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WOKINGHAM BOROUGH COUNCIL

An Extraordinary Call-In Meeting of the **OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE** will be held virtually on **WEDNESDAY 26 AUGUST 2020** AT **7.00 PM**

Susan Parsonage
Chief Executive
Published on 18 August 2020

Note: The Council has made arrangements under the Coronavirus Act 2020 to hold the meeting virtually via Microsoft Teams. The meeting can be viewed live by using the following link: https://youtu.be/XiIWA1TvrH4

The role of Overview and Scrutiny is to provide independent "critical friend" challenge and to work with the Council's Executive and other public service providers for the benefit of the public. The Committee considers submissions from a range of sources and reaches conclusions based on the weight of evidence – not on party political grounds.

This meeting may be filmed for inclusion on the Council's website.

Please note that other people may film, record, tweet or blog from this meeting. The use of these images or recordings is not under the Council's control.

WOKINGHAM
BOROUGH COUNCIL

Our Vision

A great place to live, learn, work and grow and a great place to do business

Enriching Lives

- Champion outstanding education and enable our children and young people to achieve their full potential, regardless of their background.
- Support our residents to lead happy, healthy lives and provide access to good leisure facilities to complement an active lifestyle.
- Engage and involve our communities through arts and culture and create a sense of identity which people feel part of.
- Support growth in our local economy and help to build business.

Safe, Strong, Communities

- Protect and safeguard our children, young and vulnerable people.
- Offer quality care and support, at the right time, to prevent the need for long term care.
- Nurture communities and help them to thrive.
- Ensure our borough and communities remain safe for all.

A Clean and Green Borough

- Do all we can to become carbon neutral and sustainable for the future.
- Protect our borough, keep it clean and enhance our green areas.
- Reduce our waste, improve biodiversity and increase recycling.
- Connect our parks and open spaces with green cycleways.

Right Homes, Right Places

- Offer quality, affordable, sustainable homes fit for the future.
- Build our fair share of housing with the right infrastructure to support and enable our borough to grow.
- Protect our unique places and preserve our natural environment.
- Help with your housing needs and support people to live independently in their own homes.

Keeping the Borough Moving

- Maintain and improve our roads, footpaths and cycleways.
- Tackle traffic congestion, minimise delays and disruptions.
- Enable safe and sustainable travel around the borough with good transport infrastructure.
- Promote healthy alternative travel options and support our partners to offer affordable, accessible public transport with good network links.

Changing the Way We Work for You

- Be relentlessly customer focussed.
- Work with our partners to provide efficient, effective, joined up services which are focussed around you.
- Communicate better with you, owning issues, updating on progress and responding appropriately as well as promoting what is happening in our Borough.
- Drive innovative digital ways of working that will connect our communities, businesses and customers to our services in a way that suits their needs.

MEMBERSHIP OF THE OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE

Councillors

Pauline Helliar-Symons (Chairman)	Alison Swaddle (Vice-Chairman)	Jenny Cheng
Andy Croy	Paul Fishwick	Jim Frewin
Guy Grandison	Sarah Kerr	Abdul Loyes
Ken Miall	Andrew Mickleburgh	Rachelle Shepherd-DuBey
Oliver Whittle		

Substitutes

Shirley Boyt	Prue Bray	Carl Doran
Lindsay Ferris	Emma Hobbs	Simon Weeks

ITEM NO.	WARD	SUBJECT	PAGE NO.
23.		**APOLOGIES** To receive any apologies for absence.	
24.		**DECLARATION OF INTEREST** To receive any declarations of interest.	
25.		**PUBLIC QUESTION TIME** To answer any public questions relating to the Call-In item on the Agenda. A period of 30 minutes will be allowed for members of the public to ask questions submitted under notice. The Council welcomes questions from members of the public about the work of this Committee. Subject to meeting certain timescales, questions can relate to general issues concerned with the work of the Committee or an item which is on the Agenda for this meeting. For full details of the procedure for submitting questions please contact the Democratic Services Section on the numbers given below or go to www.wokingham.gov.uk/publicquestions	
26.		**MEMBER QUESTION TIME** To answer any Member questions relating to the Call-In item on the Agenda.	
27.	None Specific	**CALL-IN OF EXECUTIVE DECISION - REPORT** To consider a Call-In relating to decisions made at the Executive on 30 July 2020, specifically relating to: • The proposed re-phasing of parts of the Capital Programme – Appendix B to the Executive report; • £600k additional budget for the Dinton Pastures Activity Centre;	**5 - 20**

- £288k additional borrowing for the purchase of reusable sacks to improve recycling levels.

28.	None Specific	**PROVISION OF REUSABLE SACKS FOR DRY RECYCLING: CALL-IN RESPONSE** To consider a response to the Call-In relating to borrowing £288k for the purchase of reusable sacks to improve levels of dry recycling.	**21 - 50**

CONTACT OFFICER

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TITLE	**Call-In of Executive Decision**
FOR CONSIDERATION BY	Overview & Scrutiny Management Committee on 26 August 2020
WARD	None Specific;
LEAD OFFICER	Deputy Chief Executive - Graham Ebers

PURPOSE OF REPORT

The Call-In process exists to ensure that key decisions are taken in line with agreed principles relating to, for example, openness, consultation and proportionality. This provides public confidence in the Council's decision making process.

RECOMMENDATION

The Committee is asked to:

1) Consider the Call-In request, relating to the Executive decisions made on the Capital Monitoring Report, at its meeting on 30 July 2020;

2) Consider the separate report which addresses the issue of reusable sacks;

3) Having considered the evidence, determine whether to confirm the Executive's decisions or refer the matter back to the Executive for further consideration, with recommendations as appropriate.

SUMMARY OF REPORT

In accordance with the Council's Constitution, five non-Executive Members of the Council have submitted a formal notice "calling-in" Executive decisions relating to the Capital Programme Monitoring Report considered at the Executive meeting on 30 July 2020. At the meeting, the Executive considered the Capital Monitoring Report for the first quarter of 2020/21 (April-June). The report stated that the Covid-19 pandemic had had an unprecedented impact on the Council's finances and, therefore, it was essential that the Capital programme was reviewed closely.

The specific issues relating to the Call-In are:

- The proposed re-phasing of parts of the Capital Programme – Appendix B to the Executive report;
- £600k additional budget for the Dinton Pastures Activity Centre;
- £288k of additional borrowing for the purchase of "hessian" sacks to improve recycling levels (see separate report);

The report sets out details of the Call-In procedure to be followed at the meeting and the options available to the Committee following consideration of the evidence.

Background
At its meeting on 30 July 2020, the Executive considered the Capital Monitoring Report for the first quarter of 2020/21 (April-June). The report stated that the Covid-19 pandemic had had an unprecedented impact on the Council's finances, in terms of both its Revenue and Capital resources. It was, therefore, essential that the Capital programme was closely reviewed to assess the assuredness of funding sources and any changes in service requirements. Council Officers had conducted a review of the Capital programme to identify the re-phasing of projects matched to expected delivery. The Capital Monitoring Report is attached at **Annex A**.

The relevant Minute from the 30 July 2020 Executive meeting is set out below:

CAPITAL MONITORING 2020/21 - END OF JUNE 2020
The Executive considered a report setting out the progress of the Council's Capital Programme as at 30 June 2020.

During his introduction the Executive Member for Finance and Housing advised that the "hessian" sacks, as mentioned in the Revenue Monitoring report, were being purchased via the Capital Budget.

Due to the uncertainty going forward Councillor Kaiser highlighted the changes to a number of projects which had been re-phased, as shown in Appendix B to the report, amounting to £105m. It was noted that these projects were not being cancelled at this stage but were, basically, being deferred.

With regard to the recyclability of the "hessian" sacks Councillor Jorgensen stated that she believed that polypropylene was recyclable. In addition Councillor Kaiser believed that the rubber weights utilised in the sacks were also 100% recyclable and that parts of the bags were actually made from material that had been previously recycled.

Councillor Kaiser also highlighted the additional £600k funding for the development of Dinton Pastures Activity Centre.

RESOLVED that:

1) it be noted that the Council's Capital Programme will continue to be reviewed throughout the year in the context of the impact of Covid-19 on funding sources and service requirements, and that any changes will be presented to Executive for approval;

2) the proposed re-phasing to parts of the Capital Programme following the 'in-year' review including the impact of Covid-19, as set out in Appendix B, be approved;

3) £600k additional budget funded by borrowing for the Dinton Pastures Activity Centre (DAC), for changes necessitated as an outcome of public consultations and planning requirements be approved. The cost of borrowing estimated at £27k p.a. will be covered from expected additional incomes generated by the new activity centre, as set out in paragraph 6 of the Executive Summary of the report;

4) a reduction of the Schools Devolved Formula grant budget in the capital programme to £302k, due to the Council receiving £87k less than originally budgeted, as set out in paragraph 7 of the Executive Summary, be noted;

5) borrowing of £288k for the purchase of hessian sacks which will have the effect of increasing recycling levels and generating a beneficial financial impact far in excess of the cost of borrowing, as set out in paragraph 8 of the Executive Summary, be approved;

6) it be noted that consultants will be engaged within existing budgets to review the noise levels and options with regards to recent major resurfacing works, as set out in paragraph 9 of the Executive Summary;

7) the quarter one position for the capital budgets, as set out in Appendix A to the report as summarised in the Executive Summary, be noted.

Call-In Details
In line with the Council's Constitution, the Executive decisions relating to sections of the Capital Monitoring Report have been Called-In by five non-Executive Members – Councillors Bishop-Firth, Conway, Ferris, Jones (Lead Member) and Imogen Shepherd-Dubey.

Details of the Call-In are set out below.

In relation to the Executive decisions (above) we believe that items 2, 3 and 5 should be Called IN for the following reasons:

Item 2 - There has been no scrutiny of this rescheduling. We do not know what impact on Council services will be or if any of the costs are likely to increase due to any delay. The decision making behind this re-phasing, should be reviewed by OSMC.

Item 3 - There is no mention of what changes are being made? There is no business case and reports on how this money is to be spent. Where is the decision to make these changes to the project? Why has this not been bought forward for scrutiny and for a decision?

Item 5 - How can this money be agreed if there has been no decision to change the waste collection process? Where is the report and the business case? Where is the scrutiny? There is a need to examine the choices and agree the change, before agreeing to spend money.

Decision Making Principles
Section 6.3.29 of the Constitution states that all decisions of the Council will be made in accordance with the following principles:

a) proportionality (i.e. the action must be proportionate to the desired outcome);

b) due consultation and the taking of professional advice from Officers;

c) human rights will be respected and considered at an early stage in the decision making process;

d) a presumption in favour of openness;

e) clarity of aims and desired outcomes; and

f) when decisions are taken by the Executive, details of the options which were taken into account and the reasons for the decision will be recorded.

The Call-In is submitted on the basis that:

- Item 2 has failed under principles d, e & f;
- Item 3 has failed under principles d, e & f;
- Item 5 has failed under principles b, d, e & f

Call-In Procedure
The procedure to be followed at the Call-In meeting is as follows:

- The O&S Chairman explains the purpose and structure of the meeting;
- One of the five Members who called-in the decision outlines their reasons;
- Witnesses can be called as necessary and can make a short presentation to the Committee;
- Members of the Committee can ask questions of witnesses;
- The relevant Executive Member/Director responds to the points made in the Call-In;
- Witnesses can be called as necessary and can make a short presentation to the Committee;
- Members of the Committee can ask questions of the witnesses;
- The Committee draws its conclusions and decides whether to confirm the Executive's decisions or recommend that the Executive reconsiders.

The Overview and Scrutiny Management Committee cannot overturn the decisions subject to Call-In. If the Committee has concerns, it can refer the decision back to the Executive for further consideration, with any recommendations the Committee has agreed. If the decisions are referred back, the Executive should carry out the reconsideration within 20 working days.

