

Date of issue: Friday, 16 September 2022

<b>MEETING</b>	<b>CABINET</b>	
	Councillor Swindlehurst	Leader of the Council and Cabinet Member for Council Recovery, Forward Strategy & Economic Development
	Councillor Mann	Deputy Leader and Cabinet Member for Housing & Planning
	Councillor Ajajib	Customer Services, Procurement & Performance
	Councillor Akram	Leisure, Culture & Community Empowerment
	Councillor Anderson	Financial Oversight & Council Assets
	Councillor Bains	Public Protection, Regulation & Enforcement
	Councillor Hulme	Children's Services, Lifelong Learning & Skills
	Councillor Nazir	Transport & The Local Environment
	Councillor Pantelic	Social Care & Public Health
<b>DATE AND TIME:</b>	<b>WEDNESDAY, 21ST SEPTEMBER, 2022 AT 6.30 PM</b>	
<b>VENUE:</b>	<b>COUNCIL CHAMBER - OBSERVATORY HOUSE, 25 WINDSOR ROAD, SL1 2EL</b>	
<b>DEMOCRATIC SERVICES OFFICER:</b> (for all enquiries)	<b>NICHOLAS PONTONE</b> <b>07749 709 868</b>	

### SUPPLEMENTARY PAPERS I

The following Papers have been added to the agenda for the above meeting:-

\* Items 6, 9 and 14 were not available for publication with the rest of the agenda.

### PART 1

<u>AGENDA ITEM</u>	<u>REPORT TITLE</u>	<u>PAGE</u>	<u>WARD</u>
6.	Waste Collection and Disposal Savings	1 - 36	All



<b><u>AGENDA ITEM</u></b>	<b><u>REPORT TITLE</u></b>	<b><u>PAGE</u></b>	<b><u>WARD</u></b>
9.	Disposal of Council Assets in Wolverhampton, Bradford, Gosport and Basingstoke	37 - 48	All

**PART II**

14.	Disposal of Council Assets in Wolverhampton, Bradford, Gosport and Basingstoke - Appendices	49 - 100	
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## Slough Borough Council

<b>Report To:</b>	Cabinet
<b>Date:</b>	21 <sup>st</sup> September 2022
<b>Subject:</b>	Waste Collection and Disposal Savings
<b>Lead Member:</b>	Cllr Nazir – Transport & The Local Environment
<b>Chief Officer:</b>	Richard West
<b>Contact Officer:</b>	Savio de Cruz
<b>Ward(s):</b>	All
<b>Key Decision:</b>	YES
<b>Exempt:</b>	NO
<b>Decision Subject To Call In:</b>	YES
<b>Appendices:</b>	Appendix 1 – Equalities Impact Assessment Appendix 2 – Workload Sense Check Appendix 3 – Resource Profiles Appendix 4 – Frequently Asked Questions

### 1. Summary and Recommendations

- 1.1 The Environment Act 2021 has been enacted to provide a legal framework for environmental governance, as well as to make specific improvements of the environment, including measures on waste and resource efficiency. In relation to local authority responsibilities for waste collection and disposal, it requires collection of the same range of materials for recycling from households and a separate weekly food waste collection service. Whilst the legislation has received royal assent, these provisions which amend the Environmental Protection Act 1990 are not yet in force. Our Improvement and Recovery Plan includes commitments to agree a recycling plan and to making savings wherever we can. We can increase the percentage of waste recycled and make cost savings by reducing the frequency of waste and recycling collection, aligning where we can to the desired intended national standards, and generate new income by using fees and charges for waste related services where we have the power to do so.

#### Recommendations:

Cabinet is requested to agree to:

- a. The charges for provision of new and replacement wheeled bins and other containers set out in paragraph 2.3 to come into effect on **1 November 2022**.
- b. The charges for acceptance of certain items of waste for disposal at our Chalvey Household Waste & Recycling Centre set out in paragraph 2.6 to come into effect on **1 November 2022**.

- c. Reduce the frequency of general waste collection (grey wheeled bin) for the majority of residents from weekly to fortnightly from **Monday 26 June 2023** with food waste to remain within the grey wheeled bin as part of general waste, rather than being collected separately, pending a review of options to separately collect food waste.
- d. Reduce the frequency of recycling collection (red wheeled bin) for the majority of residents from weekly to fortnightly from **Monday 26 June 2023**.
- e. The waste collection & disposal policies set out in Appendix 4 – Frequently Asked Questions which will become the published response on the SBC website

**Reason:** The Council needs to deliver its waste collection and disposal services in a financially and environmentally sustainable way taking account of the direction of travel set out in the Environment Act 2021.

### **Commissioner Review**

*“The Directions require Slough Borough Council to improve the way in which it scrutinises its decisions. This report was programmed for pre-decision scrutiny. This is a valuable process which enables a group of non-executive councillors to review a proposed Cabinet decision in advance of it being made and, as necessary, offer support, commentary, or proposed changes for consideration by the Cabinet. A good process would then ensure that those comments would be reported to Cabinet together with an officer response for consideration before a decision is taken. “*

*“In this instance, Commissioners decided not to comment on the substantive report to allow freedom to the Scrutiny Committee to give consideration to the issue without being directed to think in a particular way.”*

### **Report**

#### **Introductory paragraph**

- 2.1 The Council currently has one of the lowest recycling rates in the country. The Place scrutiny panel has been asked to undertake a review on the contributing factors and options to increase the recycling rate. Based on experiences in other local authorities, by adopting fortnightly collection of general waste and fortnightly collection of recyclables from most street level properties and some flats we will save approximately **£705k/annum** once the scheme is established (there will be one off start-up costs in the first year) as well as also forecast an increase to percentage recycled from c28% to between 35 and 40%. Making these changes would be a significant first step towards adopting the proposed changes set out in the Environment Act 2021. By introducing fees and charges for new and replacement wheeled bins and for receipt of certain items of domestic waste for disposal at our Chalvey Household Waste & Recycling Centre, we will deliver income of approximately **£40k/annum** to offset costs.

## Options

Option	Description
A	<p><b>Adopt a collection and disposal model to collect food waste separately on a weekly basis and collect other waste fortnightly (Recycle approx. 50%)</b></p> <ul style="list-style-type: none"> <li>• Brown 30L Caddie – Weekly Food Waste</li> <li>• Grey Wheeled Bin – Fortnightly General Waste</li> <li>• Red Wheeled Bin – Fortnightly Mixed Dry Recycling (exc. paper and Card)</li> <li>• Red 55L Box – Fortnightly Fibre (paper and card)</li> <li>• Green Wheeled Bin – Fortnightly “compostable garden waste”</li> </ul> <p>This option is the best recycling option but it can’t be adopted in full at the current time as the infrastructure is not currently in place locally to enable it and costs would be incurred should we negotiate out of existing waste disposal and vehicle maintenance contracts before they expire on 30 November 2027. It would also increase revenue costs to provide new services and incur capital costs to buy food waste caddies, specialist food waste collection vehicles and 55L recycling boxes for fibre (paper and card).</p> <p><b>This option is not recommended at the current time.</b></p>
B	<p><b>Stay As We Are (Recycle 26 to 28%)</b></p> <ul style="list-style-type: none"> <li>• Grey Wheeled Bin – Weekly General Waste (including food waste)</li> <li>• Red Wheeled Bin – Weekly “Just 4” Mixed Dry Recycling</li> <li>• Green Wheeled Bin – “Opt in” Fortnightly “compostable garden waste” <i>Note: Garden waste collection is an optional service for residents to subscribe to if they wish. The 18 July 2022 Cabinet agreed to introduce a charge of £50/annum for the fortnightly collection of garden waste with effect from 1 November 2022.</i></li> <li>• Continue to issue grey wheeled bins and red wheeled bins free of charge</li> <li>• Continue to accept all household waste at Chalvey Household Waste and Recycling Centre free of charge</li> </ul> <p><b>This option is not recommended</b></p>
C	<p><b>Implement fortnightly collection for all waste, pending review of options for separation of food waste, and introduce charging for receptacles and additional categories of waste – recycle up to 40%</b></p> <ul style="list-style-type: none"> <li>• <b>Reduce the collection frequency of general waste (Grey Wheeled Bin) from weekly to fortnightly</b> for most street level properties and some flats. Food waste to continue to be part of general waste which will be disposed of at an energy from waste plant. And <b>reduce the collection frequency of “Just 4” Mixed Dry Recycling (Red Wheeled Bin) from weekly to fortnightly</b>. This would save approximately <b>£423k in 2023/24</b> (9 months and after one off start-up costs) and approximately <b>£705k/annum in 2024/25</b> and each year thereafter.</li> <li>• <i>“Opt in” garden waste will continue to be collected fortnightly in the green wheeled bin. Note: Garden waste collection is an optional service for residents to subscribe to if they wish and the 18 July 2022 Cabinet agreed</i></li> </ul>

Option	Description
	<p><i>to introduce a charge of £50/annum for the fortnightly collection of garden waste with effect from 1 November 2022.</i></p> <ul style="list-style-type: none"> <li>• Introduce the charges for provision of wheeled bins and other containers set out in the table at paragraph 2.3 and 2.4</li> <li>• Introduce the charges for acceptance at our Chalvey Household Waste &amp; Recycling Centre of those elements of waste for which we can make a charge set out in paragraph 2.6</li> </ul> <p><b>This option is recommended</b></p>

## Background

2.2 This report sets out the issues surrounding waste collection and recycling and provides detail behind the options available to us.

2.3 Local authorities have the power to charge residents for the containers which they require households to use to contain their waste and recyclables. At 18 July Cabinet it was agreed that with effect from **1 November 2022** we will charge £45 for each new or replacement 240L green wheeled bin used by residents who Opt-In to our fortnightly garden waste collection. There won't be a retrospective charge for containers already issued, the charge will be for new and replacement containers and will recover the cost to SBC of buying and delivering the container to the householder. It is proposed that we also charge residents for new and replacement grey or red wheeled bins / containers with effect from **1 November 2022**, in order to recover the cost to SBC of buying and delivering containers to householders, as set out below:-

Item	Cost
180L Wheeled Bin	£37
240L Wheeled Bin	£45
360L Wheeled Bin	£77
700L Wheeled Container	£333
1100L Wheeled Container	£370

2.4 Making a charge for a new or a replacement waste collection container – grey wheeled bin (residual waste) or red wheeled bin (recyclable waste) may be unaffordable for some residents. Those residents in receipt of one or more of the following income related benefits may be provided with grey and red wheeled bin waste collection containers free of charge:-

- Income Support
- Income based Job Seekers Allowance
- Guaranteed Pension Credit
- Employment Support Allowance (income related)
- Housing Benefit

We may ask for more information about the people that live at the property and occasional checks may be made to ensure the information provided is still relevant and the criteria are still being met.

