield Borough Council	16.95	19.35	36.30
156	Bristol City Council	21.71	14.57	36.27
157	Carrick District Council	26.79	9.45	36.24
158	Gloucestershire County Council	21.65	14.53	36.18
159	Richmond upon Thames LB	24.60	11.54	36.14
160	Winchester City Council	28.25	7.75	36.00
161	East Staffordshire Borough Council	15.37	20.46	35.83
162	Kent County Council	24.21	11.61	35.82
163	Exeter City Council	30.13	5.68	35.81
164	Gedling Borough Council	30.73	5.03	35.77
165	Milton Keynes Council	23.44	12.25	35.69
166	Oxford City Council	24.38	11.24	35.62
167	East Cambridgeshire District Council	16.45	19.10	35.55
168	Warwickshire County Council	17.50	17.90	35.39
169	Stockport MBC	17.93	17.44	35.37
170	Teesdale District Council	17.91	17.40	35.31
171	Torridge District Council	18.94	16.36	35.30
172	Arun District Council	27.80	7.46	35.26
173	Test Valley Borough Council	28.87	6.22	35.09
174	Surrey County Council	23.25	11.81	35.06
175	Rotherham MBC	20.88	14.16	35.04
176	Telford and Wrekin Council	19.76	15.20	34.95
177	Maldon District Council	21.90	12.99	34.89
178	Chelmsford Borough Council	18.78	16.05	34.83
179	Swindon Borough Council	22.82	11.97	34.79
180	Doncaster MBC	18.41	16.32	34.73
181	South Bucks District Council	27.32	7.39	34.71
182	Watford Borough Council	19.73	14.96	34.70
183	Wellingborough Borough Council	20.00	14.61	34.62
184	Kings Lynn and West Norfolk Borough Council	27.12	7.45	34.57
185	Bromley LB	27.62	6.84	34.46
186	Cornwall County Council	24.05	10.35	34.40
187	Rossendale Borough Council	26.07	8.27	34.34
188	Copeland Borough Council	17.85	16.44	34.28
189	North Somerset Council	19.86	14.30	34.15
190	Alnwick District Council	27.99	6.15	34.14
191	Worcester City Council	34.03	0.05	34.08
192	Reading Borough Council	26.32	7.70	34.03
193	Blackpool Borough Council	21.29	12.60	33.89
194	Blackburn with Darwen Borough Council	26.63	7.19	33.83
195	Hillingdon LB	21.17	12.58	33.76
196	Southend-on-Sea Borough Council	23.79	9.88	33.67
197	Pendle Borough Council	22.24	11.42	33.66
198	Stafford Borough Council	13.72	19.83	33.55
199	Leicester City Council	16.97	16.49	33.46
200	City of London	33.02	0.38	33.39
201	Elmbridge Borough Council	27.12	6.21	33.33
202	North Dorset District Council	25.54	7.73	33.28
203	Purbeck District Council	31.91	1.31	33.22
204	New Forest District Council	30.26	2.94	33.20
205	Richmondshire District Council	21.35	11.79	33.15
206	Burnley Borough Council	22.89	9.99	32.88
207	East Sussex County Council	21.22	11.62	32.85

208	Warrington Borough Council	15.83	16.94	32.77
209	Wealden District Council	15.04	17.72	32.76
210	Vale of White Horse District Council	23.58	9.08	32.67
211	Mansfield District Council	21.32	11.29	32.61
212	Windsor and Maidenhead Borough Council	23.68	8.87	32.55
213	Sutton LB	22.61	9.86	32.48
214	Caradon District Council	25.76	6.50	32.26
215	Selby District Council	15.08	17.15	32.23
216	Havant Borough Council	31.68	0.49	32.18
217	Redditch Borough Council	32.16	0.00	32.16
218	Hartlepool Borough Council	19.49	12.63	32.12
219	Basildon District Council	22.87	9.18	32.06
220	Barnsley MBC	16.56	15.45	32.01
221	Wirral MBC	21.10	10.85	31.95
222	Luton Borough Council	21.58	10.35	31.94
223	Newcastle-upon-Tyne City Council MBC	16.09	15.84	31.94
224	Sevenoaks District Council	25.81	6.08	31.90
225	Medway Borough Council	19.99	11.73	31.73
226	Chester City Council	16.30	15.39	31.69
227	Craven District Council	20.40	11.05	31.45
228	East Riding of Yorkshire Council	21.89	9.43	31.32
229	Cheltenham Borough Council	19.19	12.12	31.31
230	Colchester Borough Council	19.48	11.75	31.22
231	Plymouth City Council	23.43	7.75	31.18
232	Walsall MBC	17.51	13.64	31.15
233	High Peak Borough Council	18.47	12.63	31.11
234	South Holland District Council	30.97	0.13	31.10
235	Welwyn Hatfield Council	14.25	16.84	31.09
236	Warwick District Council	16.65	14.23	30.88
237	Solihull MBC	17.68	13.19	30.87
238	Lancaster City Council	18.69	12.14	30.83
239	Bedford Borough Council	16.08	14.72	30.81
240	Barnet LB	18.26	12.42	30.68
241	East Northamptonshire Council	24.72	5.86	30.57
242	Bolton MBC	19.41	11.17	30.57
243	Greenwich LB	25.74	4.78	30.52
244	Preston City Council	17.46	12.89	30.35
245	Herefordshire Council	22.67	7.59	30.26
246	West Dorset District Council	29.67	0.47	30.14
247	Kerrier District Council	22.52	7.62	30.14
248	Wansbeck District Council	24.08	6.02	30.10
249	Surrey Heath Borough Council	22.87	7.19	30.06
250	East Hertfordshire District Council	17.71	12.16	29.87
251	Broxbourne Borough Council	15.83	14.00	29.83
252	Sefton MBC	17.68	12.08	29.76
253	Waltham Forest LB	19.69	10.05	29.74
254	Epsom and Ewell Borough Council	21.28	8.41	29.69
255	Hertsmere Borough Council	17.50	12.15	29.64
256	Tewkesbury Borough Council	18.26	11.17	29.42
257	Merseyside WDA (MBC)	17.95	11.35	29.30
258	Greater Manchester WDA (MBC)	19.80	9.47	29.28
259	Rother District Council	23.97	5.16	29.13
260	Adur District Council	28.55	0.51	29.07
261	Nottingham City Council	19.65	9.35	29.00
262	Tynedale District Council	23.59	5.41	29.00
263	Ealing LB	21.08	7.86	28.94

