

JOINT WASTE DISPOSAL BOARD

NOTICE OF MEETING

THURSDAY 17 OCTOBER 2019

TO: ALL MEMBERS OF THE JOINT WASTE DISPOSAL BOARD

You are invited to attend a meeting of the Joint Waste Disposal Board on **Thursday 17 October 2019 at 9.30 am** in the Council Chamber, Wokingham Borough Council. An agenda for the meeting is set out overleaf.

Oliver Burt
re3 Strategic Waste Manager
and Project Director

Members of the Joint Waste Disposal Board

Councillor Mrs Dorothy Hayes MBE, Bracknell Forest Council
Councillor John Harrison, Bracknell Forest Council
Councillor Sophia James, Reading Borough Council
Councillor Tony Page, Reading Borough Council
Councillor John Halsall, Wokingham Borough Council
Councillor Parry Batth, Wokingham Borough Council

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If you require further information, please contact: Hannah Stevenson
Telephone 01344 352308
E-mail: hannah.stevenson@bracknell-forest.gov.uk



7. **ANNUAL FINANCIAL STATEMENT**

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To update the Board on the Annual Financial Statement.

8. **DATE OF THE NEXT BOARD MEETING**

The next Joint Waste Disposal Board is scheduled for the 23 January 2020, at Bracknell Forest Council.

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**JOINT WASTE DISPOSAL BOARD
4 JULY 2019
(9.36 am - 12.19 pm)**

Present: Bracknell Forest Borough Council
Councillor Mrs Dorothy Hayes MBE
Councillor John Harrison

Reading Borough Council
Councillor Sophia James
Councillor Tony Page

Wokingham District Council
Councillor Parry Batth

Officers Peter Baveystock, Wokingham Borough Council
Grace Bradbrook, Re3 Principal Finance Officer
Monika Bulmer, re3 Marketing and Communications Officer
Oliver Burt, re3 Strategic Waste Manager
Kevin Gibbs, Bracknell Forest Council
Sarah Innes, re3 Monitoring and Performance Officer
Damian James, Bracknell Forest Council
Gareth Jones, Bracknell Forest Council
Pam Rowe Jones, Reading Borough Council
Claire Lawrence, Wokingham Borough Council

Apologies for absence were received from:

Councillor John Halsall, Wokingham Borough Council

1. Election of Chairman

RESOLVED that Councillor Mrs Hayes MBE be elected Chairman of the Joint Waste Board for the municipal year 2019/20.

2. Nomination of Vice Chairman

RESOLVED that Councillor Page be appointed Vice-Chairman of the Joint Waste Disposal Board Management Committee for the 2019/20 Municipal Year.

Councillor Batth nominated Councillor Halsall as Vice- Chairman but the nomination was not seconded.

3. Declarations of Interest

There were no declarations of interest.

4. Minutes of the Meeting of the Joint Waste Disposal Board

RESOLVED that the minutes of the meeting of the Joint Waste Disposal Board held on the 4 July 2019, be approved as a correct record and signed by the Chairman.

5. Urgent Items of Business

There were no urgent items of minutes.

6. Progress Report

The Board received a report briefing them on the progress in the delivery of the re3 Joint Waste PFI Contract. The report covered:

- Background of re3
- Performance
- Communications
- Plastic Campaign
- Re3cyclopedia
- Newsletter
- Social Media

In view of the fact that some new Members of the Board had been introduced, the Board received a short briefing on the background to the re3 partnership:

- The re3 partnership was originally formed to deliver the statutory disposal function of the three Councils.
- By working together, the three Councils were able to procure a significant contract and operate at a scale which would have been difficult as individual authorities. This is one reason why the facilities available to re3 residents are so well appreciated.
- The shared strategic approach directed by the re3 partnership is apparent in recent developments such as plastic recycling and the implementation of food waste recycling in Wokingham.
- The re3 contract had proven flexible in addressing changes in legislation.
- The re3 partnership exercises regional and national influence.

In relation to the existing re3 Strategy:

- Progress in Objective C (Part A) for each of the Council's was as follows:
Bracknell Forest Council – Target 43% Actual 45.97%
Reading Borough Council – Target 39% Actual 37.36%
Wokingham Borough Council – Target 53% Actual 54.13%
- Available data covered April and May only.
- Recycling rates tended to be higher at the start of the year than at the end of the year.
- Recycling rates had increased from the same time last year. It was asked that, in future, the previous year's figures be included on the graph as a comparison.
- Wood recycling had increased recycling rates by c5%.
- The introduction of food recycling had increased Wokingham's recycling rates by c6%.
- Progress in Objective C (Part B) for each of the Council's was as follows:
Bracknell Forest Council – Target 23% Actual 24.86%
Reading Borough Council – Target 24% Actual 19.92%
Wokingham Borough Council – Target 26% Actual 29.90%
- The HWRC recycling rate was 20% higher than last year, this had been helped by the introduction of wood recycling and improvements in reuse. This was a good news story.
- It was explained that the performance targets were set by the individual councils themselves and were in their final year. Conversations would be held over the course of the year in regard to setting new targets.

- The communication plan for the plastic campaign had been presented at the last meeting. It was proposed that communications would be targeted in areas with the highest concentration of plastic material. The mapping (which determined areas to target) had been put together using the composition analysis that had been undertaken a few months back, this data was overlaid with demographic factors to target different groups. The information on plastic, on the re3 website, would be developed in accordance with the targeting and there would be a social media campaign. The target audience would be families with children at home who would recycle staple items but may sometimes be confused about other items. Finally, to address confusion, alongside the re3cyclopedia App, promotional material would be created, such as a 'recycling wheel' fully relating to plastic, with motivation and information on the back. This would be delivered to households in the targeted areas. Reading university were promoting the re3 app as part of their fresher's week in September.
- The campaign would be launched in September.
- The re3cyclopedia App would be continuing for the next year. There had been 6k users and 5.5k search's in May and 5.6K search's in June. There was potential for improvement. The app couldn't tell the area, just what was being searched. There was 10k items in the apps database.
- A re3 newsletter was a new area that was being explored. 1 newsletter a month would be sent to the members of a database (to be developed over time). The database was being built from scratch due to GDPR. The first newsletter covered refill day, Sue Ryder and re3 grow compost.
- Social Media insight statistics had been included within the report for the first time. The engagement rate was 8%. Generally anything between 3%-5% was considered good. The average reach of top performing posts was to 10k residents. Over 90% of the social media reach was within re3 borough, with the majority being female.
- Members would look at their diaries to see if there were any events that the re3 Communications and Marketing Officer could attend to promote re3. Some members were also willing to attend events with the officer and provide support and help wherever they could.