- 2.5 For comparison, Bracknell Forest Council charge £39 for a 240L wheeled bin and Reading Borough Council charge £48 for a 240L wheeled bin.
- 2.6 Local authorities have the power to charge residents for receipt at Household Waste & Recycling Centres of a number of types of waste which do not come within the definition of “household waste”, this includes DIY/Builders Waste. These items are costly to dispose of and by not charging we are passing on the cost of this to council tax payers. Most local authorities have introduced charges for non-household waste over the last few years and Buckinghamshire Council did so on 1 April 2021, including at Burnham HRC and Langley HRC which are both used by Slough residents. It is recommended that we introduce the same charges as those used by Buckinghamshire Council at our Chalvey Household Waste and Recycling Centre with effect from **1 November 2022** and these are set out in the table below:-

## Non-household waste charges

**Item** **Price (each)**

### Hardcore and rubble

Bags of cement (per 25 litre bag)	£3.20
Bricks and rubble (per 25 litre bag)	£3.20
Concrete bricks (per 25 litre bag)	£3.20
Concrete bricks (per 25 litre bag)	£3.20
Stones/ gravel/ sand (per 25 litre bag)	£3.20
Soil (per 25 litre bag)	£3.20
Paving slab (1m x 1m)	£3.20
Turf (per roll or per 25 litre bag)	£3.20

### Bathrooms items

Bath panel	£3.20
Bathroom pedestal	£3.20
Bathroom sink	£3.20
Bathroom taps	£3.20
Bathroom tiles (per 25 litre bag)	£3.20
Bathroom towel rail	£3.20
Toilet seat	£6.40
Bath and panel	£6.40
Bathroom cabinets - fitted	£6.40
Bathroom sink and pedestal	£6.40
Bidet	£6.40
Toilet cistern	£6.40
Toilet pan	£6.40
Shower screen/ door	£12.80
Shower tray	£12.80
Toilet pan, cistern, and seat	£12.80

### Kitchens

Kitchen sink and taps	£3.20
Kitchen taps	£3.20

Kitchen tiles (per 25 litre bag)	£3.20
Kitchen unit	£6.40
Kitchen worktops	£9.60

### Timber

Floorboards (equivalent size of a door, 2m x 1m)	£3.20
Fence panel	£3.20
Fence post	£3.20
Laminate flooring (equivalent size of a door 2m x 1m)	£3.20
Shed (per panel)	£3.20
Timber offcuts (per 25 litre bag)	£3.20
Wood chipping (per 25 litre bag)	£3.20
Wooden decking (equivalent size of a door 2m x 1m)	£3.20
Wooden pallets	£3.20
Wooden trellis	£3.20

### Windows and doors

Door (external)	£12.80
Door (internal)	£3.20
Greenhouse panel (whole side)	£12.80
Window	£12.80

### Roofing materials

Loft insulation (per roll)	£3.20
Roofing felt (per roll)	£3.20
Guttering/ pipes	£3.20
Roofing felt tiles (per 25 litre bag)	£3.20

### Asbestos

Asbestos 1m x 1m	£4.40
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### Plasterboard

Plaster or gypsum (per 25 litre bag)	£7.60
Plasterboard sheet (equivalent size of a door)	£9

### Tyres

Car or motorcycle tyre	£5
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### Other

Artificial grass	£3.20
Boiler	£25.60
Chimney pot	£3.20
Fireplace	£12.80
Lime mortar	£3.20
Loft door / hatch	£3.20
Oil tanks (empty)	£12.80
Pond liners	£3.20
Radiator	£3.20

Sheet glass	£3.20
Shelf brackets	£3.20
Storage heater	£12.80
Wood burner / stove	£12.80
Shed - whole	£22.40
Water tanks (empty)	£12.80

### Fly-tipping

- 2.7 Slough currently experiences fly-tipping from time to time with the main sources being unscrupulous landlords with high churn of tenants in poor accommodation and unlicensed commercial traders – offenders are pursued by our regulation and enforcement teams. Authorities which have rural roads suffer more from fly-tipping than Slough which is predominantly urban in nature. Domestic residents do not tend to fly-tip, although sometimes they may inadvertently pass waste onto unlicensed traders who then fly tip the waste. Alternatives for those who choose not to “pay at the gate” include, paying for a bulky waste collection, paying for a skip (3<sup>rd</sup> party company), offering items to others free of charge for re-use (freecycle and other apps) or to store items in garages and lofts rather than throw them away. There is a risk that residents may choose to break items into pieces and dispose in the grey bin or choose to burn on bonfires but most of the items being charged for do not lend themselves to these forms of waste disposal and this is not the experience of other authorities who have introduced charges. When taking account of the overall cost of renovation works, the modest charges being suggested are likely to be a small proportion of this.

### Waste Collection Services

- 2.8 We currently provide Slough residents with:-
- Grey Wheeled Bin – collected weekly for general waste which is incinerated with energy recovery.
  - Red Wheeled Bin – collected weekly for **Just 4** groups of **Mixed Dry Recyclables** (MDR). We collect
    - 1) Glass bottles and jars
    - 2) Plastic bottles (no other plastics)
    - 3) Clean paper and cardboard
    - 4) Food and drinks cans (no tetra-pak)
  - Optional Green Wheeled Bin – collected fortnightly for garden waste. This service is free to subscribers up until 31 October 2022 but with effect from 1 November 2022 a charge of £50/year will be made to those residents who choose to subscribe to the new 25 collections of garden waste per year service
- 2.9 We have a Waste Disposal Contract with Grundon until 30 November 2027 for offtake of:-
- General waste (grey wheeled bin) which is incinerated with energy recovery at the Lakeside Energy from Waste plant at Colnbrook.

- Mixed Dry Recyclables (red wheeled bin) at the Tanhouse Materials Recycling Facility at Colnbrook.
- There is provision within our Waste Disposal Contract for Grundon to offer a price to receive food waste if asked by SBC to do so but to ensure value for money we would need to go out to tender to procure a food waste processor

2.10 We have a contract with Shorts for offtake of:-

- Garden waste (green wheeled bin) at the outdoor windrow composting facility at Planners Farm, nr Winkfield.

2.11 There is no contractual limit to the volume of waste which we can deliver to Lakeside Energy from Waste plant, Tanhouse Materials Recycling Facility and the Planners Farm Composting Facility but there are constraints over changing the composition of the waste delivered:-

- General waste (grey wheeled bin) presented for incineration at Lakeside must be within a contractually set calorific range so that it burns at a sufficiently even rate when introduced to the incinerator. If we increase the range of recyclables above the **Just 4** or remove food waste, then this may put our general waste outside of the calorific range
- Mixed Dry Recyclables (red wheeled bin) - the Tanhouse Materials Recycling Facility is designed to sort the **Just 4** groups of recyclables and is very tight for space – it frequently gets overwhelmed, and we deliver to an adjacent transfer station, which is itself very small, which acts as a holding area. There is no realistic opportunity to increase the range of mixed recyclables which could be sorted at the current Tanhouse Materials Recycling Facility – for instance to increase the range of plastic which we collect
- Garden waste (green wheeled bin) needs to be a mix of woody waste and softer waste (grass cuttings) in order to facilitate windrow composting. Food waste can't be windrow composted at this site and is not suited to outdoor windrow composting in any event

2.12 The Environment Act 2021 recommends that national infrastructure be developed so that all Local Authorities with responsibility for waste collection and waste disposal provide the same “model” of waste collection and disposal in the future, namely:-

- Fortnightly collection of general waste (grey wheeled bin)
- Fortnightly collection of paper and card for recycling (fibre collection)
- Fortnightly collection of mixed dry recyclables (excluding paper & card) including glass bottles and jars, plastic bottles, other plastics, tetra-pak for recycling etc (red wheeled bin)
- Fortnightly collection of garden waste (green wheeled bin)
- Weekly collection of food waste

The national waste disposal infrastructure to enable this does not currently exist locally and, in addition, Slough and many other local authorities (Waste Disposal Authorities) have contractual arrangements with waste disposal providers so migration to this “model” will be phased over time. Full adoption of the model in

Slough would see higher collection costs than Option C as separate fibre collections and separate food waste collections are required. There is no identified funding source for this at present.

- 2.13 Most Waste Collection Authorities who collect food waste separately collect it weekly and this is the frequency set out in proposed changes in the Environment Act 2021. It is important to note that the change to the law, once commenced, relates to separate collection of food waste being weekly. It does not relate to food waste which is mixed in / part of general waste as, in this form, it is not recyclable. We incinerate our general waste (including food waste) at an energy from waste facility.
- 2.14 The table below sets out the frequency which different waste streams are collected by other Berkshire Authorities and by Buckinghamshire Council together with the percentage recycling achieved:-

	% Recycle	Frequency (Weeks between Collections)			
		Residual	Recycling	Food	Garden
Slough	28%	1	1	N/A	2
Bracknell Forest	44%	3	2	1	2
Buckinghamshire	51%	2	2	1	2
Reading	36%	2	2	1	2
West Berkshire	52%	2	2	2	2
RBWM	53%	2	1	1	2
Wokingham	53%	1*	1	1	2

\* Wokingham issue residents with 80 blue sacks for refuse per year so less than 1.5 sacks per week. A wheeled bin is equivalent to 3+ sacks so a fortnightly wheeled bin collection provides more collection capacity than the weekly Wokingham sack collection.

### **Sufficient storage capacity to contain waste between collection cycles**

- 2.15 The amount of storage space in the wheeled bin / container or sack(s) provided must be sufficient to contain waste or recyclables for the period before the next collection – either weekly, fortnightly, 3 weekly, 4 weekly or longer. **The more storage space provided for general waste the greater the “encouragement” to fill it and the least “incentive” to reduce waste and to recycle waste.**
- 2.16 Around 18,000 of Sloughs 58,000 households live in shared premises (usually blocks of flats) and share a set of wheeled containers with a group of other residents. Containers issued are 660L, 770L or 1100L in size.
- 2.17 A variation on this is that approximately 3,000 of Sloughs houses have been converted into Houses of Multiple Occupancy. Here, households rent a room and share a bathroom and sometimes a kitchen. Depending on the nature of the outdoor storage space and the number of rooms, Houses of Multiple Occupancy are sometimes provided with wheeled bins to share and sometimes containers. The transitory nature of occupants in Houses of Multiple Occupancy, exacerbated where English is not their first language, undermines recycling as all bins / containers provided tend to attract general waste irrespective of signage.
- 2.18 Many flats and Houses of Multiple Occupancy have very limited space, both within the individual properties and within the communal bin store areas. There are a number of factors which interrelate to determine the optimum solution including:-

- Some flats have dedicated container compounds which restrict the number and sometimes the size of container which can be provided
- Often containers are located in or adjacent to car parking space. Competition to park cars can prevent the opportunity to site additional containers. Cars sometimes block access to containers leading to delays in collection which in turn can see recyclables bins used for general waste by frustrated residents
- The number and size of containers provided for general waste collection has been determined over the years through trial and error to enable a weekly collection using the minimum number of containers.
- Operationally we want to empty the minimum number of containers and to visit sites the minimum number of times. The majority of blocks of flats have storage space to locate sufficient number of containers to enable a weekly collection of general waste but some flats need collection two times per week and some need collection three times per week.
  - The number of general waste containers provided at flats ranges from 1 x 660L to 30 x 1100L
- Some blocks of flats have a weekly collection of Just 4 recyclables but many are collected fortnightly, 3 weekly or 4 weekly due to low “fill rates”. Collection crews do not service empty bins, they get to know “fill rates” at each location and collect them at the optimum frequency.
- Some occupants of flats and Houses of Multiple Occupancy struggle to keep recyclable waste separate from general waste due to limited internal storage space within their flat / room. Where so, this sees recyclable waste “lost” as general waste.

2.19 Different strategies are needed at different locations to optimise flats / Houses of Multiple Occupancy recycling. Established blocks of flats with long standing communities and/or those with caretakers or managing agents tend to do better at recycling. Flats / Houses of Multiple Occupancy where occupants are transitory tend to use any bin for any waste.

2.20 Around 40,000 of Sloughs 58,000 households are accommodated in houses, bungalows or maisonettes (collectively known as “street properties”) and these are each provided with a set of wheeled bins for the households personal use. Wheeled bins issued are either 180L, 240L or 360L in size.

2.21 Our current policy, for new street properties and requests to replace wheeled bins, is to issue a 180L grey wheeled bin and a 240L red wheeled bin as standard. Where a property has 6 or more occupants and requests a larger bin then our current policy is to issue a 240L grey wheeled bin and a 360L red wheeled bin. However:-

- The majority of our street properties were issued with wheeled bins before this policy came into effect and have a 240L grey wheeled bin and a 240L red wheeled bin
- Approximately 1,000 properties occupied by large households have been issued with a second 240L grey wheeled bin

- We have issued approximately 4,000 x 180L grey wheeled bins since changing our policy.

2.22 If we move from weekly to fortnightly collection then we will effectively halve the space within the currently allocated bins / containers. So, for instance:-

- If you have a 240L wheeled bin then with a fortnightly collection you will have 120L of storage space per week
- If you have a 1100L container then with a fortnightly collection you will have 550L of storage space per week

2.23 The red wheeled bin recyclables collection from street properties was originally designed to be a fortnightly collection and 240L wheeled bins were purchased as standard to accommodate this. It was adjusted to become a weekly rather than a fortnightly collection a few weeks before implementation in 2008 and after the 240L wheeled bins had been purchased. It follows that in most cases, it is likely that the red wheeled bins issued for recyclables collection will be able to cope with a fortnightly collection cycle. Where this proves not to be the case then solutions include:-

- Larger red wheeled bin issued or in some cases a wheeled container
- Additional red wheeled bin issued
- Arrange for the property to continue to be on a weekly collection cycle

2.24 With grey wheeled bin collection from street properties, a range of scenarios may occur including:-

- Many street property households have spare space on a weekly cycle; either they don't produce much waste and/or they recycle most/all of the Just 4 Recyclables and can last a fortnight between collections
- Other street property households could generate space by recycling all of the Just 4 Recyclables (rather than some or none); once this is explained and encouraged then many will be able to last a fortnight between collections
- Other households may struggle, even after minimising waste and recycling all of their Just 4. Such households may include
  - Those households of 6 or greater and/or
  - Those with babies in nappies and/or
  - Those households which have a resident with a medical / health condition which results in the production of extra waste
- Where excess general waste which can't be recycled continues to be generated by a household in a street property then one or more of the following may need to be provided depending on the specific circumstances:-
  - Larger grey wheeled bin issued or in some cases a wheeled container
  - Additional grey wheeled bin issued
  - Arrange for the property to continue to be on a weekly collection cycle. There are a number of locations where there are clusters of street

properties which have households in them which may struggle and it may be operationally pragmatic for all of the properties in these locations to remain on a weekly collection

- 2.25 If we move to fortnightly general waste collection then those properties with a garden who are not currently part of our green waste collection are likely to “Opt In” to take away pressure on their grey bin.
- 2.26 Authorities who provide food waste collection usually issue a brown 30L caddy which is stored outside. Residents are sometimes also provided with a small internal caddy for temporary storage of food waste before decanting into the external caddy. The internal caddy is about the size of an ice cream tub. Many authorities ask their residents to use something else of their own as an internal caddy and/or to decant straight into the external caddy. An ice cream tub, a mushroom punnet or a bowl are examples of substitutes for an internal caddy.