APPENDIX 6

264	Penwith District Council	21.26	7.63	28.89
265	Scarborough Borough Council	16.88	11.92	28.80
266	Rutland County Council	17.05	11.75	28.80
267	Boston Borough Council	27.57	0.96	28.53
268	Ashfield District Council	27.59	0.89	28.48
269	Wyre Forest District Council	28.45	0.00	28.45
270	West Oxfordshire District Council	24.54	3.87	28.41
271	Brighton and Hove Council	24.87	3.52	28.39
272	North Warwickshire Borough Council	11.19	17.09	28.28
273	South Tyneside MBC	16.63	11.57	28.20
274	Enfield LB	18.08	10.11	28.19
275	Torbay Council	21.10	6.99	28.08
276	Trafford MBC	16.46	11.54	28.00
277	Royal Borough of Kensington and Chelsea	27.03	0.90	27.93
278	Stevenage Borough Council	16.44	11.46	27.90
279	Blyth Valley Borough Council	25.35	2.34	27.69
280	Thurrock Council	20.14	7.47	27.61
281	Crawley Borough Council	26.95	0.42	27.37
282	Swale Borough Council	26.07	1.22	27.29
283	Sheffield City Council	19.87	7.40	27.27
284	Southampton City Council	19.28	7.86	27.13
285	Camden LB	23.89	3.23	27.12
286	Salisbury District Council	21.89	5.22	27.11
287	Dudley MBC	14.14	12.96	27.10
288	West London Waste Authority	17.68	9.42	27.09
289	Tameside MBC	20.16	6.93	27.09
290	Gravesham Borough Council	27.09	0.00	27.09
291	Merton LB	23.33	3.75	27.08
292	Castle Point Borough Council	17.81	9.25	27.06
293	Derwentside District Council	25.49	1.44	26.92
294	Christchurch Borough Council	22.57	4.35	26.92
295	Hammersmith and Fulham LB	25.39	1.50	26.89
296	Nuneaton and Bedworth Borough Council	11.74	15.15	26.89
297	Sunderland City Council	17.34	9.52	26.85
298	Amber Valley Borough Council	26.79	0.00	26.79
299	Newcastle-under-Lyme Borough Council	18.00	8.79	26.79
300	Tendring District Council	26.73	0.00	26.73
301	Great Yarmouth Borough Council	26.73	0.00	26.73
302	Wolverhampton MBC	11.60	15.02	26.62
303	North East Lincolnshire Council	13.00	13.55	26.54
304	Thanet District Council	20.19	6.30	26.49
305	Tandridge District Council	26.48	0.00	26.48
306	North Tyneside Council	15.27	11.18	26.46
307	Birmingham City Council	14.84	11.59	26.43
308	Bury MBC	15.87	10.49	26.36
309	Wigan MBC	16.10	10.24	26.34
310	Islington LB	20.92	5.41	26.33
311	Stockton-on-Tees Borough Council	16.43	9.79	26.22
312	Ribble Valley Borough Council	15.94	10.25	26.19
313	Newark and Sherwood District Council	26.19	0.00	26.19
314	Western Riverside Waste Authority	24.30	1.84	26.14
315	Worthing Borough Council	22.40	3.71	26.11
316	Wakefield City MDC	14.77	11.30	26.07
317	Malvern Hills District Council	26.01	0.00	26.01
318	Rugby Borough Council	13.60	12.40	26.00
319	Kirklees MBC	18.75	7.22	25.97

APPENDIX 6

320	Leeds City Council MBC	17.82	8.11	25.93
321	Stroud District Council	25.57	0.31	25.88
322	West Somerset District Council	22.60	3.28	25.87
323	Gosport Borough Council	24.44	1.42	25.86
324	Coventry City Council	14.26	11.57	25.83
325	Bolsover District Council	11.00	14.81	25.81
326	St Helens MBC	11.77	14.02	25.79
327	Rushmoor Borough Council	22.76	3.02	25.79
328	Haringey LB	19.11	6.57	25.68
329	Royal Borough of Kingston upon Thames	18.96	6.66	25.62
330	Halton Borough Council	15.09	10.38	25.47
331	Eastbourne Borough Council	19.98	5.34	25.32
332	Sandwell MBC	15.01	10.28	25.29
333	Harrogate Borough Council	17.48	7.80	25.28
334	Gloucester City Council	16.79	8.38	25.17
335		22.54	2.58	25.12
336	Gateshead MBC	15.01	10.05	25.06
337	Darlington Borough Council	17.96	7.05	25.01
338	Calderdale MBC	17.85	7.07	24.92
339	Rochdale MBC	16.58	8.24	24.81
340	Kingston-upon-Hull City Council	17.32	7.49	24.81
341	Berwick-upon-Tweed Borough Council	23.65	1.09	24.74
342	Lewes District Council	23.81	0.89	24.70
343	Spelthorne Borough Council	23.43	1.27	24.70
344		24.37	0.29	24.66
345	Stoke-on-Trent City Council	15.96	8.67	24.63
346	Maidstone Borough Council	15.14	9.41	24.54
347	Bassetlaw District Council	22.41	2.08	24.49
348	Portsmouth City Council	20.48	4.00	24.48
349	North London Waste Authority	16.88	7.49	24.37
350	Sedgemoor District Council	16.35	7.83	24.18
351	Slough Borough Council	15.04	9.06	24.10
352	Durham County Council	18.09	5.89	23.98
353	Havering LB	16.16	7.82	23.98
354	Wychavon District Council	23.90	0.08	23.97
355	Restormel Borough Council	23.89	0.00	23.89
356	Salford City Council MBC	16.74	7.12	23.85
357	North Wiltshire District Council	17.81	6.00	23.81
358	Bradford City MDC (MBC)	12.17	11.61	23.77
359	Hastings Borough Council	22.88	0.86	23.74
360	Norwich City Council	22.49	1.11	23.60
361	Runnymede Borough Council	19.72	3.57	23.29
362	Durham City Council	20.18	2.81	22.99
363	Basingstoke and Deane Borough Council	22.03	0.95	22.98
364	West Berkshire District Council	16.75	6.05	22.80
365	Westminster City Council	21.88	0.84	22.72
366	Croydon LB	16.42	6.29	22.71
367	Aylesbury Vale District Council	21.38	1.15	22.53
368	Harlow District Council	21.27	1.18	22.45
369	Redbridge LB	17.39	5.00	22.38
370	Hackney LB	15.85	6.53	22.38
371	Dover District Council	15.08	7.19	22.28
372	Dartford Borough Council	22.08	0.00	22.08
373	Liverpool City Council	13.54	8.46	22.00
374	Lewisham LB	21.40	0.58	21.99
375	East Devon District Council	21.45	0.42	21.87