Questions at the Executive
The following questions were asked at the Executive on 30 July 2020:

Public Question
Alan Winter asked the Executive Member for Environment and Leisure:

Question
In agenda item 8, you've described the proposed new recycling sacks as being made of 'hessian'. Can you reassure residents who are concerned about the environmental

impact and guarantee that the hessian bags will be made of natural, recyclable material and not actually made of plastic?

Answer
I can confirm that these types of sacks have been generically called 'hessian' but in fact are made from woven polypropylene fibre with a light plastic coating to ensure resistance to moisture. They are though reusable and can last up to 5 years and so they are not a single plastic use. We will though be investigating the possibility of having them recycled when they are no longer usable.

Supplementary Question
So basically they are not hessian, which is of a natural material, they are made of polypropylene. Firstly can you stop using the term hessian bags as that is entirely misleading and wrong and secondly the continued use of plastic sacks is very disappointing given last week's Council motion on trying to reduce the use of plastics by the Council.

Can I ask, has the level of carbon emissions from the sacks been considered in the decision to change the sacks rather than boxes or has that decision been purely about saving money?

Supplementary Answer
Question number 1 – yes you are absolutely right I have asked for the word 'hessian' to be removed from all the publicity material in the future. These bags use a small amount of plastic and that is on the outside to keep the moisture out and that is the sole intention of these things to actually keep our paper and card dry because wet waste gets rejected and costs us a lot of money to actually process. These bags are not really plastic they are polypropylene.

With regard to the question you asked about the carbon emissions there is hardly any plastic in there and I am advised that we will investigate the possibility of having them recycled when they are no longer used.

Member Questions:
Andy Croy asked the Executive Member for Environment and Leisure:

Question
Regarding Agenda item 8. Manufacturers of kerbside recycling bags to protect paper and cardboard from water also provide elasticated covers to black bins which also protect the contents from water. For example:
https://sackmaker.com/kerbside-recycling-sacks.html

Why have we opted for an expensive full replacement of the black bins when the same result could more quickly and more cheaply be achieved by providing elasticated covers?

Answer
The Council must find a solution to prevent recycling getting wet as this is impacting on the Borough's recycling rates and causing significant environmental and financial cost to the Council.

The Council has commissioned a leading waste consultancy to consider options for a solution to this issue which include the option of elasticated covers for black bins. This will be reported at the Executive on 24th September. The MTFP report to this Executive secures funding for a solution that will be recommended to the September meeting. Elasticated covers have been considered as an option but do not represent a holistic solution in terms of resilience to weather and becoming detached from the vessel/ box.

Clive Jones asked the Executive Member for Environment and Leisure:
Question
The proposal to use hessian sacks has come to the Executive as part of an update on the MTFP. Can you explain why this has not come to the Executive as an item in its own right with a full business case attached?"

Answer
Changes in the world market for recycled material have meant that wet paper and card is no longer being accepted by recycling plants and this is impacting on the Borough's recycling rates and causing significant environmental and financial cost to the Council. The Council must therefore find a solution to prevent this recycling getting wet. The financial report being considered by this Executive meeting secures funding for a solution to this issue. A further update report will be presented by the Executive on 24th September.

Imogen Shepherd-Dubey asked the Executive Member for Finance and Housing:
Question
Looking at the Capital Monitoring Report there is a quantity of £105M re-phased to later years.

Please can you explain what exactly will be impacted by this deferral?

Answer
The detailed schedule of re-phasing is shown on page 64 of this Agenda. The impact of this is that schemes are progressed in a way that minimises our financial risk with regards to ensuring we have the resources secured to fund them, and it ensures the timing of the investment is better aligned to the service need. This approach is part of our strong overall financial management and entirely necessary in the context of the financial challenges we currently face as a result of Covid-19.

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION
The Council faces severe funding pressures, particularly in the face of the COVID-19 crisis. It is therefore imperative that Council resources are focused on the vulnerable and on its highest priorities.

	How much will it Cost/ (Save)	Is there sufficient funding – if not quantify the Shortfall	Revenue or Capital?
Current Financial Year (Year 1)	0	N/A	N/A
Next Financial Year (Year 2)	0	N/A	N/A
Following Financial Year (Year 3)	0	N/A	N/A

Other Financial Information
None

Public Sector Equality Duty
Considered as part of the Executive report

List of Background Papers
Executive report – 30 July 2020

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Annex A

TITLE	**Capital Monitoring 2020/21 - end of June 2020**
FOR CONSIDERATION BY	The Executive on Thursday, 30 July 2020
WARD	None Specific;
LEAD OFFICER	Deputy Chief Executive - Graham Ebers

PURPOSE OF REPORT (INC STRATEGIC OUTCOMES)

Effective use of our capital resources to meet the Council Plan investment priorities, and delivering value for money for residents.

RECOMMENDATION

The Executive is asked to:

1) note that the Council's Capital Programme will continue to be reviewed throughout the year in the context of the impact of Covid-19 on funding sources and service requirements, and that any changes will be presented to Executive for approval;

2) approve the proposed rephasing to parts of the Capital Programme following the 'in-year' review including the impact of Covid-19, as set out in Appendix B;

3) approve £600k additional budget funded by borrowing for the Dinton Pastures Activity Centre (DAC), for changes necessitated as an outcome of public consultations and planning requirements. The cost of borrowing estimated at £27k p.a. will be covered from expected additional incomes generated by the new activity centre, as set out in paragraph 6 of the Executive Summary of the report;

4) note a reduction of the Schools Devolved Formula grant budget in the capital programme to £302k, due to the Council receiving £87k less than originally budgeted, as set out in paragraph 7 of the Executive Summary;

5) to approve borrowing of £288k for the purchase of hessian sacks which will have the effect of increasing recycling levels and generating a beneficial financial impact far in excess of the cost of borrowing, as set out in paragraph 8 of the Executive Summary;

6) to note that consultants will be engaged within existing budgets to review the noise levels and options with regards to recent major resurfacing works, as set out in paragraph 9 of the Executive Summary;

7) note the quarter one position for the capital budgets as set out in Appendix A to the report as summarised in the Executive Summary.

EXECUTIVE SUMMARY

1. This report informs the Executive of the progress of the Council in delivering its capital programme for the financial year 2020/21. The Executive have previously agreed to consider Capital Monitoring Reports on a quarterly basis and this report highlights the capital monitoring as at the end of the first quarter of the financial year (30th June 2020).

2. The Covid-19 pandemic has had an unprecedented impact on the Council's finances, in terms of both its revenue and capital resources. It is therefore essential that the capital programme is closely reviewed to assess the assuredness of funding sources and if there have been any changes in service requirements. The Council on the other hand must recognise that capital investment will play an important role in local and regional recovery from the impact of the crisis.

3. The Council's finance service has conducted a review of the programme to identify rephasing of projects match expected delivery. This is carried out every year, but now with extra emphasis on the impact of the Covid-19 pandemic on both the delivery of projects but more importantly any delays in the funding streams (for example developer contributions). It is essential to point out that projects identified are deferring either the start of the project or the commencement of the main works element of the project. The review has identified **£105.4 million** of rephasing and this is summarised below; a full list of the projects is at Appendix B and Executive is asked to approve the rephasing of these projects.

Projects rephased due to Covid-19	Other projects rephased
£20.7 million	£84.7 million

4. The programme will continue to be monitored and reviewed throughout the financial year and any further rephasing will be notified to Executive for approval.

Capital Monitoring Forecast Outturn Position for 2020/21 (as at 30.06.20):-

	£'million
Capital Programme approved at Council (Feb 2020)	157.3
Budget rephased from prior years (existing projects)	157.1
Capital Approved Budget	**314.4**
Budget rephased to later years	105.4
Working capital programme	**209.0**
Recommendations:-	
Schools Devolved Formula – reduction in grant	(.087)
Dinton Activity Centre – additional budget	.6
Hessian sacks – additional budget	.288
Revised capital working programme for 2020/21	**209.8**
Forecast variances to the programme (see below)	0.0

Further information can be found in Appendix A.

5. As at 30 June 2020, the project managers are predicting that the revised programme (after re-phasing) will spend as per the working budgets, with no variances forecast at this point of the year.

6. The Dinton Pastures Activity Centre (DAC) project is facing a shortfall in budget of £600,000 caused by changes to the final works that have become necessary following the outcome of public consultations and planning requirements. It is anticipated that this will be funded by external borrowing, the cost of which (both principal and interest) will be met from additional income generated for the new activity centre. Executive is asked to approve a supplementary estimate for the budget and to note the corresponding increase in the borrowing requirement.

7. The Schools' Devolved Formula grant funding from the DfE is £87,000 less than originally budgeted in the capital programme reported in February. As there is no approval to make up this shortfall from Council funded balances, the original budget of £389,000 has been reduced to £302,000 accordingly to match the funding shortfall.

8. Changing global paper markets have created an increasingly restrictive approach towards wet waste. This emerging issue together with the Council's commitment towards higher recycling targets (consistent with its Climate Emergency declaration) makes it is necessary to replace the current open black plastic boxes with sealable hessian sacks. The annual costs of the new sacks and an extra vehicle and crew to maintain existing collection standards with a sealable sack receptacle is estimated at £295k p.a. The financial benefit arising from increased recycling and reduced disposal costs, as a result of this initiative, is estimated at £698k p.a. There would therefore be a net saving of £403k p.a.

9. Study research will be commissioned to consider issues and options around noise levels on A33, in response to concerns raised by local residents.

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION
The Council faces severe funding pressures, particularly in the face of the COVID-19 crisis. It is therefore imperative that Council resources are focused on the vulnerable and on its highest priorities.

	How much will it Cost/ (Save)	Is there sufficient funding – if not quantify the Shortfall	Revenue or Capital?
Current Financial Year (Year 1)	£209.8 m	Yes	Capital
Next Financial Year (Year 2)	£105.4 m	Yes	Capital
Following Financial Year (Year 3)	Not yet formulated	Yes	Capital

Other Financial Information
None

Stakeholder Considerations and Consultation
Stakeholders should be reassured of the effective management of the council's resources.

Public Sector Equality Duty
An equalities income assessment is not required for this report.

Climate Emergency – *This Council has declared a climate emergency and is committed 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*
Supplementary estimate for Dinton Pastures Activity Centre will enable the undertaking on an additional climate emergency project to enable the new building to be carbon neutral.