### **Contamination of Recycling Loads**

- 2.27 Our recycling collection service (Red Wheeled Bin) is limited to the collection of **Just 4** groups of **Mixed Dry Recyclables** (MDR). We collect:-
- Glass bottles and jars;
  - Plastic bottles (no other plastics);
  - Clean paper and cardboard;
  - Food and drinks cans (no tetra-pak)
- 2.28 If “other recyclables” are put in our red bin as well as our **Just 4** then our Waste Management Partner (Grundon) is forced to reject the whole load as “contaminated” since they are unable to sort what they can take from what they can’t. A small amount of contamination can be removed as part of the sorting process but it doesn’t take much before sorting becomes unmanageable. There are a number of key influencing factors:-
- **The public receive multiple mixed messages** from the national media and vested interests in the packaging industry about what can be or should be recycled. This leads to non-targeted “recyclable” waste being put in our red wheeled bins such as plastic bags, plastic trays, plastic yogurt pots, plastic toys, tetra-pak drink/food cartons, batteries, clothes, pairs of shoes, books, CD’s, polystyrene – basically any product which has a “this is recyclable” symbol or comment on it – even wet wipes and nappies are marketed as being recyclable!
  - **Government Regulations** require Materials Recycling Facility Operators to control the quality of Mixed Dry Recyclables accepted into their Materials Recycling Facility; measured as the percentage of material rejected as waste after the Materials Recycling Facility has sorted the Mixed Dry Recyclables into its constituent parts.
  - **Increasing quality standards dictated by manufacturers buying feedstock for their factories** - there is over-supply of recycled waste presenting itself as industrial feedstock for manufacturing processes. Manufacturers take the best quality that they can get. This increased quality standard increases the percentage of material rejected as waste after the Materials Recycling Facility has sorted the Mixed Dry Recyclables into its constituent parts unless the Materials Recycling Facility puts

increasingly tighter controls on its Mixed Dry Recyclables acceptance criteria. An example here is that a pizza box with a few slices of uneaten pizza is now rejected by cardboard manufacturers since they can get enough cleaner card from other sources. They could recycle the pizza box but they don't have to since they can get better quality cardboard elsewhere

2.29 The above issues saw the number of contaminated loads rise significantly in 2018/19 prompting our "Just 4" recyclables publicity and promotion campaign which has significantly reduced the incidence of contaminated loads, see table below. Simple and regular communication of how to use our recycling services must be continued moving forward.

<b>Year</b>	<b>Tonnes Rejected</b>	<b>Loads Rejected</b>	<b>Extra Cost</b>
2018	1,509	286	£69,407
2019	1,415	294	£65,073
2020	786	150	£35,329
2021	454	87	£20,881
2022 (part)	351	73	£16,158

2.30 In addition to keeping our residents informed through the Just 4 campaign, the following options have been and can be used at troublesome locations to prevent contamination of vehicle loads:-

- Encourage a resident(s) to be a recycling champion to keep an eye on containers and help communicate to other residents what has to go where.
- Require caretakers or managing agents to keep an eye on containers and help communicate to other residents what has to go where.
- Place recyclables containers in a separate location to general waste containers. This prevents "accidental" contamination or contamination due to nowhere else to put it
- Remove recyclables containers altogether where the above actions prove to be unsuccessful

### **Day of Collection**

2.31 Our current policy is for grey wheeled bins and red wheeled bins to be presented for collection on the same day. This means that the visual amenity of an area is impacted for one day per week. Green waste collection day has been deliberately different to grey wheeled bin / red wheeled bin since it was felt that pavements would become too obstructed with a third wheeled bin.

2.32 With fortnightly grey and red bin collections we will leave the day of the week for collections the same as now wherever we can. So, for example, if you currently have your grey and your red bin collected on a Monday then once we go fortnightly then you will have your grey bin collected one Monday and your red bin collected the following Monday. Green wheeled bins no longer have to be on a different day to grey and red wheeled bins since there can no longer be the opportunity for all three colours to be presented for collection on the same day. Those residents who opt-in to the new chargeable green waste collection will be advised of their

collection day and where practicable this will be the same day of the week as grey and red wheeled bins.

### **Collection Frequency, Vehicles & Crew**

- 2.33 Collection rounds are influenced by a range of factors and are built up over time based on operational experience. In addition to the key factors discussed below, we also have to take account of extra waste where collections are delayed due to Bank Holidays, the differing volumes of traffic on the roads when there are school holidays and the impact of different types of weather - it is a different job at different times of the year:-
- 2.33.1 **Vehicles and crew** - Our current grey wheeled bin (refuse), red wheeled bin (recycling) and green wheeled bin (garden waste) rounds are all collected from using standard refuse collection vehicles crewed by a driver and two loaders (RCV D+2). Flats are currently collected from as an integrated element of 8 refuse rounds and 6 recycling rounds. Flats do not receive a garden waste collection. To reduce the frequency of refuse collection for street properties to every 2 or more weeks we will need to separate out most of the flats onto dedicated flats rounds. Dedicated flats rounds can be serviced by a refuse collection vehicle crewed by a driver plus 1 loader (RCV D+1). If we introduce a food waste collection then we will need to buy specialist non compaction food waste vehicles (FWV) which are able to contain the liquid inherent with food waste. If we provide a fibre collection then this could be collected in a standard refuse collection vehicle. If we provide a Mixed Dry Recycling (exc. paper and Card) collection, then this could be collected in a standard refuse collection vehicle. We have 18 standard refuse collection vehicles in a 10 year fixed price maintenance contract with Dennis Eagle (through to 30 November 2027). These are currently deployed as follows – 8 refuse, 6 recycling, 2 garden waste + 2 spares to cover every 6 weeks servicing and annual MOTs (off the road for 4 days prep then a day for the MOT).
- 2.33.2 **Weight, volume and trips to tip** – different waste streams have different bulk density and different compaction coefficients. Once a standard refuse collection vehicle is full it can't compact any more waste and must go and tip. Each trip to tip takes an average of 1 hr inclusive of travelling time and time waiting to tip but it can be more where there is traffic congestion and/or a queue at the tip. With a weekly collection cycle SBC refuse rounds take two trips to tip per day, but the second load is often not a full load. With a weekly collection cycle SBC recycling rounds (Just 4 MDR) usually take 1 trip to tip per day. There is some capacity in both the refuse collection service and the recycling collection service but there is more spare capacity in the weekly recycling service than there is in the weekly refuse service. **Appendix 2 – Workload Sense Check** sets out the assumptions which have been used to determine the resources set out in **Appendix 3 – Resource Profiles**.
- 2.33.3 **“Space pressure”** - If we decrease the frequency of refuse collection then this will create “space pressure” in the grey wheeled bin for most households. This would encourage residents to think about how to avoid filling up the refuse space either by reducing the amount of waste which they throw away or by placing recyclable items into the recycling bin instead of the refuse bin. This would see a reduction in the annual tonnage of refuse which needs to be collected and an increase in the annual tonnage of recyclables which needs to be collected.

#### 2.33.4

**Time** – the key limiting factor on any collection round is the time needed to complete the work allocated. It takes a similar amount of time to empty a heavy bin into an RCV as it does a lighter bin, but heavy bins fill the collection vehicle quicker leading to more trips to tip and loaders become fatigued in a shorter space of time. It is usually best to design a collection service so that collection crews can direct deliver the days collected waste straight to the primary tipping point but, where there is insufficient time in the day for a collection crew to go to tip, we also have the following options:-

- Our depot at Chalvey includes a waste transfer station, which can be used as an interim tipping point. Where we use this option then we incur the cost of picking the waste up and onward haulage to the actual tipping point so this should be avoided where practicable.
- There is also the opportunity to “relay” an empty vehicle and driver out to a crew who have filled their vehicle so that the crew can load into this second vehicle while their vehicle goes to tip.
- There is the opportunity for a relay driver(s) to take vehicles to tip which are brought back to the depot full. This depends on tip opening hours.

#### 2.33.5

Scheduling Collections - Street properties need to be allocated to a fortnightly general waste collection round and to a fortnightly recycling collection round. Since both services have been modelled to require 4 x standard refuse collection vehicles each crewed by a driver plus two loaders (4 x RCV D+2) then in the first instance street property collection rounds will be a mirror image of one another so one week Crew 1 will collect general waste from a “patch” of street properties and the next week Crew 1 will collect recycling from the same “patch” of street properties. This brings “ownership” of the “patch” by the crew and incentivises problem solving between SBC and residents where residents struggle to adapt to the required change or where we have not got things quite right. The following aspects work off this structure:-

- Flats properties need to be allocated to a new dedicated weekly Flats General Waste Round and to a new dedicated weekly Flats Recycling Round.
- Our current policy with weekly collections is for grey wheeled bins and red wheeled bins to be presented for collection on the same day. This means that the visual amenity of an area is impacted for one day per week. Green waste collection day has been deliberately different to grey wheeled bin / red wheeled bin since it was felt that pavements would become too obstructed with a third wheeled bin. With fortnightly grey and red bin collections we will leave the day of the week for collections the same as now wherever we can. So, for example, if you currently have your grey and your red bin collected on a Monday then once we go fortnightly then you will have your grey bin collected one Monday and your red bin collected the following Monday. Green wheeled bins no longer have to be on a different day to grey and red wheeled bins since there can no longer be the opportunity for all three colours to be presented for collection on the same day. Those residents who opt-in to the new chargeable green waste collection will be advised of their collection day and where practicable this will be the same day of the week as grey and red wheeled bins. So if your grey bin is collected one

Monday and your red bin is collected the following Monday then if you opt-in to the fortnightly chargeable green waste collection then, wherever we can, we will schedule it for a Monday as well

- 2.34 Christmas Bank Holiday Catch Up sees an increased volume of waste presented for collection and would need to be supported by use of additional resources. The new chargeable green waste collection is suspended for 2 weeks at Christmas and this resource can be used to support general waste collection and recyclables collection during this period.
- 2.35 We have approximately 40,000 street properties to which we could offer food waste collection. While we could issue 30L brown food waste caddies to all 40,000 street properties, the experience of authorities elsewhere is that only around 40% to 50% of households will take part. It follows that a food waste collection service in Slough needs to be designed to expect 16,000 to 20,000 households to take part. Loaders would wheel a “slave” wheeled bin from property to property decanting 30L caddies into the “slave” wheeled bin as they go and will collect from 10 to 20 properties before returning to empty the “slave” wheeled bin into the Food Waste Vehicle. This is much quicker than taking individual wheeled bins to and from a collection vehicle and also negates many of the difficult access issues since the vehicle wouldn’t need to enter such roads. It is felt that a food waste collection round in Slough could collect from 2,000 properties per day in which case we would need 2 food waste rounds for 20,000 participating households. We do not currently have a contract with a food waste processor for receipt of food waste. We would have to adapt our Chalvey Waste Transfer Station to enable food waste to be bulked up for onward haulage to a remote food waste processor and this would require a change to the sites Waste Permit and some capital investment. Provision of food waste caddies and specialist food waste collection vehicles would also require capital investment.
- 2.36 Waste disposal costs would reduce, depending on how successful we are in diverting waste to recycling / composting, since per tonne waste disposal is more expensive than per tonne recycling, composting or food waste processing.
- 2.37 Advice from WRAP (Waste Resources Action Programme) is that:-
- Our 2007 Waste Composition Analysis is sufficiently accurate to base our projections.
  - The Government need local authorities to collect more and better quality recyclables and this has shaped the Environment Act 2021
  - Every local authority who has introduced fortnightly refuse collection has seen a step change in the percentage of waste recycled. Putting pressure on the grey wheeled bin makes people think about how to avoid filling it – they focus on recycling what they can.
  - If we reduce the frequency of refuse collection then those residents using their grey wheeled bin to dispose of green waste may want to avoid doing so in order to accommodate non-recyclable waste leading to an increase in the number of households using a green wheeled bin.
  - Food waste recycling is not dependent on recycling markets in the same way as dry recycling so is a quick way to make a large contribution to the UK’s percentage Recycled. However, food waste processing facilities are not yet in place across all of the UK

- Every local authority who has introduced mandatory food waste collection has seen a reduction in waste presented for collection. When people physically see how much food (money) they are throwing away in their food waste caddy then they think harder about what they buy and are more careful to eat things before they go out of date. This reduces the amount of food thrown away which in turn reduces the overall amount of waste thrown away
- Householder take up for separate Food Waste Collection would be very low unless it is offered in addition to fortnightly refuse collection and is mandatory.
- Once an alternate fortnightly collection together with a weekly food waste collection has been successfully introduced and has matured, so that residents are maximising their recycling and utilising their food waste collection, then some authorities have found that the volume of general waste is so low that they are able to adopt a once every 3 weeks or once every 4 weeks collection of general waste.