APPENDIX 6

376	Hounslow LB	17.49	4.26	21.75
377	Wear Valley District Council	18.58	3.16	21.74
378	Ashford Borough Council	15.66	6.02	21.68
379	Manchester City Council MBC	16.72	4.84	21.56
380	Brent LB	12.08	8.90	20.98
381	Barking and Dagenham LB	14.83	5.58	20.41
382	Easington District Council	15.95	4.24	20.19
383	Oldham MBC	12.96	7.08	20.04
384	Southwark LB	16.01	4.02	20.02
385	Barrow-in-Furness Borough Council	10.81	9.20	20.01
386	East London Waste Authority	14.97	4.99	19.96
387	Middlesbrough Borough Council	14.98	4.24	19.22
388	Rochford District Council	16.70	2.30	19.00
389	Chester-Le-Street District Council	18.70	0.00	18.70
390	Knowsley MBC	9.09	9.31	18.40
391	Sedgefield Borough Council	16.96	1.34	18.30
392	Newham LB	12.34	2.06	14.40
393	Council of the Isles of Scilly	9.69	4.43	14.12
394	Tower Hamlets LB	12.89	0.15	13.04

This page is intentionally left blank

OVERVIEW AND SCRUTINY COMMISSION 1 APRIL 2009

SERVICES FOR PEOPLE WITH LEARNING DISABILITIES (Working Group Lead Member)

1 INTRODUCTION

- 1.1 This report introduces the attached outcome of the review of services for people with learning disabilities undertaken by a working group of the Social Care and Learning Overview and Scrutiny Panel.

2 SUGGESTED ACTION

- 2.1 **That the attached letter with appended summary relating to the review of services for people with learning disabilities undertaken by a working group of the Social Care and Learning Overview and Scrutiny Panel be adopted by the Overview and Scrutiny Commission and sent formally to the relevant Executive Members.**

3 SUPPORTING INFORMATION

- 3.1 The past year has seen rapid changes in government policy in relation to modernising social care and the adoption of the Bracknell Forest 14-19 Years Education Plan (2008-2013). These factors have had the effect of overtaking much of the work undertaken by the Working Group which has therefore decided not to produce a report of its review (previously referred to as modernising social care) in the usual manner. However, during the review the Working Group identified some issues which remain relevant and has included these in a draft letter to the appropriate Executive Members which includes an appendix summarising its work. The letter and appendix will be considered by the Social Care and Learning Overview and Scrutiny Panel at its meeting on 25 March 2009 and are attached for the Commission's adoption. Any comments made by the Panel will be reported to this meeting.

Background Papers

None

Contact for further information

Richard Beaumont – 01344 352283
e-mail: richard.beaumont@bracknell-forest.gov.uk

Andrea Carr – 01344 352122
e-mail: andrea.carr@bracknell-forest.gov.uk

Doc. Ref

-

This page is intentionally left blank

DRAFT 16.3.09

Councillor Birch
Executive Member for Adult Services, Health and Housing
Councillor Kendall
Executive Member for Education and Libraries
Bracknell Forest Council
Easthampstead House
Town Square
Bracknell
Berkshire
RG12 1AQ

Date: 02/04/2009

Dear Councillors Birch and Kendall,

SERVICES FOR PEOPLE WITH LEARNING DISABILITIES

As you may be aware, an Overview and Scrutiny Working Group has been reviewing the Council's progress on the Government's social care modernisation agenda, with particular reference to services for people with Learning Disabilities (LD). This has included exploration of the role of Further Education establishments in providing training opportunities for adults with LD.

Our usual practice is to issue reports of Overview and Scrutiny reviews, for formal response by the Council's Executive. However, we do not think that this would be appropriate on this occasion as the Government's new Transforming Adult Social Care agenda, and to some extent the 14-19 Years Education Plan, have now significantly overtaken the subject matter of our review. Consequently, we do not think it would be of utility to report at length on what this Working Group did, which is briefly summarised in the appendix to this letter. However, we believe that some issues arose during the course of our review which are pertinent to the current and future provision of services for people with LD and recommend that the following actions be pursued:

1. The Working Group visited Day Services at Eastern Road and we regard the building to be wholly unsuitable for the modern and effective provision of services to residents. Also, use of the building is diminishing and it is the subject of a long and costly lease which further challenges its viability. Accordingly, we urge the Executive to explore a suitable alternative site as soon as possible.