List of Background Papers
Appendix A: Capital Monitoring Summary Report to June 2020. Appendix B: List of proposed rephasing of projects

Contact James Sandford	**Service** Business Services
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CAPITAL MONITORING REPORT June 2020

Directorate	Current Approved Budget	PROVISIONAL SPLIT: Current Approved Budget is split into: Current Year (Yr 1)	Next Year (Yr 2)	Analysis of Current Year (Yr 1): Current Forecast	Carry Forward	(Under) / Overspend	Comments
	£,000	£,000	£,000	£,000	£,000	£,000	
Notes	*1*	*2*	*2*	*3*	*4*	*5*	*6*
Adult Social Care & Health	10,284	5,574	4,710	5,574	0	0	**Variance:** Investigating £306k potential saving in Adult Social Care Schemes including £302k in Connected Care **Year 2 Profile:** £3.725m Older People's Dementia Home - Adult Social Care focus is currently Covid19 therefore these works are to commence later in the year, with appointment of design & build contractor to prepare the full planning application.
Children's Services	33,966	22,938	11,029	22,938	0	0	**Year 2 Profile:** £3.3m Basic Needs Primary Programme - projected one year expansion for Reception capacity in Woodley has been contained within existing school capacities, £5.54m Arborfield & Matthews Green Primary schools - Project delays although, enabling works ongoing, foundation and drainage works commenced, early order for steel raised, main contracts imminent.
Communities, Insight & Change	2,715	2,470	245	2,470	0	0	**Year 2 Profile**: None material
Place & Growth	138,219	87,674	50,545	87,674	0	0	**Variance:** Requested to Fund £600k overspend on Dinton Activity Centre (as per recommendation note 3 of report), fully funded by borrowing covered from expected additional incomes generated by the new activity centre, due to changes necessitated as an outcome of public consultations and planning requirements. Investigating potential £69k Right To Buy saving on Tape Lane, Hurst redevelopment - Scheme completed last financial year but Final Account to be confirmed **Year 2 Profile:** £9.85m Land Acquisition for Major Road Schemes, £6.42m Nine Mile Ride Extension - delivery is behind programme as it has been moved back into SCAPE contract, Possibility this budget may be swapped with other accelerated SCAPE projects depending on agreements and approval, to be confirmed, £4.8m Great Crested Newt (GCN) District Level Licence - The Council will become a district level licence holder and will need to create compensation ponds in advance of the scheme being opened for applications, but licence is not yet agreed and the pond creation will more likely occur in 2021/22, £4.2m Purchase of council houses - Right To Buy targets have been met for current financial year and due to market uncertainty as a result of Covid-19, will now only purchase properties to meet specific needs, £2.8m Bridge Strengthening - Early Station Footbridge, issues with underground (high pressure gas) services, will need further design, expecting preliminary works this financial year., £2.3m Toutley Highways Depot Modernisation - Reprofiled to spend £3m in 2021/22 with anticipated completion is late 2021, £2m Payment of commuted sum to WHL - Based on projected schemes due to complete this financial year, £1.78m Greenways - Coombes Route - 2.1 km of surfacing and design of bridge plus associated costs this year with the remainder not required until 2021/22, £1.5m Gorse Ride Regeneration (Phase 2) - Consultation stage and demolishing of properties by end of 2020/21 but construction not likely to start until next year.
Resources & Assets	129,204	90,365	38,840	90,365	0	0	**Year 2 Profile:** £17.5m Strategic property, commercial and residential assets and £2.9m Strategic residential portfolio - Due to development constraints during Covid19, unlikely to ramp up quickly enough in year to deliver completed housing units for purchase, majority actual spend likely to be in 2021/2 and 2022/3, £13.8m Carnival Pool Area Redevelopment - Profile reflects current anticipated spend costs for leisure centre, library and residential block for 2020/21, Leisure centre & library contract signed, procurement of residential contractor will start later this year with construction starting at end of 2020/21, £1.5m Renewable Energy Infrastructure projects - Spend rate dependant on consultants report due this year.
Total	**314,388**	**209,019**	**105,369**	**209,019**	**0**	**0**	

Notes

1) Current approved budget is made up of approved budget through the MTFP plus additional budget approved in year.
2) Current approved budget has been reviewed to include the impact of the Covid-19 pandemic. The first review has been completed and will continue throughout the year.
3) Current forecast is estimated spend in year against current year budget.
4) Carry forwards are slippage into later years of the programme. This will also include acceleration of projects when approved projects for later years can commence earlier than originally envisaged. Any slippage and/or acceleration are subject to Executive approval
5) (Under) / Overspend is the current year forecast plus carry forward less current year budget
6) Year 2 Profile is how much of the Current Approved Budget will move into the next financial year. This delay in delivery may be the result of normal project issues, (for example, changes in scope, tender, planning or design issues), or directly due to the Covid-19 impact, (such as social distancing impact, material or resourcing shortages).

Please note when a negative number is shown in the Proposed Carry Forward this shows that the schemes expenditure has accelerated from the original profile of spend

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Appendix B - Approval for Year 2 Profiling

Service	Scheme	Additional Description	All rephasing £	COVID Rephasing £
Adult Social Care & Health	Older People's Dementia Home		3,725,000	931,250
Adult Social Care & Health	Day service provision for the physically disabled		335,000	
Adult Social Care & Health	Mosaic Modernisation and Reimplementation	Upgrade to the business application which underpins the Adult and Children's social care	300,000	
Adult Social Care & Health	Extra care/Enhanced sheltered housing		250,000	
Adult Social Care & Health	Learning Disability Outreach and Overnight Respite Centre		100,000	
Adult Social Care & Health	***Total***		***4,710,000***	***931,250***
Children's Services	Basic Needs Primary Programme	Extension/new build projects for additional school plac	3,327,458	
Children's Services	Primary strategy- Matthews Green	New build project to provide additional school places	3,000,000	
Children's Services	Primary strategy - Arborfield / Barkham Primary school	New build project to provide additional school places	2,000,000	
Children's Services	Primary strategy - Spencer's Wood Primary School	New build	462,000	
Children's Services	Primary strategy- Matthews Green FFE	Fixtures, Fittings & Equipment for new build project	312,500	
Children's Services	Sixth Form Expansion	Feasability for additional sixth form places	250,000	
Children's Services	Primary strategy - Arborfield / Barkham Primary school ffe	New build project to provide additional school places	225,000	
Children's Services	New Secondary School in South-West (Arborfield)		209,960	
Children's Services	Primary strategy - Spencer's Wood Primary School FFE	Fixtures, Fittings & Equipment for new build project	200,000	
Children's Services	Primary strategy - Highwood Primary school	Future School places	133,830	
Children's Services	New Secondary School in South-West (Arborfield) - revenue costs (NNDR, Utilities, R+M)		96,915	
Children's Services	Emmbrook Comp Sch - Unallocated Devolved		54,248	
Children's Services	Primary strategy- South West New School		47,500	
Children's Services	Schools Devolved Formula	Specific government grant to carry out capital works, co	43,522	
Children's Services	Hillside Pri. Sch - Unallocated Devolved		42,539	
Children's Services	Primary strategy - Loddon Primary school	return to Basic Need Pot & CFWD for future basic Need	39,254	
Children's Services	Wescott Inf. Sch - Unallocated Devolved		37,576	
Children's Services	St Pauls CE Jnr. Sch - Unallocated Devolved		36,853	
Children's Services	South Lake Pri. Sch - Unallocated Devolved		32,480	
Children's Services	Robert Piggott CE Inf. Sch - Unallocated Devolved		29,739	
Children's Services	Bulmershe Comp Sch - Unallocated Devolved		29,585	
Children's Services	Loddon Pri. School - Unallocated Devolved		26,600	
Children's Services	Willow Bank Inf. Sch - Unallocated Devolved		24,325	
Children's Services	Northern Academy - toilet refurbishment		23,000	
Children's Services	Gorse Ride Jnr. Sch - Unallocated Devolved		21,879	
Children's Services	Addington - Unallocated Devolved		21,359	
Children's Services	Colleton Pri. Sch - Unallocated Devolved		21,207	
Children's Services	Winnersh Pri. Sch - Unallocated Devolved		19,698	
Children's Services	Lambs Lane Pri. Sch - Unallocated Devolved		18,262	
Children's Services	Keep Hatch Pri. School - Unallocated Devolved		17,416	
Children's Services	Foundry College - Unallocated Devolved		17,233	
Children's Services	Emmbrook Inf. Sch - Unallocated Devolved		16,752	
Children's Services	Polehampton Inf. Sch - Unallocated Devolved		14,361	
Children's Services	Gorse Ride Inf. Sch - Unallocated Devolved		13,506	
Children's Services	Hawthorns Pri. Sch - Unallocated Devolved		13,055	
Children's Services	Bearwood Pri. Sch - Unallocated Devolved		12,795	
Children's Services	Robert Piggott CE Jnr. Sch - Unallocated Devolved		12,600	
Children's Services	The Ambleside Centre - Unallocated Devolved		12,432	
Children's Services	Radstock Lane Pri. Sch - Unallocated Devolved		12,276	
Children's Services	Farley Hill Pri. Sch - Unallocated Devolved		11,110	
Children's Services	Aldryngton Pri. Sch - Unallocated Devolved		10,866	
Children's Services	Rivermead Pri. Sch - Unallocated Devolved		10,493	
Children's Services	Hawkedon Pri. Sch - Unallocated Devolved		9,755	
Children's Services	Westende Jnr. Sch - Unallocated Devolved		9,359	
Children's Services	Woodley CE Pri. Sch - Unallocated Devolved		9,107	
Children's Services	Willow Bank Jnr. Sch - Unallocated Devolved		7,692	
Children's Services	Walter Inf. Sch - Unallocated Devolved		6,766	
Children's Services	Emmbrook Jnr. Sch - Unallocated Devolved		5,410	
Children's Services	Highwood Pri. - Unallocated Devolved		4,670	
Children's Services	Whiteknights Pri. Sch - Unallocated Devolved		4,521	
Children's Services	Berkshire Adolescent Unit - Unallocated Devolved		4,305	
Children's Services	Polehampton Jnr. Sch - Unallocated Devolved		3,339	
Children's Services	Shinfield Inf. Sch - Unallocated Devolved		1,727	
Children's Services	***Total***		***11,028,829***	***0***
Communities, Insight & Change	Laptop Refresh		100,000	100,000
Communities, Insight & Change	New Server room at Waterford House		75,000	
Communities, Insight & Change	Replacement of the fundamental operating system for CRM/Workflow		50,000	
Communities, Insight & Change	Optalis IT Kit Windows 10 upgrade		20,000	20,000
Communities, Insight & Change	***Total***		***245,000***	***120,000***
Place & Growth	Land Acquisition for Major Road Schemes		9,856,309	
Place & Growth	Nine Mile Ride Extension		6,419,000	
Place & Growth	GCN District Level Licence	Great Crested Newt conservation	4,800,000	
Place & Growth	Purchase of council houses HRA		3,489,763	
Place & Growth	Bridge Strengthening		2,796,743	
Place & Growth	Toutley Highways Depot Modernisation		2,331,460	
Place & Growth	Payment of commuted sum to WHL		2,041,210	
Place & Growth	Gorse Ride Regeneration (Phase 2 & 3)		1,500,000	
Place & Growth	California Crossroads		1,280,000	
Place & Growth	Greenways	Development of traffic free multi-user routes	1,170,892	
Place & Growth	Housing (Tenants Services)	Enhancement of Council's housing stock	1,000,000	1,000,000
Place & Growth	Arborfield Bypass - Land Acquisition		936,655	
Place & Growth	Shinfield SDL Community Centre		865,999	