7. **Climate Change Report**

The Board received a report briefing them on work aimed at helping to reduce the impact on climate change from the treatment of waste within the re3 area.

Climate change was being brought to the Board's attention as there had been a declaration of climate crisis in Reading and Wokingham (and interest in action across the entire partnership area). Requests from members for progress on the specific issue. This was a high profile issue both locally and nationally and the government were being proactive on the issue.

re3 were currently talking to Reading University about potential work on climate change. This would help to support decision making in relation to waste, and would offer a different perspective, as well as identifying new means of assessing operational choices.

The Board were provided with a graph that showed the composition and content of waste for each Council and the indicative CO2 equivalent per kg. Waste going to landfill was a key area to focus on and address. For Wokingham, the key different in their CO2 output was due to the introduction of food waste collection and recycling.

It was very early days, and progress would be reported back through council officers and at next board. It was fortunate that the University was so close and willing to help.

The re3 Project Director was not sure whether similar work was being done elsewhere, but re3 intended to find out. If there was research already available then this would be helpful, if not then re3 would be leading the way

Peter Baveystock was happy to provide briefings to both Reading and Bracknell before the next Board meeting regarding Wokingham's food waste implementation. He also provided a verbal update:

- The implementation of food waste had been very challenging.
- The response from the public had been very positive. Very few food bins had been handed back.
- Food bins had been delivered after the blue bags with many residents calling to ask where their bins were.
- The communications employed by Wokingham and developed with the assistance of WRAP and re3 had been effective.
- Wokingham's Members were encouraged by how much the public had embraced the food waste bins.
- It was key to provide the bin liners, if a resident wished to have more bags, these were available for free at all libraries.
- The food waste went through a pipe then the bag was extracted and sent to energy from waste (EfW), so they didn't end up in landfill. This was because the biodegradable bags tended to turn into a sponge type consistency and block the pipe system.
- Home composting was still ok to do.
- Residents were particularly pleased that cooking oil could be put into the food waste boxes.
- Promotion of the service in flats was just starting, some flats had already approached the Council to introduce the food waste recycling.

It was suggested that the bags could be made available at small local small corner shops or in Reading's case somewhere near the train station to be of help to commuters.

Councillor Mrs Hayes asked if she could have an example food waste box and caddy to take to Bracknell's next Full Council.

RESOLVED that Members note the contents of the report.

8. **Exclusion of Public and Press**

That pursuant to Regulation 21 of the Local Authorities (Executive Arrangements) (Access to Information) Regulations 2000 and having regard to the public interest, members of the public and press be excluded from the meeting for the consideration of item 10 on the agenda which involves the likely disclosure of exempt information under the following category of Schedule 12A of the Local Government Act 1972:

(3) Information relating to the financial or business affairs of any particular

9. **Finance Report**

The Board received a report briefing them re3 on the Partnership's financial position and re3 plans to fully utilise the HWRCs.

It was requested that a proposal for the Green Machine and the Reuse shop proposal be brought to the next Board meeting in October.

RESOLVED that:

- i. Members note the Partnership's financial position for the year to date.
- ii. Members approve the proposal to share any capacity of Grundons Energy from Waste (EfW) within the contractual limit equally between the councils.
- iii. Members approve Non-Household Waste charging to remain the same.
- iv. Members approve the proposal for a trial of trade waste acceptance at the re3 HWRCs.
- v. Members delegate the re3 Project Director and an appropriate officer from each re3 council, to engage in initial negotiations with Defra on the subject of the Resources and Waste Strategy (RWS).

10. **Date of the Next Board Meeting**

The next Joint Waste Disposal Board was scheduled for the 10 October 2019, at Wokingham Borough Council.

CHAIRMAN

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TO: JOINT WASTE DISPOSAL BOARD
10th October 2019

PROGRESS REPORT
Report of the re3 Strategic Waste Manager

1 INTRODUCTION

- 1.1 The purpose of this report is to brief the re3 Joint Waste Disposal Board on progress in the delivery of the re3 Joint Waste PFI Contract.

2 RECOMMENDATION

- 2.1 That Members note the contents of this report.
- 2.2 That Members request a report on the initial success of the trade waste trial, as described at 5.28, to be presented at the meeting of the JWDB in January 2020.
- 2.3 That Members endorse one of the options at 5.36 regarding a possible location for a re3 reuse shop.
- 2.4 That Members approve the recommendation that windscreen permits no longer be accepted as proof of address at the re3 Recycling Centres from February 2020, as described at 5.54.

3 ALTERNATIVE OPTIONS CONSIDERED

- 3.1 None for this report.

4 REASONS FOR RECOMMENDATION

- 4.1 The purpose of this report is to brief Members in relation to progress in delivery of the re3 Joint Waste PFI Contract.

5 PROGRESS IN RELATION TO WASTE MANAGEMENT

re3 Waste Strategy 2018 to 2020

- 5.1 The re3 Strategy describes the context in which the re3 partnership is seeking to improve waste management. The principal themes of the re3 Strategy are a reflection of that context. They are: (i) reduce the net cost of waste, and (ii) recycle 50%.
- 5.2 The re3 Strategy also identifies 13 objectives, which are designed to either promote direct improvements or to support improvements indirectly. In 2018, each of the re3 councils formally adopted the re3 Strategy for 2018 to 2020.
- 5.3 At the Joint Waste Disposal Board meeting in October 2018, Members requested that provisional recycling information be reviewed in relation to Objectives C and D of the re3 Strategy at each quarterly Board Meeting.
- 5.4 Due to the scheduling of the October meeting, data for Quarter 2 2019/20 is incomplete at the time of writing this report. However indicative data for July and August has been presented in Appendix One in combination with the data for quarter one. Where data is usually received on a quarterly basis estimates have been based on the same period in 2018/19 and these will be replaced with 'actual' data as soon

as they are received.