SOCIAL CARE AND LEARNING OVERVIEW AND SCRUTINY PANEL

Chairman – Councillor Mrs Birch

Bracknell Forest Council, Easthampstead House, Town Square, Bracknell, Berkshire RG12 1AQ
T: 01344 352000 Minicom: 01344 352045 www.bracknell-forest.gov.uk

2. From our discussions with the Principal and Chief Executive of Bracknell and Wokingham College and the Head Teacher of Kennel Lane Special School, we were encouraged to hear that the College is becoming more familiar with the needs of students with LD. We would like to see this developed further, as we consider that the College are not yet delivering the LD services which could be reasonably expected of them. Specifically, we were disappointed that the new building for the College is not planned to have any dedicated provision for LD and there are no full-time LD training courses provided. The Working Group recommend that the Council fully uses its new powers, consequent on the transfer of funding from the Learning and Skills Council to the Local Education Authority, to further influence the College to be more responsive to the local needs of Bracknell Forest residents with LD. We appreciate that this will need to be achieved in collaboration with other Councils in Berkshire.
3. A related issue to the shortage of local LD provision concerns transport. The sourcing of most full-time LD courses from Henley, Reading and other locations outside Bracknell Forest has a doubly negative impact: the cost to the social care budget of taxi journeys is substantial; and travelling long distances by taxi instead of short distances by public transport directly undermines the modernisation agenda, and most importantly inhibits the development of the independence of our vulnerable residents.
4. The Social Care and Learning Overview and Scrutiny Panel would want to be provided with regular updates on the matters raised in this letter, and the Council's overall progress on Transforming Adult Social Care, perhaps through the departmental Performance Monitoring Reports.

We would welcome your comments on these observations by 1 June 2009.

The Working Group has also passed to officers some comments about Care Plans, for their consideration. The Social Care and Learning Overview and Scrutiny Panel will continue to take a close interest in the Council's progress, with its partners, on the Transforming Adult Social Care agenda and the 14-19 Years Education Plan.

Yours Sincerely

Councillor Ian Leake
Lead Member of the Overview and Scrutiny Working Group

Copy: Councillor Mrs Shillcock
Councillor Virgo
Chief Executive
Director of Social Care and Learning

**SERVICES FOR PEOPLE WITH LEARNING DISABILITIES (LD)
Summary of Overview and Scrutiny Review Work**

Briefing Session with the Chief Officer: Adult Social Care

1. The Working Group commenced its work with a briefing session given by the Chief Officer: Adult Social Care in respect of the Social Care Modernisation Agenda, a national government initiative lead by the Department of Health (DoH). The main thrust of the agenda was to move away from service providers determining exactly what services were provided to users, towards the service users taking control themselves. This was aimed at improving lifestyles and outcomes for service users and was funded through 'Direct Payments' (DP) to people who had been assessed as needing assistance from Adult Social Care and who wanted to arrange and pay for their own care and support services instead of receiving them directly from service providers. The briefing informed the scoping of the review, the main purpose of which was to build an understanding of the Social Care Modernisation Agenda and to assess the Council's progress in implementing it with reference to the 'Valuing People' (VP) guidance from the DoH, with particular reference to services for adults with LD. A key objective of the review was to establish the role of Further Education establishments in providing training opportunities for adults with LD.

Meetings with the Head of Adults and Commissioning

2. Members subsequently met the Head of Adults and Commissioning who gave a presentation in respect of the 'In Control' programme, a national initiative which was a leading factor in the area of social care modernisation. The Council was a second wave pilot of 'In Control' and was developing a local approach to self-directed support based on the model. The LD Team facilitated the modernisation agenda which sought to transform the historically isolated lives of people with LD to more fulfilling lifestyles including employment, leisure and relationship opportunities.
3. The Working Group met the Head of Adults and Commissioning on a second occasion to discuss college provision for people with LD from the Adult Social Care perspective and clarify the number of students with LD undertaking courses at BWC. As the College did not provide full time courses suitable for people with LD, including Kennel Lane Special School leavers, those who wished to pursue full time education were obliged to travel to colleges outside the Borough. Such students required transport by taxi at significant cost to the Council whilst being denied the opportunity to develop the independence and life skills that travelling to a local college on public transport would offer.

Meeting concerning the DoH's National Agenda for 'Valuing People' (VP)

4. Dr Jean Collins, Regional Adviser South East, VP Support Team, DoH, met the Working Group to outline the history of the VP programme that stemmed from the VP White Paper published in 2001. The Paper was the first major government policy statement in respect of LD for thirty years and it identified legal and civil rights, independence, choice and inclusion as main priorities to improve the lives of people with LD. The Government had subsequently decided to 'refresh' VP policy and had issued the consultation document VP Now as a draft of how it intended to achieve the next stages from 2008 to 2011. Although VP Now was a wide ranging document, it focused on the four priority areas of the personalisation agenda to give people more choice and control over their lives and services, day and evening activities including employment prospects, being healthy and having access to good health services, housing choices and sought, as a fifth priority, to ensure that the policies were

delivered. In order to ascertain whether VP policy was making an impact and improving the lives of people with LD, it was necessary to measure how many people with LD were being accommodated in residential homes or being supported in their own homes and whether day centres remained necessary. The rate of take up of DP, which had increased significantly in Bracknell Forest, was also an indicator of the success of the modernisation agenda.

5. Previous assumptions had been made that people with LD and their families needed certain services provided in particular ways and VP Now recognised that this was not the case. Instead, it emphasised the need to establish what support was needed by such people leading to the delivery of person-centred self-directed services. Gradual changes towards achieving this goal of personalisation were occurring and DP were an example of person-centred care plans. A view had begun to form in the 1970's that the community was the best place for those people with less severe LD who could be supported there allowing family ties and support networks to continue. Provision for people with severe LD was more costly as they required more support, often in the form of residential care. Many, who usually fell into the autistic spectrum, found social interaction difficult and pressures arose where there were a number in one facility which required greater staff support, often on a one-to-one basis if funding was available. Independent one-to-one environments proved more successful for them. Staff worked with such individuals to identify the triggers of tensions and problems with a view to overcoming them and informing services purchased via DP.
6. Dr Collins advised the Working Group of housing and supported environment issues, particularly in the light of the closure of NHS campuses. Responsibility for such people previously accommodated in the campuses would pass from the NHS to councils. The transfer of funding to support people with LD from the PCT to the local authority would be a matter of local negotiation, ending in arbitration if necessary. The transfer would take place during 2009/10 with negotiations occurring in 2008/09. The Working Group's attention was drawn to health issues associated with VP policy which would be taken account of in the PCT's funding formula for expenditure in the Borough and possibly have a financial impact. Although there was a possibility of receiving some LD Development Fund grant from the Government, there was no formula relating to housing which would be dependant on the co-operation of housing associations and the outcome of funding bids to the Homes and Communities Agency.