Service	Scheme	Additional Description	All rephasing £	COVID Rephasing £
Place & Growth	Transport corridor improvements - Shepherds Hill to TVP P&R		850,000	
Place & Growth	Lower Earley Way Dualling - SCAPE WMH Contract		808,028	
Place & Growth	Purchase of council houses		717,320	
Place & Growth	Denmark Street Environmental Improvements	Highway & path improvements	701,316	
Place & Growth	Highway Infrastructure Flood Alleviation Schemes		700,000	
Place & Growth	Coppid Beech Park and Ride		700,000	
Place & Growth	Public Rights of Way Network		671,919	
Place & Growth	Completed Road Schemes Retention		640,740	
Place & Growth	Greenways	Development of traffic free multi-user routes	610,000	
Place & Growth	Strengthening Approach Embankments to Bridges		600,000	
Place & Growth	Gypsy, Roma, Traveller (GRT) Additional Pitches		600,000	
Place & Growth	Sports Provision Across the Borough		590,000	
Place & Growth	Self-Build Project		550,000	
Place & Growth	Borough Wide Non SDL Play Area Enhancement Project		530,000	
Place & Growth	Cantley Park Destination Play Area Project		495,000	
Place & Growth	Temporary Accommodation Improvement Works at Grovelands Park (Non HRA assets)	Improvement Works at Grovelands Park	450,000	450,000
Place & Growth	Matthews Green Sch/Community Centre feasibility	New build project to provide additional school places	380,049	
Place & Growth	Structures VRS 2020-21	Vehicle Road Restraint System	250,000	
Place & Growth	Mandatory disabled facility grants	Adapting the homes of people with disabilities to enable them to live independently at home.	230,000	230,000
Place & Growth	Library Offer	New Library provision	177,563	
Place & Growth	Safety / Crash Barriers		175,334	
Place & Growth	Street Lighting - LED Project		138,485	
Place & Growth	Montague Park Community Facility		125,000	125,000
Place & Growth	Barkham Bridge - Land Acquisition		112,088	
Place & Growth	Coppid Beech Northbound on-slip widening		110,978	
Place & Growth	Non SDL Play Area Enhancement Project		41,250	
Place & Growth	Woodley Library - Library Offer Phase 1		35,696	
Place & Growth	Street lighting column structural testing - Structural safety testing of street lighting columns		20,000	
Place & Growth	Lower Earley Way Dualling - Utilities WMH Contract		18,852	
Place & Growth	Purchase of council houses - 86 Patten Ash		7,539	
Place & Growth	Purchase of council houses - 112 Ashridge Road		5,221	
Place & Growth	Purchase of Council Houses - 27b Pennfields		4,712	
Place & Growth	Purchase of council houses - 68 Arnett Avenue		4,276	
Place & Growth	Wokingham Town Centre Environmental Improvements (Highways Works) Phase 1 town Square		2,088	
Place & Growth	Purchase of council houses - 60 Arnett Ave		1,127	
Place & Growth	Purchase of council houses - 87 Arnett Avenue		1,015	
Place & Growth	Purchase of council houses - 84 Chatsworth Avenue		956	
Place & Growth	Purchase of council houses - 52 Ashridge Road		606	
Place & Growth	***Total***		***50,545,187***	***1,805,000***
Resources & Assets	Strategic Property and Commercial Assets -2020	Purchase of Commercial Assets	17,500,000	10,500,000
Resources & Assets	Carnival Pool Area Redevelopment		12,765,280	3,653,820
Resources & Assets	Strategic residential portfolio	Purchase of Residential Assets	2,917,000	1,750,200
Resources & Assets	Renewable Energy Infrastructure projects	Renewable energy generation	1,500,000	
Resources & Assets	Bulmershe swimming pool/Leisure centre - New build		1,401,709	1,401,709
Resources & Assets	Town Centre Regeneration - Strategic Acquisition Sites		714,000	
Resources & Assets	Construction of leisure centre and library	Carnival Pool Regeneration	577,870	577,870
Resources & Assets	Ex M & S Site - Lettings	Work to achieve Lettings of Refurbished M&S site	500,000	
Resources & Assets	Alexander House (AXA) House (WTCR) Refurbishment		359,595	
Resources & Assets	Leisure Centre Fit Out	Carnival Pool Regeneration	200,000	
Resources & Assets	Library Fit Out		150,000	
Resources & Assets	Re-Roofing Waterford House & Chimney repairs		112,500	
Resources & Assets	Town Centre Regeneration - Carnival Pool Feasibility, Planning & Phase 2 works	Non-construction	99,124	
Resources & Assets	Investment Fund - General project costs		42,500	
Resources & Assets	***Total***		***38,839,578***	***17,883,599***
Total			**105,368,594**	**20,739,849**

TITLE	**Provision of reusable sacks for dry recycling: CALL-IN RESPONSE**
FOR CONSIDERATION BY	Overview and Scrutiny Management Committee on 26th August 2020
WARD	All
DIRECTOR	Chris Traill, Director of Place and Growth

OUTCOME / BENEFITS TO THE COMMUNITY

Due to global market conditions, contaminated wet card and paper is being rejected and therefore, the Council must implement an alternative to the current recycling boxes that enable recycling material to get wet as a result of their open nature. It is estimated that wet waste will cost the Council £600k a year.

Following extensive research and testing, waterproof reusable sacks have been identified as the most appropriate solution to maximise recycling in line with Council's Climate Emergency Agenda and to prevent financial loss due to reduced recycling. Waterproof reusable sacks represent the best option to address wet waste and have the lowest implementation and running costs of all the options considered.

Benefits to the community also include:-

- Recovering 6% of recycling lost due to wet waste
- Additional 20 litres of recycling capacity (based on 2 sacks residents are welcome to more)
- 1.5% additional more recycling will be collected through this new receptacle due to increased capacity and resident awareness
- Sealable sacks will reduce blown litter when boxes are presented on collection day.

RECOMMENDATION

That the Overview & Scrutiny Management Committee uphold the decision of the Executive Committee.

SUMMARY OF REPORT

The decision to challenge the purchase and implementation of these sacks has been called-in by five non-Executive elected Members.

This report provides clarification on the points raised within the call-in.

Background

Waste and recycling services are a statutory key service which every resident uses. In Wokingham Borough, this service has proved to be a successful and well managed evidenced by over 50% of waste being recycled in the Borough in 2019/20 as compared to 40% in 2018/19. The roll-out of the food waste service has contributed greatly to this success and it is evident that resident's engagement in recycling is high and should be encouraged.

The WBC Climate Emergency action plan has challenging targets to achieve (70% recycling rate by 2030 and 100% target by 2050) and every item of recyclable material counts towards these goals. In addition to recovering 6% of wet paper being lost to wet waste, the proposed waterproof sacks will enable an additional 1.5% of recycling due to the extra capacity. This will add approximately more 5,000 tonnes of recycled material (equating to 262.8 tCO2e).

The pressure of worldwide markets, where the UK's recyclable material goes for reprocessing, has seen a rapid change in quality acceptance criteria over the past year. Televised documentaries, changes in local and regional economies, changes to packaging as well as a drive to deal with waste within individual countries has led to a market which can be selective as to what it wants. This has affected material flows globally and the clear message is for collected recyclable material to be high quality in terms of no moisture and no contamination.

Due to the change of acceptance criteria by the recycling reprocessors, the material in the current open recycling boxes has been adversely impacted. From October 2019 to March 2020 approximately 3,000 tonnes of material had to be sent to the energy from waste plant as this was too wet to recycle. The cost of this amounted to c.£386,000 and it is projected that for a full financial year, over 4,000 tonnes of recycling could be lost with an estimated cost in the region of £600,000 per annum, reducing the recycling rate by 6%.

Over the past three months, a full options appraisal (attached) has been undertaken to determine the best practicable receptacle to use to address the problem of wet waste due to the open nature of the Council's current black boxes. Through this appraisal and in assessing the options available, significant emphasis has been placed on the outcome of the 2017 market testing exercise undertaken by the Council that was overseen by a cross-party task and finish group. This has been to ensure that those key elements of the waste and recycling service that residents feel are important are retained though any change. In assessing the options, officers have researched other Councils' containers and compared criteria including price, health and safety, longevity and carbon impact. The options have been developed and tested in conjunction with the Council's contractors to ensure that the chosen option is implementable and fit for purpose. Through this analysis it has been established that waterproof, reusable sacks were the best option to use.

It is clear from a resident, financial and environmental perspective that the implementation of the waterproof, reusable and sealable sacks is urgently required in order to avoid a further reduction of recycling and the associated costs. Failure to deliver this new system by the autumn and winter months will result in recyclable material going to the energy-from-waste plant which could have otherwise been recycled. As the autumn/winter period accounts for majority of the wet weather in the

UK, it is estimated the financial loss of material due to wet waste will amount to approximately between £13-14K per week and 1% recycling per month.

A Capital Monitoring report was submitted to Executive on 30 July 2020 and the Executive agreed the funding to purchase the sacks and implement this in Autumn 2020. This decision has now been called-in by five non-executive elected Members. Within the call-in and in line with the Council's constitution, the challenge has been made on the following grounds:

- Due consultation and the taking of professional advice from Officers (Ground b);
- A presumption in favour of openness (Ground d);
- Clarity of aims and desired outcomes (Ground e);
- Details of all options and reasons for decision have not been recorded (Ground f)

Analysis of Issues:

Below are the stated reasons for the Call-In and the Council's response to each:

Reasons:

Ground b) The decision has contravened Section 1.4.2 b) of the Council's constitution, in that due consultation and the taking of professional advice from officers has not occurred.

Response:

There has been consultation and options have been fully assessed by officers in advising the most appropriate solution to the wet waste issue. In 2017, Wokingham Borough Council undertook waste and recycling market testing to gain insight about resident views of the waste and recycling service and this was overseen by a cross party Task and Finish Group. 95% of respondent residents stated that it was important to increase recycling and reduce landfill and a further 97% stated that it was important to reduce the impact on our environment. This consultation also asked residents about the current service and approximately half of respondents said that they were happy with the current collection system. On this basis officers have continued to work on the continuous improvement of this service. The issue of wet waste has prompted consideration of the most waterproof option as well as customer desire for greater capacity to recycle more. Going forward there will be further consultation on longer term options towards the end of the current contract.

Significant work by has been undertaken to ensure the proposed option meets the required outcomes. This has involved engaging an external consultant to undertake a full appraisal of appropriate options that can be implemented as early as possible in the Autumn/Winter period. Officers informed and reviewed the extensive options appraisal, as well overseeing the process of testing these informed by their experience and knowledge of Wokingham's waste service. Officers have been integral to ensure the selected receptacle is cost-effective, will keep recyclable material dry and is durable.

Ground d) The decision has contravened Section 1.4.2 d) of the Council's constitution, in that openness has not been observed.

Response:

Transparency of the process has been undertaken in accordance with the Council's constitution. A full independent options appraisal report (Appendix 1) has been undertaken to determine the best practicable and financial short-term solution to the wet waste issue and this has been subsequently ratified by officers. The finance to enable this option to be implemented was included in the Capital and Revenue Monitoring Reports to the Council's Executive on 30th July 2020.

Ground e) The decision has contravened Section 1.4.2 e) of the Council's constitution, in that clarity of aims and desired outcomes has not been achieved.

Response:

The desired outcome is to find a cost-effective, practical solution that can be implemented as soon as possible in the Autumn to enable recycling material to remain dry so that it can be recycled.

The available effective short-term solutions were assessed through the consultant's options appraisal (see table below) and significant research with officer involvement has determined that waterproof reusable sacks are the best practicable and effective option to achieve the desired outcome. Introduction of waterproof sacks will enable the Council to address wet waste, increase the ability to recycle waste material, minimise the cost of recycling and maximise financial returns.

Category	Weighting	Considerations	Guide	1 Do nothing (baseline)	2 2 x loose lids per property for existing boxes	3 2 x weighted reusable sacks for all properties receiving a kerbside	4 2 x shower caps per property for existing boxes
Recycling performance	**40.0%**	Impact on recycling rate	Recycling rate for each option considering potential impacts on wet waste. Maximum recycling points added = 10 points, baseline = 0 points.	0.0	6.0	10.0	6.0
Financial	**30.0%**	Annual revenue impact (Best)	Annual revenue impact for each option, including the Baseline. Scored as deviation from the maximum (0 points) and minimum (10 points) annualised operational cost calculated for each option.	0.0	4.3	10.0	5.5
	30.0%	Annual revenue impact (Worst)	Annual revenue impact for each option, including the Baseline. Scored as deviation from the maximum (0 points) and minimum (10 points) annualised operational cost calculated for each option.	7.8	0.0	10.0	0.9
	10.0%	Capital cost (Best)	Cost of implementation, with the Baseline (Option 1) scoring the highest (10 points), and most costly option scoring 0.	10.0	0.5	0.0	5.2
	10.0%	Capital cost (Worst)	Cost of implementation, with the Baseline (Option 1) scoring the highest (10 points), and most costly option scoring 0.	10.0	0.0	3.4	1.5
Political + public acceptability	**10.0%**	Number / type of containers	Points system based on number and type of container, available capacity and communications required. See "Political and public acc.".	6.0	1.7	6.7	2.6
Health and safety	**5.0%**	Maximum weight possible	Weight of empty container plus full possible weight of contents based on average bulk density of comingled recycling. Heaviest scores 0, lightest scores 10.	10.0	9.2	0.0	5.3
Carbon impact	**2.5%**	Assessment of potential carbon (Best)	Points system based on impact of extra vehicle resource, and diversion of 'wet waste' to recycling. Baseline =5, with options scoring higher or lower in comparison.	5.0	7.0	9.0	7.0
	2.5%	Assessment of potential carbon (Worst)	Points system based on impact of extra vehicle resource, and diversion of 'wet waste' to recycling. Baseline =5, with options scoring higher or lower in comparison.	5.0	3.0	4.0	3.0
Equality impact assessment	**2.5%**	Potential to affect persons in the protected characteristics group	A high-level impact assessment of how each method of containment has the potential to affect persons in the protected characteristics groups. Baseline =5, with options scoring higher or lower in comparison.	5.0	4.0	6.0	4.5
			Best Case Total Score (unweighted):	**36.0**	**32.7**	**41.7**	**36.2**
			Best Case quantatitive assessment weighted score:	**2.3**	**4.6**	**8.0**	**5.4**
			Best Case quantatitive assessent rank:	**4**	**3**	**1**	**2**
			Worst Case Total Score (unweighted):	**43.8**	**23.9**	**40.1**	**23.8**
			Worst Case quantatitive assessment weighted score:	**4.7**	**3.2**	**8.3**	**3.5**
			Worst Case quantatitive assessent rank:	**2**	**4**	**1**	**3**

Ground f) The decision has contravened Section 1.4.2 f) of the Council's constitution, in that the details of all the options and reasons for the decision have not been recorded

Response:

A comprehensive report has been formulated by the external consultants and was fully appraised by officers. This informed the inclusion of the funding for the most appropriate solution to wet waste in the Revenue and Capital Monitoring Reports to the 30 July 2020 meeting of the Executive. The Council's waste and recycling service will not fundamentally change as a result of the introduction of the sacks. The methodology of weekly collections remains the same, the material that can be recycled will be unchanged, the days of collection will remain, and residents will present the waste as currently on the day of collection. The only change is that we will be asking residents to place their recycling in the waterproof reusable sacks and to seal these to keep the waste dry.