- 5.5 Following discussions at the meeting of the Joint Waste Disposal Board in July regarding the impact of wood recycling at the Recycling Centres and food waste recycling in Wokingham, it was requested that previous year's figures be presented on graphs alongside current performance for easier comparison. As such cumulative results for quarters one and two in 2018/19 are also shown in Appendix One.

Climate Change

- 5.6 The re3 partner councils have each made purposeful commitments on the issue of climate change.
- 5.7 At the Council meeting on 17th July 2019, Bracknell Forest Council passed a motion which said: *'This Council strongly believes in the need to continue its work to address the impact of man-made Climate Change on our local communities. To this end, this Council asks the Executive to develop detailed action plans with measurable ambitious annual targets and an annual report to address this pressing matter to ensure that the Council meets the government target of eradicating its net contribution to climate change by 2050'*.
- 5.8 At the Council meeting on 26th February 2019, Reading Borough Council passed a motion which began as follows: *'Reading Borough Council (RBC) believes the world is now clearly in the midst of a climate emergency and that more concerted and urgent action is needed at local, national and international level to protect our planet for future generations. As such, this Council commits to playing as full a role as possible – leading by example as well as by exhortation - in achieving a carbon neutral Reading by 2030'*.
- 5.9 At the Council meeting on 18th July 2019, Wokingham Borough Council passed a motion which said: *'That Wokingham Borough Council (WBC) believes the world is now in a climate emergency. More concerted and urgent action is needed at local, national and international level to protect our planet for future generations. As such, this Council commits to playing as full a role as possible – leading by example as well as by exhortation – in achieving a carbon neutral Wokingham Borough by 2030'*.
- 5.10 It is clear that the re3 councils consider climate change to be a phenomenon to which local government actions, and local actions in general, should be directed.
- 5.11 Considerable reductions in the utilisation of landfill and progressive improvements in treatment, not least the recycling of food waste, are examples of where positive action has been taken by the re3 partnership.
- 5.12 re3 Officers have taken steps to ensure that the re3 partnership, and the services it delivers and supports, can go much farther and contribute fully to the commitments on climate change made by the respective re3 councils.
- 5.13 Accordingly we have begun to work with members of the School of the Built Environment at the University of Reading. The purpose of the work will be to provide a baseline which supports decision-making on service change and future service design. We expect the modelling to be completed before the end of March 2020.
- 5.14 Thereafter, work will focus on: (i) the policy and operational steps that can be taken by the re3 partnership to comply with the respective climate change commitments, and (ii) messages and guidance for residents so they can contribute in a similar vein.

- 5.15 Both the above aspects will be essential because the generation of waste is an important and universal issue. Accordingly, waste management affords the councils considerable scope and reach in addressing climate change. Waste collections of one type or another occur every week, for all residents, and over 800,000 visits are made by residents, to re3 facilities, each year.
- 5.16 At time of writing, officers are awaiting a detailed proposal from colleagues at the University. Members will receive a further briefing on this issue as soon as new detail is available.

Trade Waste at the Household Waste Recycling Centres (HWRCs)

- 5.17 At the meeting of the Joint Waste Disposal Board in July 2019, Members approved a proposal for a trial of trade waste acceptance at the re3 Recycling Centres.
- 5.18 A trade waste facility could provide a service to small mobile businesses that generate too little waste to warrant paying the minimum charge at a transfer station or who are without premises at which to accommodate a bin. As such a successful service could strengthen the Councils' recycling ethos, discourage fly-tipping, offset some of the costs incurred in fulfilling our statutory duties and aid local businesses.
- 5.19 Following approval from Members in July, Officers submitted a Council Notice of Change to the Contractor to formalise the temporary change to services. As agreed, the re3 Partnership will conduct a seven month trial involving a maximum of 50 traders. This will enable uptake levels from traders and any associated impacts on resident services to be assessed, and for feedback from customers and staff to be obtained.
- 5.20 Officers have also liaised with Contractor staff to ensure that the Environment Agency (EA) is aware of the Partnership's intentions to vary the Longshot Lane Waste Management Licence to enable the acceptance of Trade Waste in the Recycling Centre. The EA has been advised that we intend to trial the service at both sites whilst the permit variation is underway and the Contractor assesses that the EA are supportive of the trial in the absence of any objections.
- 5.21 The main costs associated in delivering the trial are the production of a new ipad template and development of associated reports, the creation of the application Webform, and printing of trade waste permits. There will also be some minor costs associated with the postage of the permits, but it is anticipated that all other admin costs will be absorbed within existing administrative costs related to the HWRCs. As previously advised, the amendments to the Waste Management Licences are being discussed alongside those required for the processing of water based paint, so no additional costs are being incurred in relation to this change.
- 5.22 Following discussions with the Contractor a final list of materials to be accepted under the trial was drawn up. This is set out in Appendix Two, alongside the pricing structure. Members will notice that charges for plasterboard, rubble, soil and asbestos have been set at the level currently in place for householders. This is reflective of the requirement for Councils to only recover their costs and provides a simple and consistent pricing structure for staff. Given that income can be received for the sale of recyclables, and that the Partnership hopes to encourage the recycling of business waste through the scheme, a number of materials including cardboard, textiles and scrap metal will be received free of charge. Prices for other materials have been based on test weighing, disposal costs and existing overhead costs.
- 5.23 Officers also sought to benchmark the costs of other local services. However the re3

offer will be quite different to that provided by transfer stations and skip hire companies (where large volumes of waste are required) or many other local authority services (where prices are assessed based on vehicle size).