2.38 Advice from APSE is that:-

- 72% operate services in-house
- 61% collect food waste
- 79% collect refuse fortnightly (13% weekly, 6% three weekly, 2% four weekly)
- 70% collect dry recyclables fortnightly (15% weekly, 3% 3 weekly, 11% 4 weekly)
- 44% collect food waste weekly, 30% fortnightly
- Collections for paper, card, plastics and cans are moving towards 3 to 4 weekly
- 43% intend to go to 3 weekly collections of refuse within the next 2 years (13% to 4 weekly)
- 64% operate co-mingled MDR, 18% operate source separated recyclables

### **Pre-decision scrutiny**

2.39 Due to the adjournment of the Place Scrutiny Panel meeting held on Thursday 8th September upon the announcement of the death of Her Majesty the Queen, the arrangements for pre-decision scrutiny of the decisions recommended in this report have been revised. The Place Scrutiny Panel will re-convene on Tuesday 20th September to scrutinise and comment on the draft Cabinet report which was published on 31st August, and consider whether to establish a scrutiny task & finish group on waste and recycling.

2.40 The comments of the scrutiny panel, and any officer responses, will be drafted on 21st September and circulated to Cabinet, along with any further comments from Commissioners, prior to Members making any decisions on the recommendations in this report at their meeting. If any comments or recommendations from scrutiny are deemed to be significant it may be necessary for Cabinet to defer some of the decisions until October Cabinet to ensure the comments can be fully considered in

line with scrutiny best practice. The Leader and relevant Cabinet members presenting this report have taken note of this within the discussions about when/how the September Cabinet would be rescheduled from its 19th September original date. If Scrutiny does elect to establish a 'task and finish group' on waste and recycling, arrangements will be put in place to ensure the group's findings/recommendations are fed in to future Cabinet meetings, with this being before any changes to the frequency of collections are implemented.

### 3. Implications of the Recommendation

#### 3.1 Financial implications

3.1.1 A summary of the costs for each of the three sets of waste collection options discussed are set out below:-

<b>Cost Summary</b>	<b>Option A</b>	<b>Option B</b>	<b>Option C</b>
<b>Annual Costs</b>			
Collection Costs (operatives & vehicles)	£2,978,157	£2,900,553	£2,360,371
Disposal Costs	£3,913,002	£4,329,711	£4,154,735
Depreciate new service CAPEX over 5 years	£114,800		
Marketing inc Calendars	£10,000	£0	£10,000
<b>Total Annual Costs</b>	<b>£7,015,959</b>	<b>£7,230,264</b>	<b>£6,525,106</b>
Annual Savings before one off costs	£214,305		£705,158
<b>One off Costs</b>			
Marketing to Launch the service	£75,000		£75,000
Marketing Officer for 6 months	£30,000		£30,000
<b>Total One Off Costs</b>	<b>£105,000</b>	<b>£0</b>	<b>£105,000</b>
Saving in 1st full year including one off costs	£109,305		£600,158
Part year 23/24 - 9 months inc one off costs			£423,869
<b>CAPEX (Indicative)</b>			
Food Waste Vehicles	£160,000		
Food Waste Caddies	£190,000		
Recycling Boxes inc Lid	£204,000		
Adapt Waste Transfer Station	£20,000		
<b>Total New Service CAPEX</b>	<b>£574,000</b>	<b>£0</b>	<b>£0</b>
Assume write off over 5 years	£114,800		
<b>CAPEX to Replace End of Life RCVs</b>			
No RCVs inc 2 Green Waste & 2 Spares	17	18	15
CAPEX at £200k per RCV	£3,400,000	£3,600,000	£3,000,000

3.1.2 Under Option C we would have 3 unneeded standard refuse collection vehicles (RCVs). The fixed price vehicle maintenance contract is conditional on there being 18 standard refuse collection vehicles to service. If we reduce to 15 standard refuse

collection vehicles then we would need to renegotiate our contract; there would be some cost savings but not full cost savings as the provider will need to recover his fixed costs over a smaller number of vehicles. We own the refuse collection vehicles so we would get some income from sale as second hand vehicles. No “upside” has been assumed in our budget calculations but savings will be pursued should Option C be adopted

3.1.3 Adoption of Option A – National Waste Model will see increased revenue cost to SBC compared to Option C and additional CAPEX. The Environment Bill 2021 states that the government will “fully fund all new burdens on local authorities arising from the Bill”. We will work with Government along with the waste management industry and other partners to gain access to the necessary waste management infrastructure and funding to enable the future adoption of Option A – National Waste Model.

3.1.4 Future adoption of Option A would be brought as a separate Cabinet Report in future years but order of magnitude would bring the requirements for:-

- The inclusion of **£600k** in our capital programme for 2027/28 for the purchase of capital items for the new services – food waste collection and fibre collection:-
  - Food waste caddies
  - 55L recycling boxes with lids for fibre collection (paper and card)
  - Two specialist food waste vehicles
  - Minor changes to our Waste Transfer Station
- The inclusion of **£170k** growth (exc inflation) to the General Revenue Fund in 2027/28 (4 months from 1 December 2027) and **£500k** (exc. Inflation) in 2028/29 (full year) and thereafter

3.1.5 Note – we will need to provide **c£3.4m** in our capital programme for 2027/28 to replace end of life refuse collection vehicles irrespective of which option is adopted at that point. This is currently not included in the capital programme. Therefore, the £3.4m will need to be brought in at the next capital programme refresh.

## **3.2 Legal implications**

3.2.1 The Environment Act 2021 supports the Government’s 25-year environmental plan. Its purpose is to cover ‘the gap’ created by the UK’s departure from the EU and subsequent leaving behind of environmental protections put in place by the EU. The Act intends to ensure there are effective environmental protections in place and make sure accountability is embedded within UK environmental law going forward.

3.2.2 Although the Environment Act 2021 has now received Royal Assent, the provisions relating to separation of types of waste, which amend the Environmental Protection Act 1990, have not yet been brought into force.

3.2.3 The provisions of the Environment Act 2021, once enacted, will require the creation of national infrastructure so that all Local Authorities with responsibility for waste collection and waste disposal provide the same “model” of waste collection and disposal in the future:-

- Fortnightly collection of general waste
- Fortnightly collection of paper and card for recycling (fibre collection)
- Fortnightly collection of mixed dry recyclables (excluding paper & card) including glass bottles and jars, plastic bottles, other plastics, tetra-pak for recycling etc
- Fortnightly collection of garden waste
- Weekly collection of separate food waste

The national waste disposal infrastructure to enable this does not exist and, in addition, local authorities (Waste Disposal Authorities) have contractual arrangements with waste disposal providers which must be honoured so migration to this “model” will be phased over time.

- 3.2.4 As a Unitary Authority, SBC has responsibility for waste collection and for waste disposal – we are both a Waste Collection Authority (WCA) and a Waste Disposal Authority (WDA). Section 45 of the Environmental Protection Act 1990 (the EPA 1990) makes it a duty of a waste collection authority to arrange for the collection of household waste in its area, except in limited prescribed circumstances. No charge may be made for the collection of household waste, except in cases prescribed in regulations. Where a charge may be levied, a waste collection authority is not obliged to collect the waste until requested to do so and having recovered a reasonable charge for the collection. The Controlled Waste (England and Wales) Regulations 2012 confirm that garden waste is a category of waste for which a charge can be levied for collection.
- 3.2.5 Waste Disposal Authorities must dispose of whatever quantities of household waste are presented with costs recovered as part of general taxation, with the exception of certain categories of waste which do not come within the definition of household waste delivered to Household Waste & Recycling Centres, such as DIY / building waste, for which Waste Disposal Authorities have the power to charge a fee to individual residents. SBC limit the volume of DIY/Building waste which we will accept at our Chalvey HWRC. We have an adjacent commercial waste transfer station where large volumes of such waste can be taken and paid for on a £/tonne basis.
- 3.2.6 Section 46 of the EPA 1990 confirms that waste collection authorities can require an occupier to place the waste for collection in receptacles of a kind and number specified. In relation to the provision of receptacles, the authority may provide these free of charge, propose that they be provided, if the occupier agrees, by the authority on payment by him of a single payment or such periodical payments as he agrees, require the occupier to provide them if he does not enter into an agreement or require the occupier to provide the receptacles. The authority can also specify the size of receptacles, where they are to be placed for the purpose of emptying and the substance or articles which may or may not be put into them.
- 3.2.7 Section 51 of the EPA 1990 places a duty on waste disposal authorities to arrange for places to be provided at which persons resident in its area may deposit their household waste and for the disposal of waste so deposited. The places shall be situated so as to be reasonably accessible to residents in the area, are open at reasonable times and are available for deposit of waste free of charge.

### **3.3 Risk management implications**

- 3.3.1 If we implement Option A or Option C then there is a risk of service disruption and reputational damage if we do not manage the change from weekly collection to fortnightly collection effectively. This will be mitigated by developing a detailed operational transition plan and a detailed communication campaign with a long lead in period. Appendix 4 – Frequently Asked Questions discusses the issues which we will need to respond to. It is recommended that fortnightly collections should start on Monday 26 June 2023. This allows Councillors to help communicate the change during their door to door canvassing in March and April before the May elections (opportunity to discuss the need to go fortnightly and to leave a leaflet where needed informing residents how they can get help / further advice and information).
- 3.3.2 Waste disposal savings will not be achieved if the service change is not implemented successfully / accepted by householders. The more recycling that we collect the cheaper the overall disposal cost. Waste composition analysis is not an exact science and the ability / willingness of Slough residents to cooperate is an unknown. There will be a comprehensive multi-media publicity programme in the period preceding the start date setting out why we are making the changes, how it will work and what residents should look out for. This will include:-
- Press releases
  - Radio interviews
  - Letters / postcards
  - Leaflet drops
  - Information on the SBC website
- 3.3.3 Collection resource is a function of volumes of material. If we get the volumes of material wrong, then we will need a different collection resource. This is mitigated in Option A and Option C by the fact that we are using standard vehicles and crew so if we get more general waste than expected and less recycling then we can alter the number of crews deployed to each service and vice-versa.
- 3.3.4 Crew knowledge, collectively and individually, is vital to the construction of new collection rounds. While lists of roads in sequence, supported by maps, can inform maybe 90% of collections, our drivers and particularly our loaders have a visual memory of where bins and containers are actually left by residents and it is essential that this knowledge is listened to and incorporated into route design. It is good practice to rotate loaders between different rounds so that this detailed round knowledge is shared by the workforce rather than becoming crew specific but this has to be balanced with maintaining harmony within crews.
- 3.3.5 The service change will be a step change for crews as well as for residents. Crews will be anxious that the required outcome to clear the days work is achievable. It is also important for moral that work is blended between rounds fairly and where this is not the case that adjustments are made quickly in order to retain harmony within the group.

### **3.4 Environmental implications**

- 3.4.1 Adoption of Option A or Option C would see a significant increase in the percentage of collected waste recycled. This is estimated in the table below:-

### Estimated % Recycled

Tonnes	Option A	Option B	Option C
Mixed Dry Recycling (tonnes)	14,500	7,600	14,000
Green Waste (tonnes)	4,100	4,100	4,100
Food (tonnes)	3,580	0	0
Total Recycled (tonnes)	22,180	11,700	18,100
Total Disposed (tonnes)	24,020	34,500	28,100
Grand Total (tonnes)	46,200	46,200	46,200
% Recycled	48.01%	25.32%	39.18%

3.4.2 It is unlikely that there would be a material difference in the litres of diesel used by the collection service since, although there will be a fewer vehicles providing the service, each of the remaining vehicles will be working harder and travelling further.