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION

The Council faces severe financial challenges over the coming years as a result of the austerity measures implemented by the Government and subsequent reductions to public sector funding. It is estimated that Wokingham Borough Council will be required to make budget reductions in excess of £20m over the next three years and all Executive decisions should be made in this context.

Other Financial Information:
Do nothing • To do nothing would result in a major budget loss which would amount to around £600k per annum. This is calculated though lost income (30%) and an increase of disposal costs (70%) (using Oct –Mar actuals of c.£400k) = £600kp.a **To implement waterproof reusable sacks** <u>*Cost of sack solution (two parts)*</u> *Part 1:* • Cost of sacks £288k for 5.5 years (£52k MRP + £8k interest) = £60k p.a. *Part 2:* • Cost of new vehicle and crew needed to compensate for the extra time taken to empty new receptacles (based on previous costs and depreciated over 5.5 years) = £235k p.a. (time difference is approximately 3 seconds per property which equates to 55 hours extra per week) Total = Sacks per annum = £60k (Part 1) and vehicle/crew = £235k (Part 2) = £295k p.a.

Benefit of sack solution

- The implementation of the sack solution will avoid (30%) increase disposal costs (70%) (using Oct –Mar actuals) of c.£400k or c.£600k for the full year which will impact the budget significantly.

- Increased recycling as a result of increased capacity of 1.5% = £98k p.a. income

Cost of sack solution

Therefore, the cost of implementing the sacks would be £295k p.a. – £98k p.a. = £197k cost per annum. However, this is a significant improvement relative to the likely position (see below) of c.£600k budget loss if nothing was changed.

Total net benefit of sacks

c.£600k – £295k (sack costs) + £98k (increased recycling due to awareness and increased capacity) = £403k

Benefit of sacks relative to open bins = + £403k per annum

Other financial information relevant to the Recommendation/Decision
None

Cross-Council Implications (how does this decision impact on other Council services, including properties and priorities?)
This decision will have minimal impact on other Council services

Reasons for considering the report in Part 2
N/A

List of Background Papers
None

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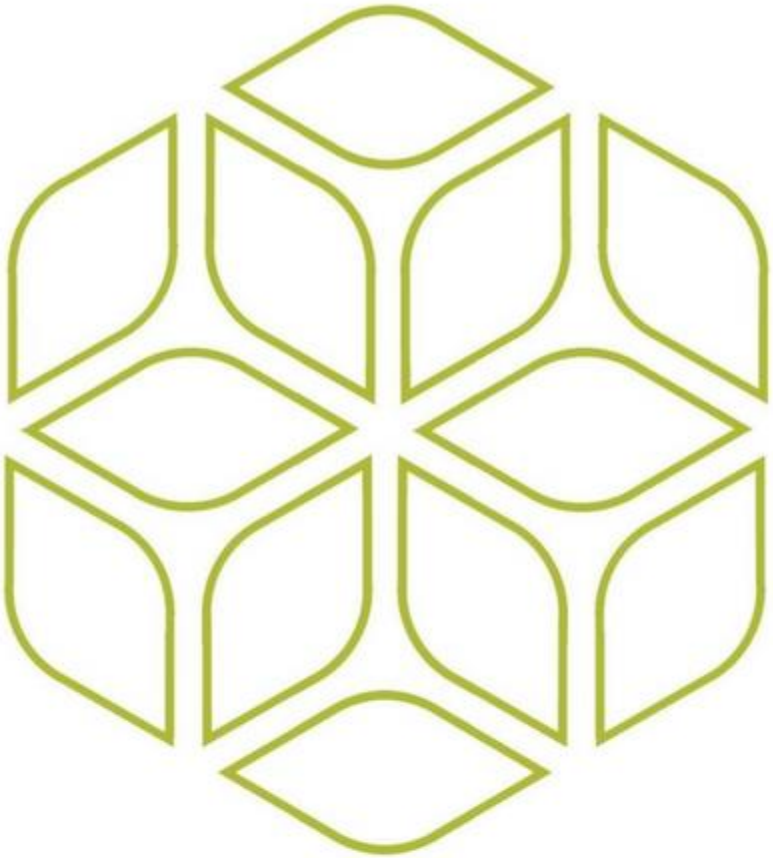
Date 17 August 2020	**Version No.** 1



Wet waste options appraisal

Wokingham Borough Council

July 2020

resourcefutures

Executive Summary

Wokingham Borough Council's (WBC) current recycling service performed well in the first two quarters of 2019/20 with a recycling rate of 55.49%[1]. In October 2019, the European end markets (where WBC recyclate is sent) introduced higher quality standards in response to the widespread global economic changes happening at that time. This resulted in significant proportions of WBC's paper and card being rejected, due to the high moisture content which lowered the quality of the material. Tonnage data for 2019/20, shows the annual recycling rate at 50.83% (a difference of 4.66% compared to the average for the first two quarters of the year). WBC has a 70% recycling rate Climate Emergency target to meet by 2030 (and 100% target by 2050) and this reduction in recycling rate severely affects the council's progress in meeting this target. The wet waste issue also increased disposal costs in the region of £368,000 in 2019/20.

WBC is rightly concerned about this issue and a solution is required which can be implemented in readiness for inclement weather arriving in Autumn 2020.

Research indicated that there are nine different methods that local authorities use for ensuring recyclable material is kept dry. For the immediate term, these solutions are:

- Weighted reusable sacks;
- Non-weighted reusable sacks;
- Hinged lids on kerbside boxes;
- Loose lids on kerbside boxes;
- Shower-caps (bonnets), tied to the handle of the kerbside box; and
- Single use disposable sacks.

And in the medium term:

- Wheeled bins;
- Wheeled bins with a separate container inside; and
- Trollibocs (stackable kerbside boxes).

The option of using non-weighted reusable sacks for all recyclate was discounted due to there being no containment available to contain the sacks in following collection, resulting in empty bags being left at the mercy of the weather.

Research identified that the hinged lidded box option only had a capacity of 40 litres. Compared to the 55 litres of the existing kerbside box, the reduction in capacity resulted in this option being discounted.

Single use disposable sacks to contain paper and card was also discounted as an option, based on the negative environmental impacts implementing this solution would bring.

Using the findings from the desktop study, the following options were identified for appraisal for all non-flatted properties currently receiving a kerbside recycling collection service using two kerbside boxes:

- **Option 1:** Do nothing
- **Option 2:** Two loose lids per property for the two existing kerbside boxes
- **Option 3:** Two weighted reusable sacks per property, no kerbside boxes used

[1] Figure taken from an average of Q1 and Q2 2019/20 tonnage data figures from WBC Options Appraisal for Wet Paper MS Excel document

- **Option 4:** Two shower caps per property for the two existing kerbside boxes

The table below provides the results of the appraisal for each option:

Category	Weighting	Considerations	Guide	1	2	3	4
				Do nothing (baseline)	2 x loose lids per property for existing boxes	2 x weighted reusable sacks for all properties receiving a kerbside	2 x shower caps per property for existing boxes
Recycling performance	**40.0%**	Impact on recycling rate	Recycling rate for each option considering potential impacts on wet waste. Maximum recycling points added = 10 points, baseline = 0 points.	0.0	6.0	10.0	6.0
Financial	**30.0%**	Annual revenue impact (Best)	Annual revenue impact for each option, including the Baseline. Scored as deviation from the maximum (0 points) and minimum (10 points) annualised operational cost calculated for each option.	0.0	4.3	10.0	5.5
	30.0%	Annual revenue impact (Worst)	Annual revenue impact for each option, including the Baseline. Scored as deviation from the maximum (0 points) and minimum (10 points) annualised operational cost calculated for each option.	7.8	0.0	10.0	0.9
	10.0%	Capital cost (Best)	Cost of implementation, with the Baseline (Option 1) scoring the highest (10 points), and most costly option scoring 0.	10.0	0.5	0.0	5.2
	10.0%	Capital cost (Worst)	Cost of implementation, with the Baseline (Option 1) scoring the highest (10 points), and most costly option scoring 0.	10.0	0.0	3.4	1.5
Political + public acceptability	**10.0%**	Number / type of containers	Points system based on number and type of container, available capacity and communications required. See "Political and public acc.".	6.0	1.7	6.7	2.6
Health and safety	**5.0%**	Maximum weight possible	Weight of empty container plus full possible weight of contents based on average bulk density of comingled recycling. Heaviest scores 0, lightest scores 10.	10.0	9.2	0.0	5.3
Carbon impact	**2.5%**	Assessment of potential carbon (Best)	Points system based on impact of extra vehicle resource, and diversion of 'wet waste' to recycling. Baseline =5, with options scoring higher or lower in comparison.	5.0	7.0	9.0	7.0
	2.5%	Assessment of potential carbon (Worst)	Points system based on impact of extra vehicle resource, and diversion of 'wet waste' to recycling. Baseline =5, with options scoring higher or lower in comparison.	5.0	3.0	4.0	3.0
Equality impact assessment	**2.5%**	Potential to affect persons in the protected characteristics group	A high-level impact assessment of how each method of containment has the potential to affect persons in the protected characteristics groups. Baseline =5, with options scoring higher or lower in comparison.	5.0	4.0	6.0	4.5
			Best Case Total Score (unweighted):	**36.0**	**32.7**	**41.7**	**36.2**
			Best Case quantatitive assessment weighted score:	**2.3**	**4.6**	**8.0**	**5.4**
			Best Case quantatitive assessent rank:	**4**	**3**	**1**	**2**
			Worst Case Total Score (unweighted):	**43.8**	**23.9**	**40.1**	**23.8**
			Worst Case quantatitive assessment weighted score:	**4.7**	**3.2**	**8.3**	**3.5**
			Worst Case quantatitive assessent rank:	**2**	**4**	**1**	**3**

The overall results of both the best case and worst-case options appraisals shows that Option 3 (weighted reusable sacks) is the preferred option, ranking first in both the best and worst-case scenarios. This option scored highest in recycling performance, annual revenue impact, political and public acceptability, carbon impact (best-case) and in the equality impact assessment category. It is therefore recommended that Option 3 is progressed to alleviate the current issues associated with wet waste.

To mitigate any confusion arising at the point the service changes, WBC should consider allowing residents a grace period where the existing kerbside boxes and/or weighted sacks are collected for a short period of time whilst the weighted sacks become embedded. In addition, as kerbside boxes will no longer be used, the council will need to decide how the boxes will be discontinued from their current use – whether they are collected back or whether residents are asked to repurpose them.