- 5.24 The re3 pricing structure currently excludes the additional costs detailed at 5.21 because these cannot be allocated without an estimation of the types and quantities of materials that will be received. One of the main purposes of the trial is to ascertain the extent to which a trade service can be operated alongside the principal service for waste types from re3 householders. That assessment will incorporate pricing, operational and administrative considerations.
- 5.25 Officers have sought advice from other local authorities, tax accountants and the CIWM (Chartered Institution of Waste Management) with regards to the application of VAT. Following receipt of mixed advice, the VAT has been applied to the prices for the purposes of the trial. However Officers will seek to conclude this matter before the implementation of any permanent service.
- 5.26 Officers have also completed an Equalities Impact Assessment, but not identified any reason to believe that some groups may be affected differently than others in relation to a trade waste service at the Recycling Centres. A full copy of the assessment can be found in Appendix Three.
- 5.27 A webpage giving details of the trial was added to the re3 website on the 10th of September and this is also the date on which the application form went live. Further details in relation to communication can be found at 6.11 below and at the time of writing, 10 businesses in the re3 area had registered their interest to take part.
- 5.28 Acceptance of trade waste from registered traders will commence on Monday 4th November 2019 and it is recommended that Members request a report on the initial success of the trial to be presented at the meeting of the JWDB in January 2020.

Reuse Shop

- 5.29 Included within Objective F of the re3 Strategy 2018-2020 is the potential, where capacity is available, for more re-use activities at the re3 Household Waste Recycling Centres.
- 5.30 Initial recommendations for a re3 reuse shop were presented at the JWDB meeting of January 2019, and at the meeting in July, Officers reported on the types of materials that could be sold for reuse, the potential costs of building and operating a reuse shop and anticipated timescales. This was supported by a presentation by the Contractor's General Manager.
- 5.31 Following requests for Officers to bring a further report to the October meeting, Officers have submitted a Council Notice of Change to the re3 Contractor.
- 5.32 The re3 Councils seek to ensure that Partnership services are equally accessible to all residents of the Partnership area and the Council Notice of Change consequently asked the Contractor to consider whether it would be possible for the re3 Partnership to operate more than one shop. As Officers consider that sufficient available space for a shop to be operated within the boundaries of the Longshot Lane Recycling Centre is unlikely, one consideration was whether a shop in Bracknell should be in close proximity to Longshot Lane.
- 5.33 The Contractor advises that the re3 Partnership could only support one reuse shop using the FCC model operated successfully elsewhere. This is based on experience

of operating reuse shops on contracts of similar sizes. It also assumes that continuing reuse activity (Sue Ryder and Precycle) would continue in parallel with the new shop.

- 5.34 The FCC reuse shop model is based on services co-located at Recycling Centres, where the Contractor's experience shows that reuse shops tend to perform best. The Contractor has indicated willingness to model options which deviate from the standard FCC model in terms of location but has highlighted that the costs and benefits will be harder to predict. In particular, the Partnership would need to consider the impact of rent and the duration of any relevant lease agreement.
- 5.35 Whilst the Contractor's response notes that available space at Smallmead could accommodate a reuse shop, no additional services that might provide further community benefit (such as repair or upcycling services or educational workshops) could also be operated on this size of land.
- 5.36 As a variety of options are available, each with different outcomes and timescales, Officers wish to put forward the following options by consideration by Members:
1. Operation of a reuse shop (with no additional services) at the Smallmead Recycling Centre on the land available in the south east corner of the site, towards the end of the Recycling Centre building. This option would allow the process of developing the reuse shop to commence as soon as fully approved, using FCC's established model. In the event that future operations allowed more land to be devoted to reuse, the Contractor believes that it would be possible to relocate the shop, though this would come with a period of unavailability and additional cost. The Contractor has also indicated that pop-up shops could be operated for short periods of time at Longshot Lane or at certain Council events.
 2. Operation of a reuse shop and additional reuse activities at a site away from the Recycling Centres. This option would require time to locate a suitable facility and a period of additional modelling to ensure viability. However, subject to successful outcomes, this option could be commenced relatively quickly, and in the event that further opportunities became available, could be operated up until the point that the new shop was ready to receive visitors.
 3. Operation of a reuse shop and additional reuse activities at the Smallmead Recycling Centre, in the event that future operations allowed more land to be devoted to reuse. However there is no guarantee that a different configuration of land would be agreed upon or that this would happen quickly.
- 5.37 It is therefore recommended that Members confirm their preference for one of the three options detailed at 5.36.

Lakeside Energy from Waste facility

- 5.38 The re3 partnership sends just over 70,000 tonnes of residual waste to the Lakeside energy from waste (EfW) facility near Slough. The facility represents a significant part of the overall, re3, waste solution.
- 5.39 As Members will be aware, there are plans for a new runway at Heathrow, known as the Northwest Runway. If that development goes ahead, it is expected that the Lakeside EfW facility would need to be dismantled to provide space.
- 5.40 The operators of the Lakeside EfW have understandably been keen to identify and

pursue all avenues of interest, given the impact of the potential situation. Accordingly, Lakeside has sought to pre-empt any impacts by seeking an alternative site for a replacement facility.

- 5.41 Having identified a site, a planning application was submitted by Lakeside to Slough Borough Council. If approved, the plan would see a replacement EfW facility constructed near to the current site but outside of the footprint of any plans for Heathrow.
- 5.42 The situation is obviously of importance to the re3 partnership as well. The re3 Board has maintained a healthy, if occasional, dialogue with Lakeside throughout the period since the potential impacts on the facility became known.
- 5.43 Lakeside sought support from customers for their planning application and the re3 Board responded with a letter, sent to Slough Borough Council in August. The letter focused on the waste management impacts specific to re3 and the region, and is appended to this report.