3.4.3 There will be a positive impact on local air quality due to the reduced vehicle movements in each location although overall emissions are likely to be similar.

### 3.5 *Equality implications*

3.5.1 Service changes would be applied to the majority of residents but not those locations which are unable to take part due to storage capacity issues. Weekly (or more frequent) collections will be made from those dwellings which have insufficient storage space to take part in fortnightly collection. Existing provision to collect and return containers to and from the point of waste collection will continue for those households who do not have a person within the household who is able to do so themselves.

3.5.2 A full Equality Impact Assessment is provided as **Appendix 1 – Equality Impact Assessment**.

### 3.6 *Procurement implications*

3.6.1 The collection service is provided by the DSO so there are no procurement implications with respect to the waste collection element.

3.6.2 If we were to adopt Option A then we would need to:-

- Renegotiate with our current waste disposal contractor to:-
  - Alter the calorific value of incinerator waste
  - Discontinue delivering current Just 4 Mixed Dry Recycling
  - Obtain a new price for delivering fibre (clean paper & card)
  - Obtain a new price for delivering Environment Act 2021 Mixed Dry Recycling (excludes paper and card) includes glass bottles and jars, plastic bottles, other plastics, tetra-pak for recycling etc
- Tender a contract with a Food Waste Processor to receive Food Waste
- Carry out works to enable the Waste Permit at our Chalvey Waste Transfer Station to be extended to include for safe storage and bulking up of food waste pending haulage to the successful Food Waste Processor

- Tender a Contract with a vehicle maintenance provider to buy and maintain 2 specialist Food Waste Collection Vehicles
- Tender a Contract to buy and deliver to individual households 40,000 x 30L food waste caddies
- Tender a Contract to buy and deliver to individual households 40,000 x 55L Recycling Boxes with lids

### 3.7 Workforce implications

3.7.1 Option B would see a continued need for the existing workforce. Option C would see a reduced requirement. Option A would see a similar requirement as the current service (Option B). This is summarised in the table below and provided in more detail in **Appendix 3 – Resource Profiles:-**

Summary of Resource Profiles	RCV	FWV	Dr	Ldr	Total Crew
<b>Option A</b>	18	2	22	37	59
<b>Option B</b>	18	0	19	38	57
<b>Option C</b>	15	0	16	29	45

RCV = Refuse Collection Vehicle  
 FWV = Food Waste Vehicle  
 Dr = LGV Driver  
 Ldr = Loader

3.7.2 Adoption of Option C sees a reduced number of posts. Crews will be anxious about their own jobs and also about the jobs of colleagues. We will not need the same number of agency staff to operate the future service as we need for the current service but we will not need to make any permanent staff redundant.

3.7.3 Option A and Option C will require formal consultation with trade unions and staff.

### 3.8 Property implications

3.8.1 There are no property implications with respect to Option B or Option C

3.8.2 Option A – National Waste Model requires that we have different waste management infrastructure in place than exists at the moment. One way for SBC to get access to the necessary waste processing infrastructure would be for SBC to provide a suitably sized waste transfer station.

3.8.3 Our Chalvey Depot, White Hart Road, Chalvey is owned by SBC and the whole of the site is a licenced waste transfer station. We currently operate the site as:-

- A small waste transfer station to bulk up street cleansing, grounds maintenance and highways construction waste from our DSO and for jobbing builders, small grounds maintenance companies and similar SMEs wishing to dispose of small volumes of commercial waste.
- An adjacent split level Household Waste & Recycling Centre (Chalvey HWRC)

- A depot from which we operate waste collection, street cleansing and highways maintenance services (60% of the site).

3.8.4 Prior to SBC becoming a unitary authority the Chalvey Depot Site was operated by Berkshire County Council as a much larger Waste Transfer Station with linked HWRC site. This operation occupied the full site and was a regional facility for the transfer of waste. A licence was let to a private sector waste management partner to operate the site as a domestic and commercial waste transfer station and adjacent HWRC in return for a fee. Depot facilities for Slough to operate waste collection, street cleaning and highways maintenance services were located elsewhere in the borough.

3.8.5 The Chalvey Depot / Transfer Station site is being assessed as part of the Asset Disposal Strategy currently being prepared by Avison Young. The strategic need for long term waste management facilities for the borough is part of this consideration.

#### **4. Background Papers**

- Municipal Waste Strategy 2015-2030
- The Environmental Act 2021

## Appendix 1 – Equality Impact Assessment

Responsible Officer	Savio DeCruz
Directorate	Place and Community
Service Area	Direct Services Organisation (DSO)
Proposal	Fortnightly Collections and Chargeable waste

### **Proposed Waste Collection Service Changes:**

The Council currently spends £3.6m/year to provide a weekly collection of residual waste, a weekly collection of recyclable waste and a fortnightly collection of garden waste (garden waste). All collections are in wheeled bins / wheeled containers. In addition, we spend £5.6m per year disposing of waste – this includes the collected waste just mentioned and also waste and recycling delivered to Household Waste & Recycling Centres, street cleansing arisings, fly-tipping and commercial waste.

The Councils financial position demands that we reduce our costs. The proposed service change would reduce the frequency of waste collection from most street properties and some flats from weekly to fortnightly and would reduce the frequency of recycling collection from most street properties and some flats from weekly to fortnightly with a saving of c£705k. It would also charge residents for receipt of wheeled bins and for disposal of those items of waste where we have the legal power to make a charge.

This EIA identifies that the key groups potentially affected by these proposals are large families and those where English is not their first language and provides relevant mitigation to support them.

### **Briefly summarise the key objectives and expected outcomes of the change and explain why it is needed.**

The service change is to reduce the frequency of waste collection from most street properties and some flats from weekly to fortnightly and to reduce the frequency of recycling collection from most street properties and some flats from weekly to fortnightly with a saving of c£705k.

We would also charge residents for receipt of wheeled bins and for disposal of those items of waste where we have the legal power to make a charge bringing estimated income of £40k to offset these costs.

### **Why the change is needed?**

The Councils financial position demands that we reduce our costs and that we charge for services where we have the power to do so.

### **Rationale for the Individual Potential Changes to the Waste and Recycling Service**

As a Waste Collection Authority we have the power to determine the frequency of waste collection, how and where waste is presented for collection, how it is contained and who pays for the container:-

- The majority of local authorities already collect waste fortnightly with some collecting every 3 weeks or every 4 weeks
- The majority of local authorities already collect recyclables fortnightly with some collecting every 3 weeks or every 4 weeks
- Many local authorities charge residents for new and replacement containers

As a Waste Disposal Authority we have the opportunity to charge for certain types of waste (colloquially known as DIY/Builders Waste) delivered to our Household Waste and Recycling Centres. We currently operate 1 HWRC at our Chalvey site. Income received will mitigate the cost of disposal of these items so bringing a saving to our waste disposal bill:-

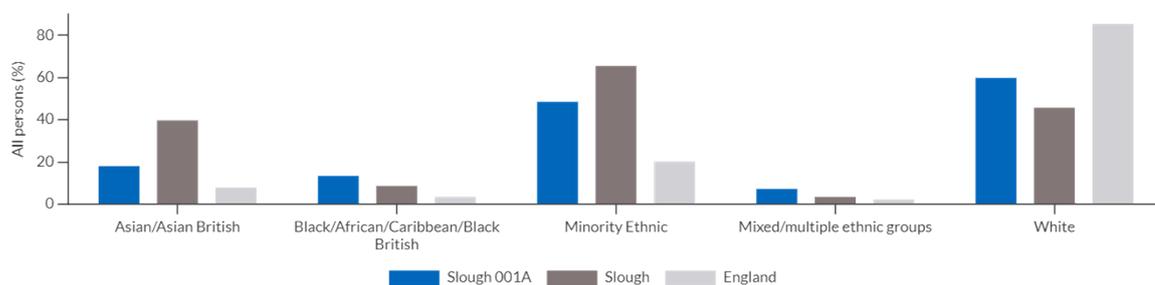
- The majority of local authorities charge for “DIY/Builders Waste”, including Buckinghamshire Council at their Burnham and Langley HRCs which are adjacent to Sloughs border.

- By introducing charges, SBC will receive a contribution to mitigate waste disposal costs, and align with Buckinghamshire Council so preventing our Chalvey HWRC from becoming attractive to Buckinghamshire residents who may otherwise choose to have free disposal in Slough
- The new policy of charging will make it more equitable to all our residents by asking those who can choose to renovate their properties that they pay for the disposal of their waste.

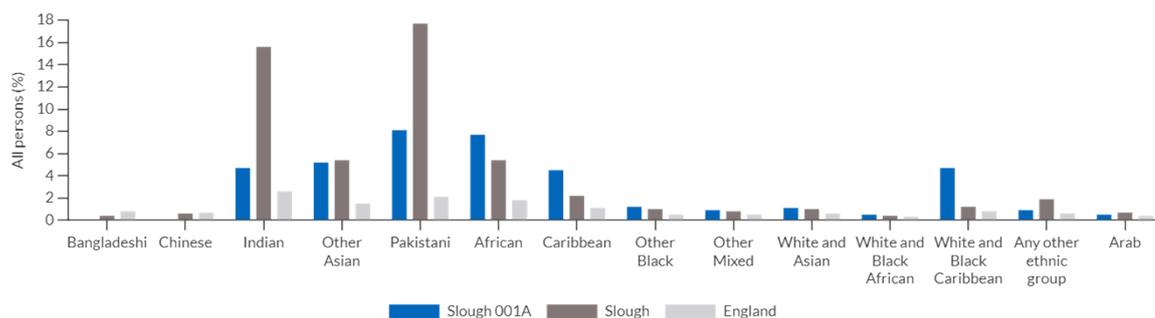
**Does the service carry out equalities monitoring? If No, please state why?**

The Council does not collect equalities monitoring information from residents using waste and recycling services as this a universal service provided to all households in Slough and requests for special assistance can be made. Data is not collected at the moment through resident satisfaction surveys, but will need to be considered as part of the change to ensure that key groups are not further impacted. The Council's borough profile as summarised below gives an overview of the demographic profile for residents and shows how ethnically diverse the population is, this will be updated later this year when the 2021 Census data is published.

**Broad ethnicity groups**



**Detailed ethnicity groups**



**Please provide an overview of who uses/will use your service or facility and identify who are likely to be impacted by the proposal**

*If you do not formally collect data about a particular group then use the results of local surveys or consultations, census data, national trends or anecdotal evidence (indicate where this is the case). Please attempt to complete all boxes. Consider whether there is a need to consult stakeholders and the public, including members of protected groups, in order to gather information on potential impacts of the proposal.*

Equalities Impact Indicate Yes, No or Not Known for each group	Disability	Age	Sex	Race/Language	Religion & Belief	Sexual Orientation	Marital Status	Households with young children and large families	Socio-Economic
Do people from the following groups benefit from your service?	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Does the change help to eliminate discrimination, promote equality and foster good relations between different groups?	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Could the proposal discriminate, directly or indirectly these groups?	No	No	No	No	No	No	No	Yes	No
Could this proposal affect access to your service by different groups?	No	No	No	No	No	No	No	Yes	No
Could this proposal affect access to information about your service by different groups?	Yes	No	No	Yes	No	No	Yes	No	No
Could the proposal have an adverse impact on relations between different groups?	No	No	No	No	No	No	No	No	No

### Mitigation against impacts of changes

Larger families / households run out of storage space between collections	<p>The change from a weekly service to fortnightly collection will reduce the amount of storages space between collections and most residents will be able to manage by placing all of their recyclables into the recycling collection and by minimising the amount of general waste which they produce. Where this proves not to be the case then solutions and qualifying criteria are set out in our Waste Collection and Disposal Policy and include:-</p> <ul style="list-style-type: none"> <li>• Larger wheeled bin issued or in some cases a wheeled container</li> <li>• Additional wheeled bin issued</li> <li>• Arrange for the property to continue to be on a weekly collection cycle</li> </ul>
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New and replacement bins - affordability	Making a charge for a new or a replacement waste collection container – grey wheeled bin (residual waste) or red wheeled bin (recyclable waste) may be unaffordable for some residents. Those residents meeting the affordability criteria set out in our Waste Collection & Disposal Policy will be provided with waste collection containers free of charge.
DIY Waste affordability	<p>The new policy of charging for DIY/Builders Waste will make waste disposal more equitable by asking those residents who can choose to renovate their properties to pay for the disposal of their waste as part of the renovation costs rather than it be paid for as part of general taxation. Alternatives for those who choose not to “pay at the gate” include:-</p> <ul style="list-style-type: none"> <li>• Paying for a bulky waste collection</li> <li>• Paying for a skip (3rd party company)</li> <li>• Offering items to others free of charge for re-use (freecycle and other apps)</li> <li>• Store items in garages and lofts rather than throw them away.</li> </ul> <p>Some may choose to break items into pieces and dispose in the grey bin and some may choose to burn on bonfires but most of the items being charge for do not lend themselves to these forms of waste disposal. Wheeled bins or containers presented for collection with DIY/Builders Waste in them will be rejected and the resident will be required to remove the items before the wheeled bin/container is emptied</p>
Language barriers	The Council will embark on a rigorous communications plan to assist advise and educate our residents on the new changes and help them understand what is to be expected.