The Role of Bracknell and Wokingham College (BWC)

7. The Working Group met Mr Howard O'Keeffe, Principal and Chief Executive of BWC, and Vicki Browne, the Supported Learning Section Head at the College. Ms Browne explained how the supported learning courses provided by the College were designed to assist students with LD. There were 65 part-time LD courses on offer at BWC on which 412 students were enrolled. Courses were split into the four curriculum areas of employability skills, skills for life, literacy and numeracy skills and 'soft' skills for students with profound LD. There was a programme progression route which commenced with pre-entry and then entry levels. The course pre-entry process was based on a scale of 8 levels known as milestones. There were core curriculums for literacy and numeracy skills and to assist those with poor sensory development to enhance their self awareness and recognition of others. Courses were required to be wide ranging to meet the variety of need. One part time course could offer between two and ten hours of education per week whilst twenty hours per week was the maximum coverage for those undertaking multiple courses.
8. Kennel Lane Special School was seen as being the Bracknell Forest provision for special needs from 16 to 18/19 years and BWC provided part time courses for those of 19 years plus with LD. Although the College wished to offer full time LD courses and had a level of independence and choice being managed by a governing body, it

was government funded via the Learning and Skills Council (LSC) which made final funding decisions including whether to fund specialist provision. The LSC had not funded full time specialist accommodation at the College to date and took the view that there was no need for funding of such courses at BWC as there were other providers in the area and it wished to avoid duplication. Although Disability Compliance Regulations applied to the new College building under construction at Church Road, Bracknell, accommodation to provide for students with LD was not designed into it.

Discussion with Education Officers of the Social Care and Learning Department

9. The Working Group met the Council's former Director of Social Care and Learning together with the Senior Secondary Advisor and the Senior Lifelong Learning Officer to learn about the role and funding arrangements of the LSC and the outcome of the meeting with representatives of BWC and the headteacher of Kennel Lane Special School to discuss LD provision.
10. The LSC funded the majority of adult learning students except where they met their own fees. This funding was split between LEAs and colleges and employers also received some funding from the LSC towards staff training and development. 16-19 years education was also funded by the LSC through the Council according to a formula in the case of schools and directly to adult education providers in the case of colleges. Funding was subject to negotiation and there was no prescribed pattern of provision as different colleges offered varying courses and the LSC needed to demonstrate that a full range of courses could be accessed across an area. Changes effective from April 2010 would result in the transfer of funding in respect of 16-19 years and LD up to 25 years from the LSC to schools and colleges via LEAs. The Council would have greater influence over education provision in these areas after 2010. A needs analysis was planned to establish the adult learning needs of those with LD to inform provision after the expiry of the current strategy and strengthen negotiations with BWC beyond 2010. If the Council was able to show that a viable LD cohort would exist post 2010 it would add weight to the case for developing an appropriate specialist resource to address the perceived gap in local provision for people of 19 years plus with LD.
11. The meeting held between the Senior Secondary Advisor, the Head Teacher of Kennel Lane Special School and representatives of BWC and the 14-19 Years Partnership, which planned provision in partnership with the local authority, to discuss future LD provision was seen as a significant step forward and had been successful. At the meeting it had been agreed that from September 2008 Kennel Lane pupils of 14 years plus could spend some time at the College to assist with pupils' transition from the School to the College at 19 years. The Working Group was pleased that BWC was becoming more familiar with the needs of local students with LD and wished to see this developed further.

Bracknell Forest LD Partnership Board

12. The Working Group attended a meeting of the Bracknell Forest LD Partnership Board on 8 February 2008. Membership of the Board included service users and relevant professionals and it was co-chaired by a client and an officer. Agenda items included the LD Development Fund, VP Now consultation, Larchwood video, the Family Carers Network contribution to funding and the LAA and Community Strategy Consultation.

Visits

13. During the review the Working Group visited Bracknell Leisure Centre, Eastern Road Day Services and Bracknell and Wokingham College (BWC) to meet service users,

learn about LD provision, build their knowledge of the Social Care Modernisation Agenda and assess the Council's progress in implementing it. At Bracknell Leisure Centre Adult Social Care and Leisure Centre staff were successfully working in partnership to support people with LD who were enjoying a game of 'Boccia' at the time of the visit. Although the Eastern Road Day Services building was thought to be unsuitable for the modern and effective provision of services to residents, the Working Group found that the staff working there made the best of the facilities and did all they could for their clients. The Working Group visited BWC's Wick Hill site and were escorted on a tour of the facilities for students with LD. Members visited a social enterprise 'Crafts at Work' course, a citizenship class where students were learning about the election process and an ICT Skills for Life course involving the creation of students' own websites. The students were enthusiastic and appeared to be enjoying and learning from their classes. The Working Group concluded its visit by sharing the 'Tasty Bites' lunch with staff and students with LD. The lunch was held weekly and prepared by students studying a social enterprise cookery course. Members spoke to numerous students during the lunch and discussed topics including college courses, transport to and from college and their housing arrangements.

OVERVIEW AND SCRUTINY COMMISSION 1 APRIL 2009

OVERVIEW AND SCRUTINY OF BRACKNELL FOREST PARTNERSHIP (Head of Overview and Scrutiny)

1 INTRODUCTION

- 1.1 This report invites the Overview and Scrutiny (O&S) Commission to endorse the proposed approach to Overview and Scrutiny of Bracknell Forest Partnership (BFP). The O&S Panels for Environment, Culture and Communities, Health and Social Care and Learning are also being asked to endorse this proposed approach as it is essential for the Council's overall approach to be uniform.