User Satisfaction

- 5.44 The annual User Satisfaction Survey for the re3 Recycling Centres was conducted, as in previous years, in September 2019.
- 5.45 For Longshot Lane in Bracknell, overall satisfaction with the site remained at 98%. In other categories: 96% of those surveyed said meet and greet staff were good or very good, 81% said they were satisfied with levels of queuing and 98% said they were satisfied with the level of site cleanliness. Each of these represented an improvement on the previous year.
- 5.46 For Smallmead in Reading, overall satisfaction remained at 99%. In other categories: 93% of those surveyed said meet and greet staff were good or very good, 85% were satisfied with levels of queuing and 97% said they were satisfied with the level of site cleanliness.
- 5.47 The patronage analysis indicates that 89% of users at Longshot Lane were resident in the re3 area (a drop of 7% on the previous year), with the remaining 11% giving illegitimate or unknown postcodes. Only eight residents (<1%) gave postcodes outside the re3 area. At Smallmead, 92% of users were re3 residents (a drop of 2% on the previous year), with 13 users (1%) coming from outside the re3 area. All other users gave unknown or illegitimate postcodes. Proposals to minimise usage of the re3 Recycling Centres by non-re3 residents are further discussed from 5.48.

Confirmation of Changes to Waste Acceptance Protocol

- 5.48 As Members will be aware, West Berkshire Council terminated its arrangement to pay the re3 Partnership for use of the Smallmead Recycling Centre by people resident in its area in 2016. In order to ensure that re3 residents are not required to cover the cost of waste disposal from West Berkshire, ID checks were introduced at the re3 Recycling Centres to positively identify re3 residents.
- 5.49 At the time of introducing the restriction on non-re3 residents, a windscreen sticker permit was posted to each of the 183,000 households known to the re3 Councils. The display of these permits in vehicle windscreens helped site staff to easily identify re3 residents visiting the site and successfully minimised queues at the time of this important service change.

- 5.50 During the three years in which the re3 Permits have been in use, Officers have been made aware of instances in which visitors have sought to gain entry to the Recycling Centres with fake permits. There have also been occasions where re3 Permits have been offered for sale (potentially to people resident outside the re3 area) on the internet. As time progresses there is also more likelihood that permits originally owned by re3 residents could now be in use by people who have moved out of the area.
- 5.51 It is not possible to calculate the number of windscreen sticker permits in use by non-re3 residents. Patronage of the Recycling Centres is measured during the annual user satisfaction survey but it is unlikely that non-re3 residents would identify themselves as such during this event.
- 5.52 Officers have identified the following options to minimise usage of the Recycling Centres by non-re3 residents.
1. Reissue permits to all re3 households. In addition to the costs of printing and posting the permits, there would likely be some initial costs of administration to enable Council contact centres to respond to enquiries.
 2. Officers note that some authorities elsewhere have installed Automatic Number Plate Recognition (ANPR) and required residents to register their vehicle before visiting. Based on information previously provided by FCC and another local authority it is estimated that the cost of installing ANPR could be in the region of £5K - £25K. This option would also require high levels of administration initially, as well as ongoing management of a database of users.
 3. All visitors could be required to provide proof of address. This could be in the form of a photocard driving licence, a Council tax bill, utility bill, bank statement or credit card bill (all issued less than four months prior to the date of visit), a Bracknell Forest e+ card or a photocard bus pass issued by a re3 Council.
- 5.53 The use of ID checks are already implemented successfully at both re3 Recycling Centres where residents come to site without a permit. Lists of re3 postcodes are regularly updated and made available for meet and greet staff for their reference but staff have already become familiar with the postcodes that fall within the re3 area.
- 5.54 The current Waste Acceptance Protocol already advises residents that proof of residency may be requested alongside a permit, so residents should already be aware of the need to carry proof of address. As such, Officers recommend that Members approve Option Three and that the changes be communicated to residents over a number of months, with windscreen sticker permits no longer being accepted from 1st February 2020 onwards.

Receipt of food waste and Longshot Lane and Smallmead

- 5.55 Objective H of the re3 Strategy identifies that the re3 partnership would ensure that the treatment of surplus food from residents, present in the re3 waste stream, could begin from April 2019. The objective builds on earlier strategic planning by the re3 partnership.
- 5.56 As Members will be aware, appropriate arrangements were put in place and Wokingham Borough Council (WBC) was able to commence a collection of food in April 2019.
- 5.57 To control costs at the outset of the new service, it was agreed that food waste would

be delivered to one facility only, Smallmead in Reading. This helped to reduce the cost of haulage. Now that the service is fully up and running and operational arrangements have settled-down, it is proposed that both facilities (Smallmead and Longshot Lane in Bracknell) should be made available to receive food waste. This should support efficient waste collection scheduling for WBC.

- 5.58 Minor amendments will be made to the transfer station at Longshot Lane to accommodate the receipt of food waste. The respective waste collection contractors have agreed to support ongoing monitoring of the services, designed to ensure that efficient waste receipt and handling is maintained for each council.

Joint Policy on Contamination of Kerbside Collected MDR

- 5.59 As Members will be aware, there is a level of contamination (otherwise known as non-target and non-recyclable material) present within the mixed dry recyclables (MDR) collected from the kerbside. This is measured by sampling undertaken in line with the MRF code of practice, and analysed and shared by the re3 Project Team.
- 5.60 Significant levels of contamination can affect the ability of the MRF to process the good recyclables. As well as resulting in some recyclable waste being rejected this can also make it harder for the MRF to generate quality outputs. Keeping levels of contamination low is therefore important in ensuring that the material can be recycled and that the best possible prices are received.
- 5.61 As shown in relation to re3 Strategy Objective C(e), in the data presented to the Joint Waste Disposal Board in July 2019, the level of contamination present across the three Councils ranged from 16 to 18% in 2018/19. In order to seek ways to reduce contamination, a workshop was held on the 24th of July in which the re3 Project team, Council Officers and representatives from FCC reviewed the relevant data and some of the wider impacts of contamination.
- 5.62 The workshop was also attended by WRAP, following contact by the re3 Project Team. WRAP explained that resident behaviour is primarily driven by habit. Therefore, if a resident has a contaminated bin collected, they will assume that the materials they placed in the bin were correct and continue to put these out for collection.
- 5.63 Whilst the re3 Councils have some procedures in place to monitor contamination, the number of containers left unemptied remains fairly low.
- 5.64 Officers present at the contamination workshop agreed to work together to draft a joint contamination policy, setting out a phased approach for dealing with contaminated bins, that can then be circulated for Councillor feedback and approval. It is hoped that a joint policy will provide greater reassurance for residents.
- 5.65 In the event that Councillors agree to implement the policy in a number of trial areas (for instance through additional supervision of the crews) in 2019/20, WRAP have indicated that they could support the partnership project. This could be via the provision of technical advice (including provision of additional crew training) and a level of funding (potentially covering the cost of designing, printing and delivering communication).
- 5.66 The Resources and Waste Strategy published last year proposes a greater level of consistency in Council collections and there is potential that such changes could be accompanied by a standardisation in the response to contamination. The re3 Councils have so far sought to move ahead of such changes and this may represent

another opportunity.