## Appendix 2 - Workload Sense Check

### Workload Sense Check - Trips to Tip and Bins/Loader

No Days Worked / Year	260
General Waste - Max Tonnes/Load	10.5
Dry Recycling - Max Tonnes/Load	7
No. Street Properties (Est)	40,000
No. Flats Properties (Est)	18,000
Total Properties	58,000

No. Props / General Waste Bulk Bin	6
No. Bulk Bins on General Waste Flats Rounds (Est)	3,000

No. Props / Recycling Bulk Bin	12
No. Bulk Bins on Flats Rounds (Est)	1,500

General Waste		Option A	Option B	Option C
Tonnes/Year		23,005	34,000	27,120
<b>Tonnes Street Properties (Est)</b>	<b>70%</b>	12,805	23,800	16,920
<b>Tonnes Flats</b>	<b>30%</b>	10,200	10,200	10,200

#### General Waste - Street Properties

Tonnes Per Collection Day	49	92	65
Number of RCVs	4	6	4
Number of Loads/Day	5	9	6
Trips to Tip / RCV	1.2	1.5	1.5
Properties Collected From / Collection Day	4,000	8,000	4,000
Properties Collected From / Loader/ Collection Day	500	667	500

#### General Waste - Flats Properties

Tonnes Per Collection Day	39	39	39
Number of RCVs	2	2	2
Number of Loads/Day	4	4	4
Trips to Tip / RCV	1.9	1.9	1.9
Bulk Bins Emptied / Collection Day (Est)	600	600	600
Bulk Bins Emptied / Round / Collection Day (Est)	300	300	300

#### Dry Recycling

		Option A	Option B	Option C
Tonnes/Year (inc MDR rejected at MRF)		15,515	8,100	14,980
<b>Tonnes Street Properties (Est)</b>	<b>85%</b>	14,300	6,885	13,765
<b>Tonnes Flats</b>	<b>15%</b>	1,215	1,215	1,215

#### Street Properties Dry Recycling

Tonnes Per Collection Day	55	26	53
Number of RCVs	5	5	4
Number of Loads/Day	8	4	8
Trips to Tip / RCV	1.6	0.8	1.9

Properties Collected From / Collection Day	4,000	8,000	4,000
Properties Collected From / Loader/ Collection Day	400	800	500
<b>Flats Properties Dry Recycling</b>			
Tonnes Per Collection Day	5	5	5
Number of RCVs	2	1	1
Number of Loads/Day	1	1	1
Trips to Tip / RCV	<b>0.3</b>	<b>0.7</b>	<b>0.7</b>
Bulk Bins Emptied / Collection Day (Est)	300	300	300
Bulk Bins Emptied / Round / Collection Day (Est)	150	300	300
Total RCVs (Front Line)	13	14	11
Green Waste RCVs	2	2	2
<b>Total Front Line RCVs</b>	<b>15</b>	<b>16</b>	<b>13</b>
Spare RCVs - Maint + MOT	2	2	2
<b>Total RCVs</b>	<b>17</b>	<b>18</b>	<b>15</b>

## Appendix 3 – Resource Profiles

### Key:-

RCV = Refuse Collection Vehicle

FWV = Food Waste Vehicle

Dr = LGV Driver

Ldr = Loader

TW = Trade Waste

TR = Trade Recycling

Option A - The Environment Act 2021 Model	RCV	FWV	Dr	Ldr	Total Crew
Refuse Flats ( <b>inc p/t TW</b> )	2		2	2	4
Refuse Street Properties	4		4	8	12
Current MDR Flats					0
Current MDR Street Properties					0
MDR Exc Fibre (Paper & Card) - Flats ( <b>inc p/t TW</b> )	2		2	2	4
MDR Exc Fibre (Paper & Card) - Street Properties	3		3	6	9
Fibre (Paper & Card) – Flats	1		1	1	2
Fibre (Paper & Card) - Street Properties	2		2	4	6
Garden Waste	2		2	4	6
Food Waste		2	2	4	6
Relay					0
<b>Subtotal</b>	<b>16</b>	<b>2</b>	<b>18</b>	<b>31</b>	<b>49</b>
Spare	2		4	6	10
<b>Total</b>	<b>18</b>	<b>2</b>	<b>22</b>	<b>37</b>	<b>59</b>

Option B - Weekly Grey and Red, Fortnightly Green	RCV	FWV	Dr	Ldr	Total Crew
Refuse Flats					
Refuse Street Properties & Flats (integrated <b>inc p/t TW</b> )	8		8	16	24
Current MDR Flats					
Current MDR Street Properties & Flats (integrated <b>inc p/t TR</b> )	6		6	12	18
MDR Exc Fibre (Paper & Card) – Flats					
MDR Exc Fibre (Paper & Card) - Street Properties					
Fibre (Paper & Card) – Flats					
Fibre (Paper & Card) - Street Properties					
Garden Waste	2		2	4	6
Food Waste					
Relay					
<b>Subtotal</b>	<b>16</b>	<b>0</b>	<b>16</b>	<b>32</b>	<b>48</b>
Spare	2		3	6	9
<b>Total</b>	<b>18</b>	<b>0</b>	<b>19</b>	<b>38</b>	<b>57</b>

<b>Option C - Fortnightly Grey, Red &amp; Green</b>	<b>RCV</b>	<b>FWV</b>	<b>Dr</b>	<b>Ldr</b>	<b>Total Crew</b>
Refuse Flats <b>(inc p/t TW)</b>	2		2	2	4
Refuse Street Properties	4		4	8	12
Current MDR Flats <b>(inc p/t TR)</b>	1		1	1	2
Current MDR Street Properties	4		4	8	12
MDR Exc Fibre (Paper & Card) - Flats					
MDR Exc Fibre (Paper & Card) - Street Properties					
Fibre (Paper & Card) – Flats					
Fibre (Paper & Card) - Street Properties					
Garden Waste	2		2	4	6
Food Waste					
Relay	0		0	0	0
<b>Subtotal</b>	<b>13</b>	<b>0</b>	<b>13</b>	<b>23</b>	<b>36</b>
Spare	2		3	6	9
<b>Total</b>	<b>15</b>	<b>0</b>	<b>16</b>	<b>29</b>	<b>45</b>

<b>Summary of Resource Profiles</b>	<b>RCV</b>	<b>FWV</b>	<b>Dr</b>	<b>Ldr</b>	<b>Total Crew</b>
<b>Option A</b>	18	2	22	37	59
<b>Option B</b>	18	0	19	38	57
<b>Option C</b>	15	0	16	29	45

## Appendix 4 – Frequently Asked Questions (FAQs)

### Q1. Will my day of waste and recycling collection change

Probably not but this will be confirmed to you. Most people will have their bins collected on the same day of the week as now only fortnightly so, if you have a Monday collection then you will be advised as to whether you are either:-

- Monday week 1 will be grey bin and Monday week 2 will be your red bin, or
- Monday week 1 will be red bin and Monday week 2 will be your grey bin

### Q2. How will I find out which week I have to put which bin out

We will write to all residents in the lead up to the start date to inform you.

In addition, this will be detailed on the SBC website from the end of February 2023 - we will provide a collection day calendar for Week 1 and Week 2 along with changes due to Bank Holidays. Residents will be able to find out whether they are Week 1 refuse and Week 2 recycling, or, Week 1 recycling and Week 2 refuse by looking up their road on an A to Z listing.

### Q3. Can I have a different sized bin?

#### Smaller bins

Anybody can apply for a smaller bin. These can be easier to move or fit into smaller spaces.

#### Larger bins

Larger bins may be available on request.

**For general waste**, you can apply for a larger bin if any of the following apply:

- the household consists of 6 or more permanent residents
- you have at least 2 children in nappies
- any permanent resident of the household has a medical / health condition which results in the production of extra waste

We may ask for more information about the people that live at the property and occasional checks may be made to ensure the information provided is still relevant and the criteria are still being met.

If your household meets the above criteria and your bin is smaller than 240 litres or 106cm high, 58 cm wide and 74cm deep or you require an additional bin you can **apply online by completing the order a new bin form**.

If your household does not meet this criteria but you are struggling for space, please look at the tips on reducing your waste.

If you apply for a new bin and you do not meet the above criteria, we will not be able to provide a larger bin. You will need to pay a fee for each container.

**For recycling**, we will consider all requests for extra recycling bins but please make sure you are making the most of the space in your recycling bin by flattening cardboard and squashing plastics, tins and cans before you order an additional bin. You will need to pay a fee for each container.

For a one off / infrequent need, a reasonable amount of excess recyclable material will be collected, as long as:

- it is loose in a re-usable container - we will not collect recyclables in plastic bags
- it is presented neatly alongside the relevant collection container
- cardboard boxes are flattened and reduced to a manageable size

**Q4. I have had a missed collection, will you come back?**

Please check that it is the right day and week for your bin to be collected. If it is the right week for your collection and we haven't taken your bin on your collection day, then please report a missed collection the following day and we will come back for it within two working days.

A missed collection must be reported within two working days of your scheduled collection day.

We will be keeping a record of which bins were out for collection and if we have already emptied your bin. If your bin was not out for collection when the crew visited your property or if your bin contained the incorrect items, we will not come back to collect until your next collection is due.

Please do not report a missed bin if it is not your week for it to be collected.

Please also ensure you place your bins out by 6am, as the crews may come earlier in the day under the new service.

**Q5. Two weeks worth of general waste will make my wheeled bin too heavy for me to move, what provision will be made for me**

A collect and return service is available for those households which do not include an adult who is able to collect and return their bin personally to and from the point of collection

**Q6. Will reducing the frequency of rubbish collection attract pests?**

Around 80% of councils already collect rubbish every two weeks (or even less frequently). There is no evidence from other areas that reducing the frequency of rubbish collections causes an increase in pests:-

- Rinse recycling before putting it out to reduce any smells and the possibility of waste attracting pests.
- Place nappies and sanitary items in a sealed bag inside your rubbish bag to prevent odours or pests.

Rats can be a problem at locations provided with wheeled containers (some flats) where the lids are left open or where drainage plugs on the floor of containers are missing providing access to the containers for vermin. We are not changing the frequency of collection at locations served by such containers so the problem will not be made worse and we will continue to work to improve the situation by maintaining containers and by working with residents to ensure that lids are kept closed.

**Q7. What is happening with the collection services provided to Flats**

We will review on a location by location basis the opportunity to provide sufficient storage capacity (number of containers) to allow a fortnightly collection of general waste and a fortnightly collection of recyclables wherever practicable. Where there

is insufficient space to site sufficient number of containers to allow this and/or it is otherwise operationally unrealistic then collection frequency will remain at weekly or more frequently.

**Q8. Will I be issued with new wheeled bins**

No, you will continue to use your existing wheeled bins

**Q9. Can I have a green waste bin**

Yes – you can opt in to our chargeable garden waste collection service. You will need to buy a bin and pay for the service. Please fill in the on-line form on the SBC website and we will issue you with a green waste bin and advise you of your collection day

**Q10. I can't afford to pay for a new / replacement waste container.**

We recognise that making a charge for a new or a replacement waste collection container – grey wheeled bin (residual waste) or red wheeled bin (recyclable waste) may be unaffordable for some residents. Those residents in receipt of one or more of the following income related benefits may be provided with grey and red wheeled bin waste collection containers free of charge:-

- Income Support
- Income based Job Seekers Allowance
- Guaranteed Pension Credit
- Employment Support Allowance (income related)
- Housing Benefit

We may ask for more information about the people that live at the property and occasional checks may be made to ensure the information provided is still relevant and the criteria are still being met.