2 SUGGESTED ACTION

- 2.1 **That the Panel endorses the proposed approach to Overview and Scrutiny of Bracknell Forest Partnership set out in Annex 1.**

3 SUPPORTING INFORMATION

- 3.1 The proposals in Annex 1 serve to implement the recommendations in the O&S report on the Local Area Agreement in 2008, which Members will recall were accepted by the Executive and BFP's Board. Extending O&S into the partnership field will make demands on Member and officer time, and it is proposed to address this by: spreading the work between the Commission and the three Panels over the whole of 2009/10; not committing to any specific O&S reviews at this stage; and trying to collect information as far as possible by a questionnaire. To assist the Theme Partnerships' lead officers to complete the questionnaire, officers will be writing to them and the Theme Partnership Chairmen, explaining what the purpose of the information gathering is, offering a briefing meeting to them all, and asking the clerks to complete the basic information.
- 3.2 Whilst the information gathering stage in 2009/10 can be covered by existing resources, the longer term resource implications of partnership scrutiny are unclear at this point. Bracknell Forest Council, like every other upper-tier local authority, is entering a significant new area of O&S at the government's behest, also in our case BFP's behest (via the governance protocol), the government's statutory guidance on partner scrutiny is awaited, and it remains to be seen what reviews O&S Members may want to carry out.

Background Papers

Overview and Scrutiny legislation.
Centre for Public Scrutiny and Birmingham University material.
Report of the O&S Working Group on the review of the Local Area Agreement, 2008.

Contact for further information

Richard Beaumont – 01344 352283
e-mail: richard.beaumont@bracknell-forest.gov.uk

THE APPROACH TO OVERVIEW AND SCRUTINY OF THE BRACKNELL FOREST PARTNERSHIP IN 2009/10

This paper sets out the proposed approach by the Overview and Scrutiny (O&S) Commission and Panels of Bracknell Forest Council to the O&S of Bracknell Forest Partnership (BFP), the Local Strategic Partnership (LSP) for the Borough of Bracknell Forest. We will be inviting views on this approach from the Council and its partners in BFP.

Our approach is driven by three important factors:

New Legislation and Government Guidance

The commencement date for the O&S provisions in the Local Government and Public Involvement in Health Act 2007 will be April 2009. To prepare for this, Communities and Local Government (CLG) has commissioned the Centre for Public Scrutiny to draft best practice guidance for those issues which relate to the local authority scrutiny function, principally in Section 121 of the Act. Subject to CLG's agreement, the first three pieces of this guidance will be on the Councillor Call for Action, arrangements for the scrutiny of partners, and arrangements around joint committees and district councils.

The Local Government and Public Involvement in Health Act 2007 is complex legislation which, among many other matters, sets out to strengthen scrutiny. Much of this will depend on regulations and guidance, which have been delayed. The Act requires that, 'Relevant partner authorities' (a number of public bodies are listed in the Act) must provide information to O&S Committees. The Act empowers O&S to publish reports, and if so, the Executive, within 2 months, must consider the report and any recommendations, and respond indicating actions to be taken. Once a report has been written, O&S may require relevant [external] partners to have regard to the report in exercising their functions. This applies where the report relates to a local improvement target which relates to the relevant partner, and is specified in the Local Area Agreement (LAA). The Act excludes issues relating to crime and disorder (see below), neither does it apply to Primary Care Trusts (PCT) – where local authorities have separate powers of statutory scrutiny.

The Police and Justice Act 2006 contains a requirement on local authorities to scrutinise Community Safety Partnerships. This part of the Act has yet to receive a Commencement Order, and further government guidance on the local accountability arrangements for the Police is awaited.

Emerging National Best Practice

The O&S of LSPs is a new issue, and in advance of the government guidance there is very little information available on what constitutes best practice nationally. The University of Birmingham's¹ recent advice on the O&S of LSP's is:

- It is probably the cutting edge of local government scrutiny currently

¹ The University of Birmingham's INLOGOV unit is one of the leading authorities on local government O&S

- It is an extremely hard challenge for scrutiny
- Partnership scrutiny is not easy to do, since LAAs are the results of delicate negotiations by partnership bodies
- Most of those involved are not very familiar with scrutiny – but some are (e.g. health)
- At the point where a partnership has just sat round and agreed targets, scrutiny may not be the first thing on their minds
- To make it work will need good preparation and diplomacy and goodwill on all sides – to get in early and demonstrate that they are additional
- Take great care
- Go for process rather than detail at first
- Win confidences if you can
- At an appropriate time, conduct full investigations around particular targets
- This to include getting inspectorates to appear as witnesses
- It could be fraught but ultimately it can be very rewarding indeed
- LAAs raise similar issues to scrutiny of performance
- Initially, probably concentration of scrutiny on the process rather than the targets themselves.

Birmingham University have identified two county councils, Cambridgeshire and Suffolk, which have made innovative progress in scrutinising their LAAs. The information on those has been taken into account in this paper. It is notable that the O&S groups formed in both cases had very few representatives of the wider partnership, membership being confined mainly to county and district councillors, and in one case independent community representatives. The two groups have reviewed issues including the selection of the LAA improvement targets, governance arrangements and performance management. They reported that the lessons learnt included: timing is everything, preparation is key, resourcing was a problem (both member and officer time), building a shared understanding of scrutiny and of the LAA; relationship building, being alert to the politics, and awareness that their model is not perfect.

The Foundation set in the 2008 O&S Review of the Local Area Agreement

The recommendations of the Report by a Working Group of the Overview and Scrutiny Commission on the Local Area Agreement in September 2008, all of which were agreed, are reproduced in Appendix 1. The main conclusion of that report was that the Council's O&S function, in concert with those exercising similar roles in partner organisations, needs to support the BFP's journey of improvement through constructively scrutinising the partnership's policies, plans and achievements. The aim for this O&S work is to serve and empower the Bracknell Forest community by stimulating public engagement, influencing plans and outcomes, and holding decision-makers to account. The report's recommendations which are particularly relevant to the approach to O&S of Bracknell Forest Partnership being proposed in this paper are:

- In collaboration with those charged with ensuring accountability in the BFP partner organisations, to coordinate a programme of O&S of major issues of interest to the partnership as a whole.
- The O&SC should map all the principal scrutiny and accountability arrangements in the BFP. This should include sending a short questionnaire

requesting information from all BFPB Members and the Board Members of the BFP Theme Partnerships.