- 5.67 Officers will keep Members informed of any developments including approval and implementation of the policy.

6 COMMUNICATIONS

- 6.1 The proposed plastic recycling campaign is scheduled to commence in October. The campaign is using the findings from the compositional analysis of the residual waste, undertaken earlier in 2019, and aims to boost plastic recycling and divert recyclable plastic from residual waste.
- 6.2 The re3 Project Team and Councils Officers have used the findings to identify areas which are likely to have a high concentration of recyclable plastic in residual bins and at the same time that are populated by demographic from ACORN 1, 2 and 3. In total, the campaign will directly reach 16,000 households.
- 6.3 The campaign will include sending promotional literature in the form of a “Recycling Wheel”, that helps householders to identify recyclables plastic items and will also remind them about the importance of recycling in general.
- 6.4 To supplement direct delivery:
- The wheel will also be used as a promotional material during community events and could be collected from the respective Councils offices.
 - Refreshed content on plastic recycling and a digital ‘Plastic Recycling Guide’ has been developed and published on the re3 website. The new content is being promoted through re3 channels.
 - Simultaneous and targeted social media content, based on the same demographic and location criteria, will be published to support the delivered promotional material.
- 6.5 The evaluation of the campaign is undertaken through sampling of agreed rounds prior, during and after delivery of the promotional material. The initial findings should be available in the January and the re3 Marketing and Communication Officer will aim to present them at the meeting of the JWDB in January 2020.
- 6.6 Interest in the journey of the plastic collected from households has sparked following a high profile TV series, ‘War on Plastic’. The series made claims that plastic, in particular, collected for recycling, could end up being incinerated instead of recycled or sent to the developing countries and left at the illegal landfill sites.
- 6.7 In response, a statement has been released and published on the re3 website that provide further details to what happens to plastics collected from re3 households.
- 6.8 The statement reassures residents that following our enhancements to plastic recycling in February 2018, all plastic from re3 has been processed within the UK.
- 6.9 Over the course of the contract year 2018-2019, re3 sent nearly 2,400 tonnes of plastic for recycling, all of it within the UK. This was 59% more plastic than the previous contract year.
- 6.10 A press release reminding residents on health and safety rules during the summer months was issued to local media and promoted on social media.

- 6.11 Officers have planned a range of communications activities to support the introduction of the new Trade Waste Trial service. The new service has been announced through a press release and Councillor James was interviewed on BBC Radio Berkshire.
- 6.12 Information on the new service has also been shared with Parishes, Resident's Associations and Community Groups. The note was also being included in the re3 Monthly Newsletter as well as the Newsletter sent out to Bracknell Forest Council e-card holders. The re3 Project Team issued a direct mail to +100 small traders that operate predominantly in Bracknell Forest, Reading and Wokingham Borough. The new service is also being promoted on social media including targeted paid advertising. A promotional poster was created and is used at the re3 Recycling Centres by the Meet & Greet staff.
- 6.13 Following the success of last year's events, Recycle Week (23rd-29th September) public tours to the Material Recycling Facility have once again been organised. Five tours were offered with all now being fully booked prior to the events.
- 6.14 Sales of re3grow compost ended in August. During the year, 6,500 bags were sold. The re3 Project Team has placed an order for 8,000 bags to be delivered in the beginning of 2020. Following previous enquiries, Officers also plan to contact the parks teams at each of the individual Councils to assess whether they would like to place an order for non-bagged re3 compost.
- 6.15 The re3cyclopedia app has been available to all residents for a year. The app has been downloaded by over 6,500 residents.
- 6.16 A total of 51,891 searches were made, between the launch in 24th of September 2019 and end of August 2019. Based on, an arguably conservative, average 2 minutes per enquiry, the avoided intervention by council staff if it required equates to a saving equivalent to £16,853 saved over the year.
- 6.17 The re3cyclopedia app is due for a major upgrade in the beginning of 2020. It is anticipated that it will, thereafter include enhanced user experience and ability to search for items via their barcodes.
- 6.18 re3 will be piloting a version of the app and take part in the testing. Officers will liaise with colleagues at the respective councils throughout and report back to the re3 Board.

7 ADVICE RECEIVED FROM ADMINISTERING AUTHORITY

Head of Legal Services

- 7.1 None for this report.

Corporate Finance Business Partner

- 7.2 None for this report.

Equalities Impact Assessment

- 7.3 None.

Strategic Risk Management Issues

None

8 CONSULTATION

8.1 Principal Groups Consulted
Not applicable.

8.2 Method of Consultation

Not applicable.

8.3 Representations Received

Not applicable.