**Q11. Why are you making a charge for me to deliver waste to the Chalvey Household Waste & Recycling Centre (HWRC)**

The new policy of charging for DIY/Builders Waste will make waste disposal more equitable by asking those residents who can choose to renovate their properties to pay for the disposal of their waste as part of the renovation costs rather than it be paid for as part of general taxation. Alternatives for those who choose not to “pay at the gate” include:-

- Paying for a bulky waste collection
- Paying for a skip (3rd party company)
- Offering items to others free of charge for re-use (freecycle and other apps)
- Store items in garages and lofts rather than throw them away

**Q12. Won't charging for waste disposal increase fly-tipping**

Slough currently experiences fly-tipping from time to time with the main sources being unscrupulous landlords with high churn of tenants in poor accommodation and unlicensed commercial traders – offenders are pursued by our regulation and enforcement teams. Authorities which have rural roads suffer more from fly-tipping than Slough which is predominantly urban in nature. Domestic residents do not tend to fly-tip.

**Q13. Why are the Council doing this now?**

We have an urgent need to reduce our costs and these changes will bring significant cost savings. In addition, 80% of local authorities already do fortnightly (or less frequent) collections, making these changes will increase our percentage of waste recycled and these changes make a significant first step towards adopting the national waste collection model set out in the Environment Act 2021

**Q14. Is there a way not to do this at all?**

The financial position of the authority is such that all savings opportunities must be taken as soon as practicable and these changes bring significant annual cost savings.

**Q15. Why have you chosen June 2023 as the start date?**

This is a major operational change which needs to be thoroughly planned and communicated so demands a long lead in time. The changes need to be formally adopted in the Councils budget which is adopted in March.

**Q16. Is there a Bulky Waste Collection Service as an alternative to residents taking items to the Chalvey Household Waste & Recycling Centre?**

We provide a chargeable bulky waste collection service at £17 for each item of bulky waste with a minimum charge of £51 (3 items) and a maximum of 5 items per collection - there is a £10 discount for over 65's and disabled badge holders. In the case of fridges there is a charge of £25/fridge collected. Book and pay for your bulky waste collection online via the Slough Borough Council website. If you are unable to book online, call Environmental Services on 01753 475111, option 4.

**Slough Borough Council**

<b>REPORT TO:</b>	Cabinet
<b>DATE:</b>	21 <sup>st</sup> September 2022
<b>SUBJECT:</b>	Disposal of Council Assets in Wolverhampton, Bradford, Gosport and Basingstoke .
<b>PORTFOLIO:</b>	Councillor Rob Anderson Lead Member for Financial Oversight and Council Assets
<b>CHIEF OFFICER:</b>	Richard West, Executive Director Place and Community Steven Mair, Executive Director Finance and Commercial (s151)
<b>CONTACT OFFICER:</b>	Fin Garvey, Group Manager – Place Delivery Peter Worth, Finance Lead Technical Advisor
<b>WARD(S):</b>	All
<b>KEY DECISION:</b>	YES
<b>EXEMPT:</b>	Public with exempt appendices under paragraph 3 of Schedule 12A Local Government Act 1972 – Information relating to the financial or business affairs of the Council
<b>DECISION SUBJECT TO CALL IN:</b>	YES
<b>APPENDICES:</b>	Confidential Appendices: 1 – Commissioners report on the context and purchase records for the four assets recommended for disposal 2 – Avison Young Disposal Report (30 August 2022) recommending disposal of Wickes, Wolverhampton and Euroway, Bradford, Odeon, Basingstoke and Waitrose, Gosport 3 –Heads of Terms for Wickes, Wolverhampton 4 –Heads of Terms Euroway, Bradford 5 –Heads of Terms Odeon, Basingstoke 6 –Heads of Terms Waitrose, Gosport 7 - Independent valuation reports for the Wickes, Wolverhampton, Euroway, Bradford, Odeon, Basingstoke and Waitrose, Gosport sites

## **1. Summary and Recommendations**

- 1.1. This report is the first of a number of reports to seek approval for the disposal of property/land assets. The report includes four recommendations to dispose of assets located outside the borough.
- 1.2. The proposed asset sales have been subject to a due diligence process and reflect the best consideration reasonably obtainable for the disposal of the assets in accordance with section 123 of the Local Government Act 1972. The asset sales will generate both:
  - a) net savings to the revenue budget; and
  - b) capital receipts which will be applied to reduce borrowing and the Council's Minimum Revenue Provision (MRP).

### **Recommendations:**

- 1.3. Cabinet is recommended to:
  - a) Agree to the disposal of the Wickes, Wolverhampton asset and to delegate authority to the Executive Director of Property and Housing, in consultation with the Lead Member for Financial Oversight and Council Assets and the Executive Director of Finance and Commercial, to enter into the contract and other legal documentation in connection with the disposal in accordance with the Heads of Terms appended at Appendix 3.
  - b) Agree to the disposal of the Euroway Bradford asset and to delegate authority to the Executive Director of Property and Housing, in consultation with the Lead Member for Financial Oversight and Council Assets and the Executive Director of Finance and Commercial, to enter into the contract and other legal documentation in connection with the disposal in accordance with the Heads of Terms appended at Appendix 4.
  - c) Agree to the disposal of the Odeon, Basingstoke asset and to delegate authority to the Executive Director of Property and Housing, in consultation with the Lead Member for Financial Oversight and Council Assets and the Executive Director of Finance and Commercial, to enter into the contract and other legal associated documentation in connection with the disposal in accordance with the Heads of Terms appended at Appendix 5.
  - d) Agree to the disposal of the Waitrose, Gosport asset and to delegate authority to the Executive Director of Property and Housing, in consultation with the Lead Member for Financial Oversight and Council Assets and the Executive Director of Finance and Commercial, to enter into the contract and any associated documentation in connection with the disposal in accordance with the Heads of Terms appended at Appendix 6.

### **Reason:**

- 1.4. The early disposal of the out of Borough assets is a key element of the Council's new Corporate Plan, which includes a strategic priority to be "a Council that lives within its means, balances the budget and delivers best value for taxpayers and service users." Agreement to the recommendations in this report will contribute to the reduction in the Council's future financial commitments, generate disposal receipts at the earliest opportunity and reduce the Council's borrowing and MRP. The proposed asset sales have been subject to a due diligence process and reflect best

consideration for the disposal of the assets in accordance with section 123 of the Local Government Act 1972.

- 1.5. The disposal of these assets will enable the Council to simplify the property portfolio and enable the Council to focus on its core activities and services.

### **Commissioners Review**

*“Confidential Appendix 1 set out the original justification for purchasing these sites. It notes assumptions about taking income in perpetuity when the lease is coming towards its end and it is unclear what professional valuation advice was provided to support the recommendations. It is hard to see why the Council, in the light of this information, could have decided that these investments were a good and appropriate use of public money. Commissioners will discuss with the External Auditors whether this matter should be formally referred to them for investigation and report.*

*The disposals themselves are essential to meet the financial recovery goals and are best value in the market today. The recommendations are strongly supported.”*

## **2. Report**

### **Introduction and Context**

#### **Context**

- 2.1. On 21 June 2021, Cabinet approved the Asset Disposal Programme which outlined the principles and process for disposing of surplus General Fund land and property assets to reduce borrowing costs. The report highlighted that the Council would seek to dispose of surplus assets to support the following objectives:
- Provide capital receipts to contribute to the 2022/23 budget through reducing MRP and borrowing costs; and
  - Provide capital receipts to meet Capitalisation Directive commitments and align with the Medium-Term Financial Strategy (MTFS) to reduce overall borrowing costs.
- 2.2. The Asset Disposal Programme approved in June 2021 set out the following sequential steps for disposing of assets:
- Identify assets for disposal
  - HB Public Law to produce detailed Reports on Title for each asset identified for disposal
  - Asset valuation – obtain up to date independent valuations to provide a benchmark for assessing best consideration,
  - Methods of disposal - take advice on the most advantageous method of disposal
  - Officer Delegation – authorise the Executive Director (Place), subject to proper legal/valuation of advice to dispose of assets up to £1m in value after consultation with the S151 and Monitoring Officers.
- 2.3. In the context of the four asset disposals in this report:
- Avison Young (AY) have been appointed as external property advisors to assist with the identification of assets for disposal, marketing and advice on disposal methods;
  - HB Public Law have produced detailed Reports on Title for all four assets;

- Up to date independent valuations have been provided by the Council's RICS registered valuers Wilks, Head and Eve LLP;
  - AY have advised on the most advantageous method of disposal – in this case informal treaty;
  - As the values are over £1million for each site, approval is being sought from Cabinet to dispose of the four assets.
- 2.4. On 20 September 2021 Cabinet approved a Debt Repayment Strategy authorising officers to procure the support of an external organisation to assist the Council with a programme of asset disposals to generate capital receipts over the next five years.
- 2.5. As part of the Council's budget setting process for 2022/23, the Council approved a Treasury Management Strategy (TMS) for the period 2022/23 to 2026/27 on 10 March 2022. A key element of the TMS is the need to reduce borrowing to bring the Council back onto a more sustainable financial footing.
- 2.6. The TMS includes a target to generate capital receipts from asset disposals of £50m in 2022/23 with an aspiration to realise £100m of receipts by 31st March 2023. This forms part of an overall target to generate between £400m and £600m by 31 March 2027 set out in the Debt Repayment Strategy.

### **Asset Review**

- 2.7. Following a detailed procurement exercise, Avison Young (AY) were appointed to support the delivery of the Asset Disposal Programme in March 2022. The appointment included advising on an asset disposal strategy and marketing of assets for disposal in a way that would secure the best consideration reasonably obtainable. As the out of borough assets were purchased as part of an investment portfolio and were not used for operational or service delivery, these were prioritised for disposal.

### **Out of Borough Assets**

- 2.8. The Council holds four out of borough properties which were acquired solely for investment return, namely:
- Wickes, Wolverhampton;
  - Euroway, Bradford;
  - Waitrose, Gosport; and
  - Odeon, Basingstoke.
- 2.9. All of these assets have Heads of Terms agreed with preferred bidders and will be ready to complete subject to approval of Cabinet.
- 2.10. The AY report included in Confidential Appendix 2 describes the marketing process undertaken for the out of borough assets in detail but the general process and process for each site is summarised below.

### **Marketing**

- 2.11. All four assets have been marketed by AY via a standard process involving:
- placing half page colour advertisements in the Estates Gazette. The Estates Gazette is an industry trusted source of real estate intelligence with 16,500 paying subscribers and a readership of about 120,000;

- advertising on the Estates Gazette Property Link website, which receives about 400,000 visitors per month;
  - sending a mailshot to AY's extensive contact list;
  - providing a bespoke marketing brochure for each asset which has been circulated to all interested parties on request;
  - providing interested parties with a detailed technical pack including tenancy information, title information and environmental reports;
  - providing and hosting site several site viewings.
- 2.12. In addition to the above advertising, AY have circulated the information to individuals and organisations who have contacted the Council direct or who have previously expressed interest in properties of a similar nature.
- 2.13. AY have maintained a log of enquiries throughout the process and reported back to the Council at least weekly on marketing progress and feedback from interested parties.
- 2.14. In marketing the assets, AY have used their specialist teams and target markets based on their specialist knowledge and their insight into the various property sectors.
- 2.15. The above approach is designed to maximise the level of interest in the assets being marketed both locally, regionally and nationally. It is unlikely that another marketing process would garner additional interest or higher bids.

## **Valuations**

- 2.16. The four assets were acquired for a total of £31.8m in the period 2017-2019.
- 2.17. The assets are held as investment assets in the Council's balance sheet and are revalued annually at fair value in line with accounting standards. Fair value measures the "highest and best" value in the most advantageous market for an asset (i.e. this method of valuation includes considering alternative uses for the asset as well as its current use).
- 2.18. The assets were valued at 31 March 2022 and the valuations have been updated in September to reflect current market conditions by the Council's independent valuers, Wilks Head and Eve LLP. This shows a £5.2m fall in the total asset value from the £31.8m acquisition price to £26.6m. The current valuation report from Wilks, Head and Eve LLP is at Confidential Appendix 7.
- 2.19. The fall in value is a risk of property investment. Two of the assets have largely maintained their values but the Odeon, Basingstoke and Waitrose, Gosport have fallen in value by £5.3m in total. Asset values change over time for a variety of reasons, including market conditions. There is a risk to the Council in retaining assets which may further diminish in value in the future. AY has provided professional advice on the market conditions and has recommended disposal of all four assets. Each asset is considered in turn below.

## **Odeon**

- 2.20. The property
- The property is located on a leisure park within Basingstoke. It is owned by the Council on a long lease with 93 years unexpired and is constrained in terms of car parking. Its current use is as a cinema and competes in the local area with another cinema.

- The leisure park has been the subject of redevelopment discussions for a number of years however due to viability issues, there are no current plans for re-development.

#### 2.21. The market

- Both the investment market and specifically the cinema/ leisure market is subject to a number of headwinds in terms of a sluggish return to cinema post-Covid, increasing interest rates and inflationary pressures which has led to reductions in pricing and appetite. This has been seen very publicly in the case of Cineworld where shares have halved following the chain filing for Chapter 11 bankruptcy protection in the US.