Contents

1 Introduction

Wokingham Borough Council's (WBC) current recycling service provides a weekly kerbside collection of paper, cardboard, cans, tins, aerosols, cartons, foil and plastic bottles, tubs, pots and trays. Kerbside properties have two 55 litre boxes issued per household and flatted properties have large comingled recycling bins. A weekly food waste collection service also operates all properties.

The service performed well in the first two quarters of 2019/20 with a recycling rate of 55.49%[2]. In October 2019, the European end markets (where WBC recyclate is sent) introduced higher quality standards in response to the widespread global economic changes happening at that time. This resulted in significant proportions of WBC's paper and card being rejected, due to the high moisture content which lowered the quality of the material. Tonnage data for 2019/20, shows the annual recycling rate at 50.83% (a difference of 4.66% compared to the average for the first two quarters of the year). It should be noted that the impact of wet waste is only based on two quarters of data (quarter 3 and quarter 4) and therefore the impact on the recycling performance is likely to be greater in 2020/21. WBC has a 70% recycling rate Climate Emergency target to meet by 2030 (and 100% target by 2050) and this reduction in recycling rate severely affects the council's progress in meeting this target. The wet waste issue also increased disposal costs in the region of £368,000 in 2019/20.

WBC is rightly concerned about this issue and a solution is required which can be implemented in readiness for inclement weather arriving in Autumn 2020.

In remediation, the council has already:

- initiated changes in disposal methods;
- launched a communications campaign to drive resident behaviour change for storing mixed paper and card to ensure its kept dry; and
- undertaken an options appraisal of various measures to remediate this issue.

WBC has appointed Resource Futures to further explore the options available. Firstly, suitable options need to be identified which can be implemented immediately. These options will be appraised against a set of agreed categories and weightings and a preferred option identified for implementation. Secondly, options which provide a permanent solution to the issue but which require further preparation to implement (for example, because the type of containment identified affects the types of vehicles required to collect them) will be identified in readiness for appraising these as part of the medium term options appraisal, to follow.

2 Desktop study

Research was undertaken to identify possible solutions to the wet waste issue. WBC confirmed that to eradicate the issue of wet paper and cardboard, all recycling must be kept dry as far as practicable, since if other recyclate had moisture present at the point of collection, it would make the paper and cardboard wet when it was mixed with the other recyclate in the collection vehicles. Research indicated that there are

[2] Figure taken from an average of Q1 and Q2 2019/20 tonnage data figures from WBC Options Appraisal for Wet Paper MS Excel document

nine different methods that local authorities use for ensuring recyclable material is kept dry. For the immediate term, these solutions are:

- Weighted reusable sacks;
- Non-weighted reusable sacks;
- Hinged lids on kerbside boxes;
- Loose lids on kerbside boxes;
- Shower-caps (bonnets), tied to the handle of the kerbside box; and
- Single use disposable sacks.

And in the medium term:

- Wheeled bins;
- Wheeled bins with a separate container inside; and
- Trollibocs (stackable kerbside boxes).

The desktop study then identified the councils who use each solution to ensure recyclate is kept dry. Whilst every endeavour was made to find comparable local authorities to benchmark, due to the small number of local authorities who use each of the solutions found, most of the authorities included within this study are not directly comparable with WBC as they collect glass at the kerbside, operate various dry recycling collection methods (including twin-stream and multi-stream) and at various collection frequencies.

2.1 Immediate term options research

The option of using non-weighted reusable sacks for all recyclate was discounted as with this option kerbside boxes will be discontinued and therefore returned sacks cannot be contained following collection.

Research identified that the hinged lidded box option only had a capacity of 40 litres. Compared to the 55 litres of the existing kerbside box, the reduction in capacity resulted in this option being discounted.

Single use disposable sacks to contain paper and card was also discounted as an option, based on the negative environmental impacts implementing this solution would bring.

2.1.1 Weighted reusable sacks

A range of councils use reusable sacks for separately containing paper and/or cardboard to keep the material dry, with most councils choosing a weighted reusable sack to ensure as far as possible that it is retained following collection during inclement weather. It should be noted that most councils use a combination of sacks and boxes for the containment of dry recycling. The councils listed in Table 1 below use a weighted reusable sack for containing paper and/or card as a minimum, and kerbside boxes and/or bags for containing other recycling material.

Table 1: Local authorities who use a separate weighted reusable sack to contain paper and/or card

Local authority	Only weighted sacks used?	Capacity	Bottom handle?	Image
Brentwood Borough Council	Yes	130L	Yes (customised handles at the bottom, different to manufacture standard type)	
Bristol City Council	No (plus boxes)	90L	Yes	
Pembrokeshire County Council	No (plus another bag and boxes)	Not known	Yes	
Carlisle City Council	No (plus boxes)	70L	Yes	
Monmouthshire County Council	No (plus another bag and box)	Not known	Not known	

Local authority	Only weighted sacks used?	Capacity	Bottom handle?	Image
Cheltenham Borough Council	No (plus boxes)	Not known	Not known	
Gloucester City Council	No (plus boxes)	Not known	Not known	
Eden District Council	No (plus boxes)	40L	Not known	

From this list, the only council who collected all kerbside recycling material comingled was Brentwood Borough Council. However, this scheme has not yet started (due to commence in August 2020) and whilst it will replace the existing bag scheme which uses single use sacks, it is not yet an established collection method to prove of use to WBC.

2.1.2 Loose lids on kerbside boxes

Several local authorities use loose rigid lids on kerbside boxes to ensure recycling material is kept dry, as illustrated below. The lids clip on to the rim of the kerbside boxes and need to be replaced back inside the box following collection to ensure they are not lost.

Table 2 shows the councils who have adopted this approach. We were unable to find an authority who used solely lidded kerbside boxes for their collection service. Research showed that the councils who use at least one lidded kerbside box to contain recycling in only use a combination of bags and boxes or boxes and wheeled bins.

Table 2: Local authorities who use loose lids on kerbside boxes

Local authority
Neath Port Talbot Council
Chiltern area (now part of Buckinghamshire Council)
South Bucks area (now part of Buckinghamshire Council)
Wycombe area (now part of Buckinghamshire Council)
Wiltshire Council
Harlow District Council

2.1.3 Shower caps

Shower caps (or bonnets) are UV stable waterproof woven polypropylene sheets with an elasticated edge. They fit snugly over the kerbside boxes to prevent the material inside from being affected by the weather. Shower caps have the ability to be tied on to the handles of the kerbside boxes so as not to be lost during collection and are illustrated below.

The use of shower caps on kerbside boxes to keep recycling material dry was uncommon amongst local authorities. However, it is the cheapest solution available in terms of the per unit capital cost (at approximately 60 pence per unit). Table 3 details those councils who use this approach.

Table 3: Local authorities who use shower caps

Local authority
Merthyr Tydfil County Borough Council
Copeland Borough Council
East Lothian Council

2.2 Medium term options research

There are three options available to WBC which will solve the issue of wet waste in the medium term, detailed below. To implement any of these solutions, a fundamental change in the collection contract and/or the collection vehicles will be necessary, making these unsuitable options for immediate implementation.

2.2.1 Wheeled bins

Wheeled bins are frequently used by local authorities to contain dry mixed recycling. To ensure only comparable councils are considered, only those that do not collect glass at the kerbside were researched. These are detailed in Table 4.

Table 4: Local authorities who use wheeled bins for recycling and who do not collect glass at the kerbside

Local authority
Leeds City Council
Kirklees Metropolitan Council
Cherwell District Council
East Suffolk Council
Rushcliffe Borough Council
Bedford Borough Council
Gravesham Borough Council
Bracknell Forest Council
Aberdeenshire Council

2.2.2 Wheeled bins with a separate container inside

Wheeled bins which have either a 19, 40 or 55 litre inner caddy resting inside the frame of the bin enables the separate collection of a (usually singular) material stream, such as cans, paper or glass, as illustrated below.

This helps ensure the quality of all recycling material collected is retained by containing the material in the caddy in a different pod on the collection vehicle to the rest of the material contained in the body of the bin. The authorities which use them to separately collect paper and/or card are detailed in Table 5, although it should be noted that all these authorities also collect glass at the kerbside within the main body of the wheeled bin.

Table 5: Local authorities who use wheeled bins with a separate container inside

Local authority	Material contained in the separate container
Derbyshire Dales District Council	Paper and card
Isle of Wight Council	Paper and card
Birmingham City Council	Paper
Darlington Borough Council	Paper and card
Redcar and Cleveland Borough Council	Paper
Sunderland City Metropolitan Borough Council	Paper
South Tyneside Council	Paper
Gateshead Council	Paper
South Derbyshire District Council	Paper
Bolsover District Council	Paper
Nuneaton and Bedworth Borough Council	Paper and card
Welwyn Hatfield District Council	Paper

2.2.3 Trollibocs

Trollibocs are a recycling system which holds three stackable recycling boxes in a wheeled frame to store boxes upright whilst retaining full use of the boxes in situ. They are also easily transported to the kerbside, as illustrated below.

Since Trollibocs containers can be collected using WBC's existing collection methods (i.e. by using a slave bin during collection) and by using existing recycling collection vehicles, these would be suitable as an immediate solution to the wet waste issue. However, the cost per unit is approximately £37. Compared with other immediate term options this makes it financially unsuitable to compare and it would not score well in an options appraisal because of this. It has therefore been included as a medium term option, with the cost issue being more balanced by the other containment options.

The local authorities using the Trollibocs system are detailed in Table 6.

Table 6: Local authorities who use the Trollibocs system

Local authority
Conwy County Borough Council
Blaenau Gwent County Borough Council
Lisburn and Castlereagh City Council
Pembrokeshire County Council
East Ayrshire Council
Isle of Anglesey County Council
Gwynedd County Council

In addition, Denbighshire Council also has plans to introduce Trollibocs (along with four weekly residual waste collections) from 2021. Furthermore, Northwest Leicestershire District Council is trialling a Trollibocs system amongst 250 households[3].

[3] https://www.nwleics.gov.uk/pages/recyclemore

3 Options Appraisal

Using the findings from the desktop study, the following options were identified for appraisal for all non-flatted properties currently receiving a kerbside recycling collection service using two kerbside boxes:

- **Option 1:** Do nothing
- **Option 2:** Two loose lids per property for the two existing kerbside boxes
- **Option 3:** Two weighted reusable sacks per property, no kerbside boxes used
- **Option 4:** Two shower caps per property for the two existing kerbside boxes

It was agreed with WBC that the options which retained the use of the kerbside boxes should be provided with two lids (Option 2) and two shower caps (Option 4) to ensure both boxes have a covering provided. This helps to mitigate the risk of moisture being transferred to paper and card once loaded into the collection vehicle. For the purposes of modelling, it was determined that 150,000 units would therefore be required for these options.

No medium term solutions were included as this will be undertaken separately as part of the medium term options appraisal, to follow as part of the continuing Waste Improvement Activities project.

3.1 Options appraisal approach

An options appraisal was produced by WBC to evaluate a range of possible solutions to the wet waste issue. An updated model has been developed from these initial assumptions and refined in consultation with WBC Officers.

Specific categories were identified and agreed for the appraisal and an appropriate weighting has been applied to each to reflect the relative importance in the category achieving WBC's Climate Emergency objectives, summarised in Table 7.

Table 7: Agreed categories and weightings used to evaluate each option in the appraisal

Category	Weighting applied
Recycling performance	40.0%
Financial (annual cost)	30.0%
Financial (capital cost)	10.0%
Health and safety	5.0%
Political and public acceptability	10.0%
Carbon impact[4]	2.5%
Equality impact assessment	2.5%

3.1.1 Procurement assumptions (not included within scoring of appraisal)

The lead times for procuring 150,000 units for each option is typically 6-8 weeks. However, WBC's collection contractor, Veolia, have advised that to supply weighted reusable sacks could take an estimated 12 weeks. Due to the impact on manufacturing from the COVID-19 pandemic, current delivery times are

[4] It should be noted that this exercise did not include undertaking a full carbon impact assessment. Instead, a high level assessment was undertaken which identified the extent of each solution requiring an increased number of vehicles to deliver the collection service, as well as the impact of diverting 'wet' paper/card from EfW to recycling

expected to be unusually long. For the purposes of the model, delivery time is set at 5 weeks across all options.