Background Papers

None

Contacts for further information

Sarah Innes, re3 Monitoring and Performance Officer
0118 937 3459
sarah.innes@reading.gov.uk

Monika Bulmer, re3 Marketing and Communications Officer
0118 937 3460
monika.bulmer@reading.gov.uk

Oliver Burt, re3 Strategic Waste Manager
0118 937 3990
oliver.burt@reading.gov.uk

APPENDIX ONE – Objective C and D

Bracknell Forest

Category	Background	Cumulative Performance					
		Target/Indicator		Quarter 2	Equivalent Period 2018/19		
C1A Statutory Recycling Target	This target is the traditional 'recycling rate' target that should be comparable with other councils in the UK.	Target: 43%		45.30%	40.12%		
C1B Kerbside Recycling	Using the respective weekly council kerbside collections is an effective way to recycle. This indicator looks at this service alone.	Target: 23%		24.61%	23.52%		
C1C Including Incinerator Bottom Ash (IBA)	Despite displacing 'virgin' materials, the recycling of IBA into building blocks is not yet counted as 'recycling' by the Government. Nonetheless, re3 recognises the value of this activity.	9%		7%	8%		
C1E Contamination	Contamination is the term used to describe items which are not supposed to be present within recyclables. The level of contamination is, therefore, an indicator of the effectiveness of waste collection arrangements. It also has an impact on recycling because at high levels of contamination it can become harder to separate 'good' recyclables from the unwanted items.	Target	80.72%	Target	85.78%	Target	81.02%
		Non Target Paper and Card	3.10%	Non Target Paper and Card	2.13%	Non Target Paper and Card	2.13%
		Other Non-Target and Non-Recyclable Material	16.17%	Other Non-Target and Non-Recyclable Material	12.09%	Other Non-Target and Non-Recyclable Material	16.85%

Reading

Category	Background	Cumulative Performance					
		Target/Indicator		Quarter 2	Equivalent Period 2018/19		
C2A Statutory Recycling Target	This target is the traditional 'recycling rate' target that should be comparable with other councils in the UK.	Target: 39%		37.43%	32.58%		
C2B Kerbside Recycling	Using the respective weekly council kerbside collections is an effective way to recycle. This indicator looks at this service alone.	Target: 24%		20.32%	0.17%		
C2C Including Incinerator Bottom Ash (IBA)	Despite displacing 'virgin' materials, the recycling of IBA into building blocks is not yet counted as 'recycling' by the Government. Nonetheless, re3 recognises the value of this activity.	11%		9%	10%		
C1E Contamination	Contamination is the term used to describe items which are not supposed to be present within recyclables. The level of contamination is, therefore, an indicator of the effectiveness of waste collection arrangements. It also has an impact on recycling because at high levels of contamination it can become harder to separate 'good' recyclables from the unwanted items.	Target	79.42%	Target	83.04%	Target	84.39%
		Non Target Paper and Card	2.68%	Non Target Paper and Card	1.12%	Non Target Paper and Card	2.15%
		Other Non-Target and Non-Recyclable Material	17.90%	Other Non-Target and Non-Recyclable Material	15.84%	Other Non-Target and Non-Recyclable Material	13.45%

Wokingham

Category	Background	Cumulative Performance					
		Target/Indicator	Quarter 2	Equivalent Period 2018/19			
C3A Statutory Recycling Target	This target is the traditional 'recycling rate' target that should be comparable with other councils in the UK.	Target: 52%	55.43%	40.83%			
C3B Kerbside Recycling	Using the respective weekly council kerbside collections is an effective way to recycle. This indicator looks at this service alone.	Target: 26%	31.15%	21.82%			
C3C Including Incinerator Bottom Ash (IBA)	<i>Despite displacing 'virgin' materials, the recycling of IBA into building blocks is not yet counted as 'recycling' by the Government. Nonetheless, re3 recognises the value of this activity.</i>	9%	8%	9%			
C1E Contamination	<i>Contamination is the term used to describe items which are not supposed to be present within recyclables. The level of contamination is, therefore, an indicator of the effectiveness of waste collection arrangements. It also has an impact on recycling because at high levels of contamination it can become harder to separate 'good' recyclables from the unwanted items.</i>	Target	77.53%	Target	80.69%	Target	87.04%
		Non Target Paper and Card	11.79%	Non Target Paper and Card	8.53%	Non Target Paper and Card	4.57%
		Other Non-Target and Non-Recyclable Material	10.68%	Other Non-Target and Non-Recyclable Material	10.78%	Other Non-Target and Non-Recyclable Material	8.39%

Recycling Centres

Category	Cumulative Performance		
	Target (2018/19)	Quarter 2	Equivalent Period 2018/19
D Longshot Lane	Target: 60%	74.57%	52.93%
D Smallmead	Target: 55%	79.21%	52.87%

Appendix Two – Trade Waste Pricing Structure at re3 Recycling Centres

Waste Type	Price per 25L bag or equivalent (Inc VAT)
Plasterboard	£3
Rubble (e.g. bricks, tiles, gravel, sand)	£3
Soil	£3
Bagged General Waste (Non-recyclable)	£1.50
Garden Waste	£1
Wood	£1
Paper and Cardboard	£0
Tins, Cans and Plastic Bottles, Pots, Tubs and Trays	£0
Glass Bottles and Jars	£0
Scrap Metal	£0
Textiles	£0
Waste Type	Price per single item (Inc VAT)
Rubble (e.g. ceramic/porcelain sink, toilet, shower tray)	£3
Bulky Residual Items (e.g. sofa, mattress, roll of carpet)*	£6
Small Electrical Items (e.g. kettle, toaster, radio)	£1
Waste Type	Price per 20kg (Inc VAT)
Asbestos	£8

*Non-hazardous items only.

Appendix Three – re3 Trade Waste – Equality Impact Assessment



Equality Impact Assessment

Provide basic details

Name of proposal/activity/policy to be assessed

re3 Trade Waste Recycling Centre Service

Directorate: ~~Children, Education & Early Help Services / Adult Care & Health Services / DENS / CSS~~ (delete as appropriate)

Service: re3

Name and job title of person doing the assessment

Name: Sarah Innes

Job Title: re3 Monitoring and Performance Officer

Date of assessment: 28/08/2019

Scope your proposal

What is the aim of your policy or new service/what changes are you proposing?

It is proposed that a trial of trade waste acceptance be undertaken at both re3 Recycling Centres. Officers plan to obtain feedback from customers and staff throughout the trial so that this can be used in the development of any permanent services. The number of micro SMEs (small and medium sized enterprises) taking part will be limited to ensure that uptake levels from traders, and any associated impact on resident services, can be assessed.

Who will benefit from this proposal and how?