- That a closer working relationship is encouraged between the BFPB and the O&SC in order to develop a positive and constructive atmosphere and understanding for effective scrutiny to strengthen the LAA.
- The O&SC should establish arrangements to ensure that a coordinated programme of O&S coverage is designed and delivered in concert with partners.
- O&S Panels should consider the Theme Partnerships that exist within their areas of coverage and invite leading officers to Panel meetings to describe the work they do and the way in which the scrutiny process may aid this.
- That the O&SC receives a progress report [from the Working Group] on the action taken on these recommendations in six months time.

Proposed Approach

Taking into account the new legislation and the emerging national best practice set out above, and in furtherance of the agreed recommendations in the 2008 O&S Review of the Local Area Agreement, the O&S Commission (O&SC) and Panels propose the following approach to the O&S of the Bracknell Forest Partnership in 2008/09. This is subject to consultation with partner representatives, and it will need to be refined on the commencement of legislation and the issuance of government guidance, as well as in the light of practical learning and experience of this new approach.

- (i) Within the Council, the O&SC will lead in coordinating the O&S of the Bracknell Forest Partnership, and together with the O&S Panels and partner representatives (see below) will carry out that work.
- (ii) It is clear that effective collaboration with partners will be vital to the success of O&S of the Partnership. Whilst the Council has the statutory lead, we believe that involving partners' representatives is essential if we are to secure the goodwill and cooperation of partners, and to realise the benefit of wider sharing and application of knowledge and different perspectives. The O&SC will therefore approach the Boards or other governing authorities of the partner organisations (excluding Government Office for the South East and the South East England Development Agency) making up the BFP Board (the PCT, Royal Berkshire Fire and Rescue Authority, the Thames Valley Police Authority, Bracknell Forest Voluntary Action, and the Bracknell Regeneration Partnership) to form a non-statutory Partnership Overview and Scrutiny Group for the Partnership. Each organisation will be asked to nominate to the Group a representative from amongst their Non-Executive Directors, or equivalent positions of those charged with holding the executive of their organisations to account.
- (iii) In view of the Council's statutory duties relating to the O&S of LSP's, also the Council's O&S duty set out BFP's Governance Protocol², the

² The BFP Governance protocol states, 'The Council shall facilitate the scrutiny of the work of the Partnership through its Overview and Scrutiny process. The process shall include scrutiny of the membership of the Partnership and how organisations and individuals are selected for representation'.

Partnership Overview and Scrutiny Group will be led by the Chairman of the Council's O&S Commission, and its membership will also include a representative of each of the three O&S Panels. The broad purpose of this group will be to agree and coordinate a constructive programme of O&S of BFP's arrangements and performance, to participate in individual O&S reviews as appropriate, to review BFP's annual report on the progress of the LAA, and to report at least annually. The exact terms of reference for the group will be determined by the Group.

- (iv) With the involvement of the BFP O&S Group, the O&S Commission and Panels will commence a structured programme of information gathering and initial analysis of the BFP's affairs. This work will be apportioned as follows:

O&S Commission – BFP's Board and the Town Centre Partnership, the Crime and Disorder Reduction Partnership, and the Economic and Skills Development Partnership.

Environment, Culture and Communities O&S Panel - the Strategic Housing Partnership, the Cultural Partnership, the Transport Partnership, and the Climate Change Partnership.

Social Care and Learning O&S Panel - the Children's Trust, and the Early Years, Child Care and Play Partnership.

Health O&S Panel - the Health and Social Care Partnership.

- (v) The information gathering will comprise initially asking the Chairmen and Lead officers for the ten Theme Partnerships to complete a questionnaire, and then for the responses to the questionnaire to inform individual meetings by the Commission/Panel concerned with the Chairmen and Lead officers for each of the Theme Partnerships, individually. These will form part of the public meetings of the Commission and Panels throughout 2009/10, and members of the BFP O&S Group will be encouraged to attend and observe those meetings.
- (vi) The structured series of meetings with the Chairmen and lead officers of the Theme Partnerships will contribute to relationship building, which is important, and we will look to see how this can be developed further.
- (vii) The purpose of the questionnaire to be sent in advance of the meetings is to gather all the basic information on the work and organisation of each Theme partnership, to make best use of members' time at the ensuing meetings. The draft questionnaire we propose sending is at Appendix 2.
- (viii) The Commission will receive and consider the quarterly performance progress reports on the Local Area Agreement and these will be circulated to the O&S Panels for information.
- (ix) The Commission, in consultation with the BFP O&S Group, the Panels, and BFP's Board, will issue a progress report on the work set out above, by April 2010. This will probably include a series of observations and recommendations. At that stage, we will refine our approach to the continuing O&S of the BFP, with reference to the outcome of the legislative process and any new government guidance, and recommend to the O&S

Commission and the BFP O&S Group any particular O&S reviews for inclusion on the O&S Work Programme.

Recommendations of the Report by a Working Group of the Overview and Scrutiny Commission on the Local Area Agreement, September 2008³

The following recommendations were agreed by the Council's Executive, Bracknell Forest Partnership's Board, the O&S Commission and Panels.