3.1.2 Additional vehicle assumptions

When WBC undertook an initial options appraisal to evaluate the options available in remedying the wet waste issue, Veolia advised that two additional collection vehicles would be necessary when operating a solution which involved lids, which was previously considered. Veolia stated that there will be a significant impact on productivity time expected as crews are unable to complete rounds at current speeds owing to the handling of the lids. It is likely that Veolia will consider Option 4 (shower caps) to have the same issue since the shower caps need to be handled in a similar way. As a consequence of Veolia's initial information, we have estimated that one extra vehicle would also be necessary for Option 3 (sacks) due to the additional capacity this option offers, which will affect the capacity of the vehicle and consequently the size of the rounds. The Velcro on the sacks (Option 3) is also likely to affect productivity time, albeit to a lesser extent than in Option 2 (lids) and Option 4 (shower caps).

When the modelling was initially undertaken the additional cost of vehicles and crew significantly disadvantaged these options. As the impact of these options is currently untested, two options appraisals were run: one with the additional vehicles and staff being necessary and one without. This dual modelling presents WBC with a 'worst-case' options appraisal and a 'best-case' options appraisal with which to assess the impact of this issue. The differences in the outputs of the modelling is seen in the financial category and the carbon impacts category. The results of the modelling are the same for both appraisals across all other categories.

3.2 Options appraisal results

The results of the wet waste options appraisal are provided in full in the attached 'wet waste option appraisal' MS Excel document. Each Option was appraised against each category and given a score out of 10, with 10 being the highest score and 0 being the lowest.

Table 8 below provides a summary of the results of the appraisal for each option, including the best-case (in light salmon colour) and the worst-case (in darker salmon colour) scenario results. Each subsequent section provides the detailed results for each category assessed.

Table 8: Options appraisal results

Category	Weighting	Considerations	Guide	1	2	3	4
				Do nothing (baseline)	2 x loose lids per property for existing boxes	2 x weighted reusable sacks for all properties receiving a kerbside	2 x shower caps per property for existing boxes
Recycling performance	**40.0%**	Impact on recycling rate	Recycling rate for each option considering potential impacts on wet waste. Maximum recycling points added = 10 points, baseline = 0 points.	0.0	6.0	10.0	6.0
Financial	**30.0%**	Annual revenue impact (Best)	Annual revenue impact for each option, including the Baseline. Scored as deviation from the maximum (0 points) and minimum (10 points) annualised operational cost calculated for each option.	0.0	4.3	10.0	5.5
	30.0%	Annual revenue impact (Worst)	Annual revenue impact for each option, including the Baseline. Scored as deviation from the maximum (0 points) and minimum (10 points) annualised operational cost calculated for each option.	7.8	0.0	10.0	0.9
	10.0%	Capital cost (Best)	Cost of implementation, with the Baseline (Option 1) scoring the highest (10 points), and most costly option scoring 0.	10.0	0.5	0.0	5.2
	10.0%	Capital cost (Worst)	Cost of implementation, with the Baseline (Option 1) scoring the highest (10 points), and most costly option scoring 0.	10.0	0.0	3.4	1.5
Political + public acceptability	**10.0%**	Number / type of containers	Points system based on number and type of container, available capacity and communications required. See "Political and public acc.".	6.0	1.7	6.7	2.6
Health and safety	**5.0%**	Maximum weight possible	Weight of empty container plus full possible weight of contents based on average bulk density of comingled recycling. Heaviest scores 0, lightest scores 10.	10.0	9.2	0.0	5.3
Carbon impact	**2.5%**	Assessment of potential carbon (Best)	Points system based on impact of extra vehicle resource, and diversion of 'wet waste' to recycling. Baseline =5, with options scoring higher or lower in comparison.	5.0	7.0	9.0	7.0
	2.5%	Assessment of potential carbon (Worst)	Points system based on impact of extra vehicle resource, and diversion of 'wet waste' to recycling. Baseline =5, with options scoring higher or lower in comparison.	5.0	3.0	4.0	3.0
Equality impact assessment	**2.5%**	Potential to affect persons in the protected characteristics group	A high-level impact assessment of how each method of containment has the potential to affect persons in the protected characteristics groups. Baseline =5, with options scoring higher or lower in comparison.	5.0	4.0	6.0	4.5
			Best Case Total Score (unweighted):	**36.0**	**32.7**	**41.7**	**36.2**
			Best Case quantatitive assessment weighted score:	**2.3**	**4.6**	**8.0**	**5.4**
			Best Case quantatitive assessent rank:	**4**	**3**	**1**	**2**
			Worst Case Total Score (unweighted):	**43.8**	**23.9**	**40.1**	**23.8**
			Worst Case quantatitive assessment weighted score:	**4.7**	**3.2**	**8.3**	**3.5**
			Worst Case quantatitive assessent rank:	**2**	**4**	**1**	**3**

3.2.1 Recycling performance

A 40% weighting was applied to this category to reflect the importance of the preferred option contributing directly to achieving WBC's Climate Emergency targets.

The wet waste issue in 2019/20 resulted in a reduction in recycling rate of 4.66% arising from only the last two quarters, since the wet waste issue did not arise until October 2019. Since inclement weather is variable year on year, WBC determined that it should be assumed the wet waste issue results in an annual 6% loss in recycling rate for Option 1 (do nothing). Modelling a 6% recycling rate loss due to the wet waste issue results in a projected recycling rate of 49.5% for Option 1, the 'do nothing' scenario. As other options aim to solve this issue, this scored 0 for recycling performance.

Options which provide a lid or shower cap for existing boxes were determined to reduce this recycling rate loss by half (3%). The assumption is based on the fact that the attachment of the covering will be at the residents' discretion, especially where lids or caps have been lost but not replaced, and therefore some wet waste is likely to remain an issue. Option 2 (lids) and Option 4 (shower caps) therefore both scored 6 with recycling rates of 52.5% each.

Option 3 (sacks) is determined to reduce wet waste contamination to 1%, leading to a recycling rate of 54.5%. This is owing to the integral sealing mechanism of the bag, which is likely to be closed by residents in most cases. Option 3 (sacks) therefore scored 10 and was the highest scoring option for recycling performance.

3.2.2 Financial

Within the modelling, annual revenue impact and capital costs were separately appraised, with a weighting of 30% and 10% respectively.

3.2.2.1 Annual revenue results

Annual revenue impacts include the cost of delivering the collection service, including extra resourcing if required, the annual cost of container replacement and the disposal cost of materials based on expected recycling rates.

The revenue cost includes the cost of replacing containers each year. For Options 2 (lids) and 4 (shower caps), it is assumed that 75% of residents may opt to revert to using one covering if the second is lost or damaged. Despite the replacement rate of weighted reusable sacks being determined as higher than those for boxes (7.5% per year compared to 5% per year), the cost saving per unit means no significant impact on costs is expected compared to the baseline. In terms of replacement distribution costs, shower caps and reusable sacks incur only a third of the costs associated with lids, as these can be supplied by WBC outlets such as libraries and the council Offices, while lids are assumed to always be replaced through dedicated delivery to the kerbside.

For Option 1 (do nothing), the cost of disposing the 6% wet waste is confirmed as £436,000 per annum, based on costs incurred by WBC during the period November 2019 to March 2020. This includes the £368,000 per annum incurred through disposal of wet waste through Energy from Waste (EfW), and a £68,000 contamination fee. For each option, we have assumed the cost of disposing the wet waste paper and card is proportional to the figure of £368,000 per annum, based on the wet waste contamination percentage produced by each container type (i.e., when 3% is lost to wet waste, cost of disposal is halved). We have also costed the disposal saving realised through diversion of 'wet' paper and card from EfW to

recycling, based on a disposal saving of £100 per tonne. A contamination cost of £68,000 is applied to each option as a recycling contamination fee, irrespective of the wet waste issue.

Best-case scenario results

In the best-case options appraisal, it is assumed no extra resourcing of vehicles will be required to deliver the service. As the cost of container replacement differs by only £40,000, the results of the annual revenue impacts are primarily influenced by the cost of disposal. Option 1 (do nothing), provides the greatest annual revenue impact (£436,000 per annum) owing to the disposal costs incurred by the 6% wet waste contamination. Option 1 therefore scored 0.

Option 2 (lids) scored 4.3 because the wet waste contamination has decreased to 3%. Similarly, Option 4 (shower caps) scored 5.5.

The highest scoring option is Option 3 (sacks), with a score of 10, providing a cost saving of approximately £233,000 per annum when compared to Option 1 (do nothing).

Worst-case scenario results

In the worst-case options appraisal, it is assumed that two extra vehicles will be required to implement Option 2 (lids) and Option 4 (shower caps) and one extra vehicle will be required to implement Option 3 (reusable sacks). We have therefore assumed that annual revenue impacts will include costs of running the vehicles (£50,000 per annum) and the cost of two additional crews (£118,540 per crew per annum, based on three loaders and one driver).

Option 1 scored 7.8 because no additional vehicles are needed to deliver the service. Comparatively, Option 2 (lids) and Option 4 (shower caps) scored 0 and 0.9 respectively due the requirement of two extra vehicles, including running costs and crew costs.

Option 3 (sacks) was the highest scoring option, with a score of 10, providing a cost saving of approximately £65,000 per annum when compared to Option 1 (do nothing). This is owing to the reduced cost of container replacement throughout the year, one further vehicle being required and a disposal saving through the diversion of 5% paper and card material which would otherwise be wet waste in the 'do nothing' scenario.

3.2.2.2 Capital costs results

Capital costs are treated separately within the appraisal and are determined as the initial cost of purchasing the new containers, and the purchase of additional vehicles, relative to the baseline. The purchase of containers, or container accessories, will also incur an initial distribution cost however, as this cost is currently unknown and likely to be relatively similar across all options, this has been omitted from the modelling.

Best-case scenario results

Based on capital costs alone, Option 1 (do nothing), provides the highest score of 10, simply owing to the fact that no intervention is taking place and therefore no additional costs are necessary.

Option 3 (sacks) scores 0, and therefore scores the lowest due to the high cost of purchasing the sacks compared to lids. Option 2 (lids) scored 0.5 due to being the second most expensive option with an implementation cost of £180,000 owing to the purchase of two lids per household.,

The second highest scoring option is Option 4 (shower cap) with a score of 5.2, as the unit costs are half of those required by lids.

Worst-case scenario results

Based on capital costs alone, Option 1 (do nothing), provides the highest score of 10 because no additional vehicles are required.

Option 2 (lids) scores 0 and is the lowest ranking option, followed by Option 4 (shower caps) with a score of 1.5. This is because both Options require two additional vehicles to resource at a cost of £440,000.

Option 3 (sacks) scores 3.4 because only one additional vehicle is required in this scenario.

3.2.3 Political and public acceptability

Political and public acceptability is appraised by a points-based system which scores each option based on several important factors of relevance to both residents and members. This includes the number and type of containers required, the available capacity at the kerbside, and communications approach. For each option, a subjective score was provided to determine the preference of each option. The current service scored the highest as there was no deviation from the popular service. The option which required the greatest service change scored the lowest.

For capacity scoring, we have assumed that boxes without lids, or those with flexible shower caps could be filled over the rim of the box and have therefore assumed available capacity equates to 65 litres per box (i.e. 10 litres more capacity than available in Option 2 (lids)).