The change aims to offer small local businesses a convenient and affordable way to dispose of their waste, where they may not have one currently. Based on discussions with other local authorities already offering a service, we expect the service to be of interest to small mobile businesses who do not have premises on which to accommodate a bin and who generate too little waste to warrant paying the minimum charge at a waste transfer station.

What outcomes does the change aim to achieve and for whom?

In the event that the trial is successful, there should be reputational benefits to the re3 Partnership in seeking to support local businesses, discourage fly-tipping and promote recycling.

In the event that the services are made permanent, it may also be possible to offset some of the costs of fulfilling our statutory duties.

Who are the main stakeholders and what do they want?

The Government – The consultation on ‘consistency in household and business recycling collections in England’, published by DEFRA in February 2019 advises that the Government wants to “identify ways to reduce the costs of waste collection for [small and micro-sized firms] and support sustainable recycling behaviour”. It states “... extending the range of facilities that small businesses could use to recycle and dispose of their waste could also increase the convenience and reduce the cost. ... Central disposal or recycling facilities could be developed for small firms to drop off good quality dry recycling and could be attached to other waste management facilities such as civic amenity sites”.

Regulators – Services need to be provided in accordance with the site Waste Management Licences and planning permissions.

Councillors & re3 residents – Residents are negatively impacted by fly-tipping and would probably welcome measures to discourage it. Residents interested in the environmental aspects of waste management would also probably welcome services that allow traders to recycle. However, both residents and Councillors will expect easy access for those wishing to deposit their own household waste to be maintained.

Traders – One of the aims of the trial is to determine the level and nature of interest local traders have in a new service. However the ‘commercial and industrial waste and recycling drop-off centres guide’, published by WRAP in March 2019 notes that SMEs require and waste management solution that is convenient, affordable and allows them to fulfil their duty of care.

FCC – Based on discussions with the contractor, safety (for staff and service users) is a clear priority.

Neighbours of the facilities – Based on previous contact with neighbours of the Longshot Lane facility, ease of access for staff and customers is important.

Assess whether an EqIA is Relevant

How does your proposal relate to eliminating discrimination; promoting equality of opportunity; promoting good community relations?

Do you have evidence or reason to believe that some (racial, disability, gender, sexuality, age and religious belief) groups may be affected differently than others? (Think about your monitoring information, research, national data/reports etc.)

Yes / No (delete as appropriate)

Is there already public concern about potentially discriminatory practices/impact or could there be? Think about your complaints, consultation, and feedback.

Yes / No (delete as appropriate)

If the answer is **Yes** to any of the above you need to do an Equality Impact Assessment.
If No you **MUST** complete this statement

An Equality Impact Assessment is not relevant because:

There is no reason to believe that some (racial, disability, gender, sexuality, age and religious belief) groups may be affected differently than others in relation to a trade waste service at the recycling centres. Eligibility for the trial will relate only to business size, location, waste type and a willingness to comply with site rules and provide feedback about experiences on site. Places on the trial will be allocated on a first come first serve basis. Communications will only be in English, but support or advice will be offered if requested. Staff will be trained to assess charges consistently.

Signed (completing officer) Sarah Innes

Date 28/08/2019

Signed (Lead Officer)

Date

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



Slough Borough Council
Planning Department
St Martin's Place
51 Bath Road
Slough
SL1 3UF

26 August 2019

Dear Sir or Madam,

Planning Application Ref: P/17826/000

I am writing on behalf of the re3 partnership in relation to the potential replacement of the Lakeside Energy from Waste (EfW) facility at Colne Brook, Slough. re3 is a waste management partnership between Bracknell Forest, Reading and Wokingham Borough Councils in Berkshire. The three councils work together in managing the waste of over 420,000 residents.

The Lakeside EfW facility represents a crucial and proximate element in overall waste management provision for the re3 partnership, and has done so since it was commissioned 10 years ago. According to the terms of our shared, waste PFI, contract, re3 sends at least 71,200 tonnes to be processed at Lakeside. That represents approximately 39% of re3 domestic waste. The re3 partnership is proud to be associated with a facility which so successfully generates energy and utilises its by-products to avoid landfill (e.g. via the recycling of ash, glass and metal). In the event that Lakeside EfW was dismantled to accommodate the expansion of Heathrow Airport, but not replaced, alternative treatment could not easily found, and would likely result in increased costs for re3.

The importance of Lakeside EfW should be considered within a regional and national waste management context. As such we believe the following factors should be taken into account, in support of the above referred planning application:

CHAIRMAN re3 JOINT WASTE DISPOSAL BOARD
Bracknell Forest Borough Council, Easthampstead House, Town Square, Berkshire, RG12 1AQ
T: 01344 532048 E: www.re3.org.uk

- Reports such as those by Suez¹ and Tolvik² identify a shortfall in UK EfW capacity. Both reports identify that the shortfall is pronounced in the south of the UK. The latter report specifically identifies that regional imbalances between capacity and demand could result in having to haul waste north, over greater distances (with financial and environmental impacts), as a result.
- The impact of Brexit, changes in processing demand and the introduction of potential tax instruments³ within the EU appear likely to *increase* the need for processing of waste by EfW or RDF within the UK.
- Government's Resources and Waste Strategy welcomes further 'market investment in residual waste treatment infrastructure' and, in respect of landfill, wants 'to see its use minimised as much as possible'⁴. Neither of these objectives would be supported by a loss of existing EfW capacity.

I have explained the direct impacts on re3 and the wider considerations that pertain to the potential loss of an important regional facility. I also understand that the proposed replacement facility would have even lower emissions and operate more efficiently than the existing Lakeside facility. Accordingly, on behalf of the Joint Waste Disposal Board of the re3 partnership, I am writing to express our support for the above planning application.

Yours faithfully,



Councillor Mrs Dorothy A S Hayes MBE
Chairman re3 Joint Waste Disposal Board

¹ [Mind The Gap \(2017-2030\)](#), Suez

² [Filling The Gap](#): The Future for Residual Waste in the UK, Tolvik

³ [Exporters face wait over Dutch RDF tax](#), letsrecycle.com

⁴ [Resources and Waste Strategy](#), UK Government (page 79)

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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