To the Bracknell Forest Partnership Board

- a) As a start to effective scrutiny the BFPB is asked to provide quarterly progress reports on the LAA to the O&SC and should discuss with Council officers how this might be best achieved.
- b) Effective O&S can be achieved by establishing the arrangements described in this report. The BFPB should consider what issues may gain advantage to the decision-making process by being referred to the appropriate O&S Panel or the Commission for enquiry. This is a service with which the Council as a leading partner already has good experience and skill to carry out.
- c) The BFPB and the Council's Executive are invited to acknowledge that the Council's O&S function has two principal purposes: to carry out O&S in relation to the Council's own contribution to the SCS and LAA, in dialogue with Councillors and Council officers; and in collaboration with those charged with ensuring accountability in the BFP partner organisations, to coordinate a programme of O&S of major issues of interest to the partnership as a whole.
- d) With the support of the BFPB, the O&SC should map all the principal scrutiny and accountability arrangements in the BFP. This should include sending a short questionnaire requesting information from all BFPB Members and the Board Members of the BFP d Partnerships.
- e) That a closer working relationship is encouraged between the BFPB and the O&SC in order to develop a positive and constructive atmosphere and understanding for effective scrutiny to strengthen the LAA.

To Bracknell Forest Council's Executive Member for Council Strategy and Community Cohesion

- f) The BFPB and the Council's Executive are invited to acknowledge that the Council's O&S function has two principal purposes: to carry out O&S in relation to the Council's own contribution to the SCS and LAA, in dialogue with Councillors and Council officers; and in collaboration with those charged with ensuring accountability in the BFP partner organisations, to coordinate a programme of O&S of major issues of interest to the partnership as a whole.

To the Overview and Scrutiny Commission

³ The Report by the Working Group can be viewed on the O&S section of the Council's website <http://www.bracknell-forest.gov.uk/>

- g) The Department for Communities and Local Government (DCLG) is currently consulting on developing O&S in the partnership context⁴. The consultation closes on 30 October 2008, and the O&SC should respond to it.
- h) The O&SC should continue to be alert to emerging national good practice of scrutiny of LAAs, and contribute to it.
- i) In regard to f) above, the O&SC should establish arrangements to ensure that a coordinated programme of O&S coverage is designed and delivered in concert with partners.
- j) With the support of the BFPB, the O&SC should map all the principal scrutiny and accountability arrangements in the BFP. This should include sending a short questionnaire requesting information from all BFPB Members and the Board Members of the BFP d Partnerships.
- k) When the Council's O&S work programme is being developed the Chairman of the O&SC should write to the BFP Board to seek their comments.
- l) That a closer working relationship is encouraged between the BFPB and the O&SC in order to develop a positive and constructive atmosphere and understanding for effective scrutiny to strengthen the LAA.

To the Overview and Scrutiny Panels

- m) O&S Panels should consider the Theme partnerships that exist within their areas of coverage and invite leading officers to Panel meetings to describe the work they do and the way in which the scrutiny process may aid this.
- n) That when draft reports are prepared by O&S Panels those matters that might be related to partnership issues should be sent first to the BFPB for comment before passing them to Executive Members for comment.
- o) That the scrutiny of any Theme partnership is undertaken with sensitivity. Scoping must be agreed by all parties involved before work begins, to avoid misunderstanding, unnecessary concern or dispute. Any success arising from scrutiny reviews should be jointly acknowledged with contributing partners; to enhance the spirit of co-operation we aim to achieve through partnership working.

To the working Group of the Overview and Scrutiny Commission

- p) That the O&SC receives a progress report on the action taken on these recommendations in six months time.

⁴ <http://www.communities.gov.uk/communities/communityempowerment/communitiesincontrol/>

Draft Questionnaire for completion by the Chairman and Lead Officer of BFP's Board and each of the 10 BFP Theme Partnerships

Notes – an accompanying letter will explain the role of O&S and the background to this questionnaire, which has the support of the BFP Board. The clerks for BFP's Board and the Theme Partnerships will be asked to complete the basic information before passing this to the lead officer.

A: Name of Partnership:	Comments
Chairman's name and contact details:	
Lead Officer's name and contact details:	

B: Partnership details	Comments
1. Please attach the terms of reference for the partnership . If it is not in the TOR, please outline the agreed aims, key objectives and key functions	
2. Please provide a few examples of the partnership's major achievements	
3. Where do you think the partnership currently is in terms of its stage of development? E.g. early formation, delivering shared outcomes, or fully developed?	
4. Please describe any major obstacles towards the partnership's success	

Membership 5. If not in the TOR, please list the current members of the partnership and the organisations they represent	
6. If not in the TOR, please describe the arrangements for appointing members to the partnership	
Minutes 7. Please provide minutes of meetings in the last year	

C: Governance arrangements	Comments
1. Please provide any recent self-assessment of governance arrangements for the Partnership, or describe any plans to do so.	
2. How are decisions made? Is there a scheme of delegation that makes clear who can take decisions?	
3. How are decisions recorded?	
4. Who makes sure decisions are acted upon?	
5. Please describe how the partnership is held to account, and by whom	
6. Risk management - Has the Partnership itself carried out a formal risk assessment of the Partnership? If yes, please provide details	

D: Performance management	Comments
1. Please describe the arrangements for setting output/outcome targets, and give details of the partnership's targets for 2008/09	
2. Please describe the arrangements for monitoring and reporting progress against targets	
3. How does the partnership agree action on targets that are not likely to be met?	
4. How do you demonstrate publicly that the partnership adds value?	
5. How does the public know that the partnership achieves value for money?	
6. Does the Partnership contribute accounts of success to the BFP's communications group?	

E: Financial Management	Comments
1. How is the partnership funded? (on the basis of the last financial year)	
2. Who decides on how to spend the money?	

3. Can the money be reallocated? If so, who can authorise this?	
4. What are the financial reporting arrangements?	

F: Serving the Public (For response just by BFP's Board)	Comments
1. Does the partnership have a communications policy? If so, please provide this	
2. How does this partnership achieve accessibility for the public? (for example, are meetings open to the public?)	
3. Is there a complaints and suggestions process the public can use?	

G: Overview and Scrutiny of the Partnership	Comments
1. Does the partnership have any views on how O&S can assist in its development and achievement of objectives?	
2. Does the partnership have any suggestions for O&S reviews to be considered for the partnership O&S programme?	

If there are any queries on the completion of this questionnaire, please contact Richard Beaumont, Head of Overview and Scrutiny, Bracknell Forest Council on 01344 352283 or Richard.Beaumont@Bracknell-Forest.gov.uk