For Option 3 (sacks) a number of sacks with different specifications were identified, with sizes ranging from 60 litres to 130 litres. A mid-range point of 90 litres was assumed for the purposes of modelling. It was determined that two weighted sacks per property would be required to ensure an appropriate level of capacity was maintained at the kerbside, in lieu of losing the kerbside boxes which have no covering in this option and therefore can no longer be used. The most suitable specification of weighted reusable sack was considered to be those which have a pitched opening at the top, with Velcro along the opening to almost eliminate the likelihood of moisture getting in, as illustrated with the Monmouthshire County Council kerbside recycling service, below.

For communications, we have provided a score based on the nature of the communications required to carry out each option. For Option 1 (do nothing), we have provided a central score of 5 (out of 10). This reflects the need to encourage residents to limit wet waste via stacking methods, but without intervention. Both Option 2 (lids) and Option 4 (shower caps) scored below this, as messaging will need to be instructive to enforce the importance of utilising the coverings. Option 3 (sacks) scored the highest, reflecting the positive messaging related to increased capacity at kerbside and the ease of use in covering due to the Velcro fastening at the top.

These individual scoring factors were then combined to provide an overall public and political acceptability score, with a 10% weighting in the appraisal.

Option 3 (sacks) performed the best with a score of 6.7 owing to increased capacity at the kerbside, supported by positive communications from WBC. This was closely followed by Option 1 (do nothing) which scored 6 as no new containment is required. Option 4 (shower caps) and Option 2 (lids) were deemed to be much less publicly and politically acceptable and scored 2.6 and 1.7 respectively with the difference in the scores being that shower caps provide slightly more capacity in the box compared to using the lids.

3.2.4 Health and safety

To appraise each option in terms of health and safety, a score was calculated based on the maximum weight of the container if filled. This category applies a 10% weighting to the overall score. We used an approximation of 53.9kg/m3 for the bulk density of recyclate (minus glass), the capacity of each container, and the weight of each empty container to calculate the maximum weight presented by each household at the kerbside.

Option 1 (do nothing) and Option 2 (lids) had the highest scores of 10 and 9.2 respectively, with the lowest maximum weights of 9.8kg and 9.9kg, while Option 3 (sacks) had the lowest score of 0 owing to the largest capacity and therefore heaviest containment result of 11.3kg arising from the increased capacity provided by sacks compared to the kerbside boxes.

Option 4 (shower caps) scored 5.3 due to having mid-range capacity (and therefore weight) between the boxes (Option 1 and Option 2) and the bags (Option 3).

3.2.5 Carbon impact

A carbon impact score was provided to assess the appropriateness of each option based on their potential climate impact. A 'high level' score was given to each option, based on the amount of wet recyclate prevented, and therefore diverted to recycling, against the number of vehicles required to service the collection. This score was weighted as 2.5% within the overall options appraisal.

A best-case and worst-case options appraisal was undertaken as the impact of the additional vehicles detailed in the capital cost category would consequently have an impact on carbon.

Best-case scenario results

Within the best-case scenario, with no extra resource determined for the options, Option 3 (sacks) scored the highest, with a score of 9. This was determined by the fact that this provides the most protection against wet waste contamination, and therefore more tonnage is recycled. Option 4 (shower caps) scored 7 due to the likelihood that some residents would not use them. Similarly, Option 2 (lids) also scored 7 for the same reason.

The worst performing option was Option 1 (do nothing) which scored 5, which was the starting point from which to compare the other Options.

Worst-case scenario

Within the worst-case scenario, as Option 2 (lids) and Option 4 (shower caps) were deemed to require an extra two vehicles for service delivery, these Options both scored 3. Option 3 (sacks) scored 4 owing to the one additional vehicle necessary. Option 1 (do nothing) scored 5 based on no additional vehicles being necessary.

3.2.6 Equality impact assessment

When considering making changes to the recycling collection service, WBC has a statutory duty to assess the likely impact of any decisions on groups with protected characteristics, as defined in the Equality Act 2010.

There are nine protected characteristics which must be given due regard in the context of the need to promote equality of opportunity. These are between persons of:

- age;
- disability;
- gender reassignment;
- marriage and civil partnership;
- pregnancy and maternity;
- race;
- religion or belief;
- sex; and
- sexual orientation.

Equality Impact Assessments (EIAs) were introduced under the Race Relations Amendment Act 2000, as a way of requiring public service providers to assess the likely impact of policy decisions on these groups. Whilst the completion of equality impact assessments is not a legal requirement in England, it is a useful method of demonstrating compliance in ensuring that the protected characteristics and any resulting issues have been carefully considered.

A high-level equality impact assessment was undertaken for each Option, in terms of how each method of containment has the potential to affect persons in the protected characteristics groups. A score was provided for each Option, with a weighting of 2.5% applied in the options appraisal.

Using a score of 5 (out of 10) for Option 1 (do nothing), we provided a comparative score to highlight any possible equality issues associated with each option. All options scored similarly. The appraisal identified Option 3 (sacks) would be likely to present a slightly improved containment for those with mobility issues compared to the kerbside boxes, since residents no longer have to hold a box at waist height. Therefore, this option scored 6 and was the highest scoring option.

Option 2 (lids) and Option 4 (shower caps) meanwhile could represent a further mobility issues as these both need to be secured to the boxes which may be difficult for older and/or disabled or less able residents. These Options therefore scored 4 and 4.5 respectively, with Option 4 (shower caps) scoring slightly higher due to the shower caps being slightly easier to affix to the box.

3.2.7 Overall results

In Option 1 (do nothing) there is no need to run additional vehicles and no disruption to the existing service. However, the service is clearly in contrary to the council's Climate Emergency agenda. With this option, WBC will continue losing potentially recyclable material due to the wet waste issue, pay additional costs and there will continue to be a negative impact on recycling rate. In short, do nothing means a highly significant impact on WBC's recycling rate and disposal budget. Option 1 therefore scored the lowest in the best-case options appraisal scenario with an overall weighted score of 2.3 out of 10. However, in the worst-case scenario Option 1 scored better, with an overall score of 4.7, ranked in second place. This is due to no additional vehicles being necessary with this option.

With Option 2 (lids), there is also no guarantee of paper and card being dry due to residents' discretion to use the lids. It is anticipated that there would be high volumes of calls for damaged and lost lids, as well as complaints being received of lids blowing across streets and littering the locality. In addition, there is likely to be a reduced capacity with this Option as boxes can no longer be filled over the box height as in Option 1 (do nothing) and Option 4 (shower caps). This may lead to a requirement of extra boxes from residents and/or previously recyclable material instead going into the residual waste stream once capacity of the boxes has been reached. However, the impact on wet paper and cardboard will be noticeable, diverting 3% from wet paper into recycling. It should be noted that the recycling rate is still not expected to recover to the baseline of 56% in wet weather due to residents' discretion to use lids and the potential for uncovered side waste to be presented. This Option scored 4.6 out of 10 in the best-case scenario and ranked in third place. In the worst-case scenario it scored the lowest of all Options with a score of 3.2 and ranked fourth, largely due to the costs of the two additional vehicles and the slightly higher unit cost of the lids compared to Option 4 (shower caps).

The overall results of both the best-case and worst-case options appraisals shows that Option 3 (weighted reusable sacks) is the highest scoring option, ranking first in both scenarios. The option scores significantly above the other Options with a best-case scenario score of 8 out of 10 and a worst-case scenario score of 8.3 out of 10. This option scored highest in recycling performance, annual revenue impact, political and public acceptability, carbon impact (best-case) and in the equality impact assessment categories. Similarly to Option 2 (lids) and Option 4 (shower caps), it will still be at residents discretion to ensure the sack is secured correctly using the Velcro fastening. In addition, with this option boxes will become redundant so additional communications and support from the customer delivery team will be needed to advise against usage.

Option 4 (shower caps) ranked second in the best-case scenario with a score of 5.4 and ranked third in the worst-case scenario with a score of 3.5. This option scored well for recycling performance, annual revenue impact, capital cost, and carbon impact. However, similarly to Option 2 (lids), several disadvantages should be noted. Two additional collection vehicles at the cost of £440k would be required in the worst-case scenario. Furthermore, residents may not tie the shower cap to their boxes, resulting in an increased quantity going missing and needing replacement. There is therefore the need to account for the same replacement schedule as with Option 2 (lids). It is anticipated that there would therefore be high call volumes and complaints regarding lost shower caps, as well as complaints being received of lids blowing across streets and littering the locality, requiring additional support from the communications and customer delivery teams. However, this Option presents additional capacity to be presented in the same way as with Option 1 (do nothing). Shower caps are also the cheapest capital cost option to implement, aside from doing nothing.

4 Recommendations

The wet waste options appraisal result identifies that the preferred solution to the wet waste issue is the weighted reusable sacks option, in both the best-case and worst-case scenarios. It is therefore recommended that this option is progressed to alleviate the current issues associated with wet waste.

5 Operational considerations for the preferred option

There is uncertainty in relation to the impact of operating the weighted sack option (as well as with Option 2 (lids) and Option 4 (shower caps)) on the number of additional collection vehicles which may be required. Further discussion and testing of the sacks with Veolia will be necessary to determine the resource requirements of this option. Following this, further analysis of the impact on pick rates can be undertaken to assess the resource requirements in more detail. This would provide WBC with some due diligence on the assessments which Veolia will similarly make when considering the impacts of collecting weighted sacks instead of kerbside boxes.

When introducing the weighted sacks option, it is important to consider the service changes from a resident perspective. Two key changes will take place. Firstly, the kerbside boxes will be discontinued from use and secondly new receptacles, the weighted sacks, will be introduced. To mitigate any confusion arising at the point the service changes, WBC should consider allowing residents a grace period where the existing kerbside boxes and/or weighted sacks are collected for a short period of time whilst the weighted sacks become embedded. This will allow residents time to transition to the service change and WBC time to deliver any sacks which may have been missed from the initial delivery.

Operatives will need to communicate with residents who present boxes for collection during this time. A bespoke communications plan should be written to support this, detailing what communication method should be used (i.e. stickers on boxes, for example). However, it is recommended that the overall communications campaign which accompanies the service change does not deviate from the simple message that sacks will replace boxes from a given date, despite operating a grace period of collecting boxes. It is also important to limit operating the grace period for any longer than four collection cycles; with this ideally lasting for two to three. Allowing any longer than this can cause confusion amongst residents and potentially lead to additional customer enquiries and complaints.

As kerbside boxes will no longer be used, there are two options available for ensuring the boxes are discontinued from their current use:

1. Collect back the boxes; or
2. Ask residents to repurpose the boxes.

The advantages and disadvantages of these options are summarised in Table 9.

Table 9: Advantages and disadvantages of each option

Option	Advantages	Disadvantages
Collect back the boxes	• Will minimise complaints from residents at the point the service changes • Will minimise the likelihood of any boxes being fly tipped	• Expensive as dedicated vehicles and staff will be required, working full time for up to four weeks (i.e. four collection cycles). Disposal costs of the boxes will also need to be factored in • A bespoke communications plan will be necessary • Will not capture all boxes owing to residents forgetting, holidays, illness etc and therefore complaints may still be received • Collecting and disposing of boxes before the end of their life expectancy may lead to complaints about misspending • If residents haven't yet received their weighted sacks (perhaps they were accidentally missed off the initial sack delivery, for example), collecting the boxes back in could leave residents with no containment for a period of time, causing complaints and potentially resulting in recyclate going in the residual waste stream
Residents repurpose boxes	• Re-use is top of the waste hierarchy and demonstrates that the council adheres to its own messaging • The boxes are multi-functional and many residents can usefully repurpose them (as storage for use in sheds / attics / playrooms / bedrooms or as planters in the garden, for example) • There are no costs associated with this option, aside from any communications support • Residents can take the boxes to the HRC for disposal or give them to friends or neighbours who may be able to use them	• A bespoke communications plan will be necessary • Complaints will be received from residents who do not wish to find an alternative use for them or who do not wish to dispose of them themselves • May lead to an increase in likelihood of residents fly tipping the boxes, although they will be accepted at the HRCs, so this risk is minimised

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