#### 2.22. The tenants

- The property is currently tenanted and was marketed with the benefit of a technical pack that included existing tenancy information.

#### 2.23. Marketing process

- The asset was marketed with a technical pack that included tenancy information, title information and an environmental report. The property was formally launched to market on 18 June 2022 with a half page advert in the Estates Gazette. A marketing mailshot was sent out on 23 June 2022 to an extensive contact list held by AY. A bespoke marketing brochure was produced and circulated to all parties upon request. 13 expressions of interest were received. An inspection was arranged on 21 July 2022. Interest in the market was limited by site constraints, including the lack of car parking, the leasehold interest, the age of the building and the profitability of a cinema in that location.
- Two formal bids were received.

#### 2.24. Alternative options for the site

- Sale to the freeholder – the freeholder has stated publicly that it has no interest in purchasing the leasehold interest.
- Re-development – the Council only owns the leasehold, which limits this option.
- Lease extension or re-negotiation – this was explored but is not recommended.
- Remarket upon vacant possession in September 2026 – given the current market for cinemas and the recent news that Cineworld are filing for bankruptcy, it may take a significantly longer period of time for the market to improve and to make this of interest to a wider group of investors.

#### 2.25. Preferred bidder

- The preferred bidder is Bidder B due to providing the higher financial receipt and AY were provided with a track record by their agent which gives confidence to the bid. In addition, there are no material conditions on the offer.

### ***Waitrose, Gosport***

#### 2.26. The property

- The property is a two storey building located in a mainly residential area of Gosport, Hampshire located on the High Street, currently used as a

supermarket. There are three other larger competitor supermarkets within 1 mile.

#### 2.27. The market

- The market for the supermarket in this area of Gosport has fallen and interested parties were aware that Waitrose had not traded well from the site, and thought that Waitrose would not re-gear their lease.

#### 2.28. The tenants

- The property is currently tenanted. Whilst the current tenants, Waitrose, have a strong tenancy covenant, they have indicated that they do not intend to extend the tenancy when it terminates in 2025, and there is little discernible appetite for the site from other supermarket chains or property developers.

#### 2.29. Marketing process

- The asset was marketed with a technical pack that included tenancy information, title information and an environmental report. The property was formally launched to market on 18 June 2022 with a half page advert in the Estates Gazette. A marketing mailshot was sent out on 24 June 2022 to an extensive contact list held by AY. A bespoke marketing brochure was produced and circulated to all parties upon request. 19 expressions of interest were received.
- AY had many requests to inspect the property, but all parties were happy to inspect as a customer and did not require back of house access. Across the marketing period it is understood that at least 4 parties inspected the property and site.
- No bids were received by the bid deadline of 2 August 2022.
- Two parties indicated that they would likely make an offer, but not on a best bids scenario. Further conversation with the prospective bidders resulted in only one bid being submitted – the other party explained that they did not have capacity to carry out due diligence due to lack of resources.

#### 2.30. Alternative options for the site

- Residential re-development – part of the marketing included a briefing note outlining the scope for residential redevelopment but the spoke in construction costs and the comparatively low value of residential property in the Gosport area make this financially unviable. Given that the property was marketed widely any interest in residential redevelopment would have been identified but there was no interest from any residential developers.
- Lease extension or re-negotiation – discussions with the tenants identify that there is no scope for any type of lease negotiation, and this has impacted significantly on the valuation of the property since the Council purchase.
- Remarket upon vacant possession in July 2025 – it may be possible to negotiate a dilapidations settlement at the lease end, although this would depend on the condition of the property at that point and is not thought to be a significant amount. Due to the current configuration AY advise that any incoming retailer would only be interested in taking the ground floor space, which would limit any likely future capital receipt to an amount which is significantly lower than the current offer.

### 2.31. Preferred bidder

- The preferred bidder is Bidder A due to providing the only bid and AY were provided with a track record by their agent which gives confidence to the bid. In addition, there are no material conditions on the offer.

### **21 Roydsdale Way, Bradford**

### 2.32. The property

- The property is an industrial unit located on the outskirts of Bradford, West Yorkshire used as a logistics hub on a light industrial park located with good access to the M62.

### 2.33. The market

- The market for industrial units has remained buoyant post-Brexit and throughout the Covid lockdown.

### 2.34. The tenants

- The property is currently tenanted and was marketed with the benefit of a technical pack that included existing tenancy information.

### 2.35. Marketing process

- The asset was marketed with a technical pack that included tenancy information, title information and an environmental report. The property was formally launched to market on 11 June 2022 with a half page advert in the Estates Gazette. A marketing mailshot was sent out at the same time to an extensive contact list held by AY. A bespoke marketing brochure was produced and circulated to all parties upon request. 34 expressions of interest were received.
- Two inspection days were arranged on 16 and 21 June 2022. 4 parties booked to view the property over these two days, but there were numerous parties who inspected externally on other days.
- The asset was well received by the market with many credible parties contacting AY and requesting more information regarding the sale.
- Three formal bids were received.

### 2.36. Preferred bidder

- The preferred bidder is Bidder C due to providing the higher financial receipt. AY have confirmed that the bidder is high profile and an active investor in the UK logistics market with strong financial backing, which gives confidence to the bid. In addition, there are no material conditions on the offer.

### **Wickes, Wolverhampton**

### 2.37. The property

- The property is a prime retail warehouse investment opportunity located in the administrative centre of Wolverhampton in the West Midlands.

### 2.38. The market

- The market for retail warehousing units has remained buoyant post-Brexit and throughout the Covid lockdown.
- The warehouse is the only DIY warehouse in the city of Wolverhampton.

#### 2.39. The tenants

- The property is tenanted and was marketed with the benefit of a technical pack that included existing tenancy information.
- Wickes have a strong tenancy covenant.

#### 2.40. Marketing process

- The asset was marketed with a technical pack that included tenancy information, title information and an environmental report. The property was formally launched to market on 11 June 2022 with a half page advert in the Estates Gazette. A marketing mailshot was sent out 10 June 2022 to an extensive contact list held by AY. A bespoke marketing brochure was produced and circulated to all parties upon request. 18 expressions of interest were received.
- Two inspection days were arranged on 28 and 30 June 2022. 2 parties booked to view the property over these two days, but there were numerous parties who inspected externally on other days.
- The asset was well received by the market with many credible parties contacting AY and requesting more information regarding the sale.
- Two formal bids were received by the bid deadline of 7 July 2022. Following the bid deadline, the two bidders were invited to make best and final offers by 13 July 2022.

#### 2.41. Preferred bidder

- The preferred bidder is Bidder D due to providing the higher financial receipt and AY were provided with a track record by their agent which gives confidence to the bid. In addition, there are no material conditions on the offer.

### Options considered

2.42. Option A - To retain all or some of the out of borough investment assets. Whilst this would retain the rental income stream, the costs of servicing the debt outweigh the income generated and AY advise that there is no certainty that the asset values for the two assets that have dropped in value would recover in the medium-term

2.43. Option B - To agree to delegate authority to the Executive Director (Place and Community), in consultation with the appropriate lead member and the S151 Officer, to dispose of the four proposed assets on the basis of the agreed Heads of Terms and subject to legal and valuation advice. This option produces a capital receipt which will support the Council's corporate priorities.

2.44. **Option B is recommended** to Cabinet for approval.

### 3. Implications of the Recommendation

#### Financial implications

3.1. The detailed financial implications from disposing of the four assets are reported in Confidential Appendix 2 where more comprehensive comments are set out relating to each of the sites. In summary, there will be a net revenue saving of £0.644m from the reduction in borrowing costs less the loss of rental income as shown below:

<b>£000s</b>	
Rental income foregone	(2,117)
LESS	
MRP reduction	1,645
Interest reduction	1,116
<b>Net saving/(cost) to the Council</b>	<b>644</b>

- 3.2. As reported above the values of the assets have fallen by £5.2m since acquisition but the total offers exceed the current valuations by £1.3m. i.e. a net loss of £3.9m, as shown below:

	<b>Acquisition cost £m</b>	<b>Current valuation £m</b>
Acquisition cost/Valuation	31.8	26.6
Valuation/Offers	26.6	27.9
<b>Gain/(Loss)</b>	<b>(5.2)</b>	<b>1.3</b>

- 3.3. The net loss of £3.9m is written off to the Capital Adjustment Account in the Council's balance sheet. This will continue to incur a MRP charge of around £0.195m which is already reflected in the £1.645m MRP reduction above.

#### **4. Legal implications**

- 4.1. Pursuant to section 123 of the Local Government Act 1972 ("Section 123 LGA 1972"), the Council has the power to dispose of land in any manner it wishes, subject to certain provisions. The Council has a statutory duty to obtain the best price reasonably obtainable, subject to certain exemptions. Section 123(2) permits a disposal at less than the best price reasonably obtainable with the consent of the Secretary of State.
- 4.2. When considering the duty under section 123 LGA 1972, what is reasonable in any particular case depends entirely on the facts of the transaction.
- 4.3. Case law has determined that whilst there is no absolute requirement to market the land or obtain an independent valuation, if valuation evidence is obtained, it should be up to date and that there should not have been any material and significant changes in circumstances since it was obtained. In addition, obtaining proper professional advice throughout the process on how to maximise its receipts is a material consideration and the Council should limit itself to taking account of those elements of a transaction which are of commercial or monetary value and should disregard irrelevant factors such as "job creation" when assessing whether it is obtaining the best consideration reasonably obtainable. The deliverability or credibility of a bid are commercial factors which are relevant to an assessment.
- 4.4. The Council has employed Avison Young ("AY") as specialist property advisors to advise on an asset disposal strategy and to market and dispose of the assets identified for disposal.
- 4.5. Following a marketing exercise on the open market reported by AY in exempt Appendix 2, the agreed offer prices for the Wickes, Wolverhampton, and the Euroway, Bradford exceed the latest valuations as at 31 March 2022 carried out by Wilks Head and Eve LLP. AY have confirmed that the best and final offer sale prices for both assets received by AY following a competitive disposal process by AY exceed both the valuation carried out on 31 March 2022 and exceed the original acquisition cost and this reflects best consideration in accordance with Section 123 LGA 1972.

4.6. Following a marketing exercise on the open market reported by AY in exempt Appendix 2, the agreed offer prices for the Odeon, Basingstoke and Waitrose, Gosport assets are below the latest valuations as at 31 March 2022 updated to September 2022 carried out by Wilks Head and Eve LLP. However, the offers received are collectively £1.2m below the latest valuations, which are on the basis of the best and highest bid in the most advantageous market conditions. Bearing this in mind and acting in their capacity as specialist property advisors to the Council and having undertaken a comprehensive marketing exercise, AY have advised that the best and final offer sale prices for both assets received by AY following a competitive disposal process reflects, in its opinion, the best consideration that can reasonably be obtained in accordance with Section 123 LGA 1972.

## 5. Risk management implications

5.1. The recommendations required from Cabinet, as outlined in this report, are intended to improve the Council’s financial position, by realising capital receipts which can then be used to repay Council borrowing from the existing high level and reduce debt servicing charges in the form of interest and minimum revenue provision (MRP) If the recommendations are not approved this will delay the Council being able to return to a financially sustainable position. – specific risks are summarised below:

<b>Risk</b>	<b>Summary</b>	<b>Mitigations</b>
Financial	Delay in realising capital receipts from assets sales will delay the Council’s financial recovery	Cabinet to approve officers to proceed with the sales
Governance	Failure to obtain best consideration from the disposals could expose the Council to risk of legal challenge	The Council has employed external property advisors to manage and competitively market the properties, having access to wider markets than officers locally and has obtained up to date valuations for the sites for comparison purposes.
Legal	Failure to ensure legal title/deeds etc which could delay or halt sale  Delay to contract negotiations	Legal title reports obtained for all disposals  Bi-weekly monitoring of asset disposals by commissioners and officers
Governance	Failure to establish robust governance arrangements could expose the Council to risk of impropriety and legal challenge	The Council has established sound governance arrangements for asset disposals to ensure that the Council

		achieves best consideration from asset disposals
Reputational	Unable to agree a way forward causing delay to asset disposals and failure to deliver capital receipts within the timescales set out in the Debt Reduction/Asset Disposal Strategy	Governance, project management and decision-making operate effectively to deliver asset disposals on time and best consideration for the Council.

## **6. Environmental implications**

6.1. No environmental implications have been identified as a direct result of this report.

## **7. Equality implications**

7.1. None of the assets are used for operational or service delivery, neither are they located in Slough. There are no identified equality implications with the disposal of these sites. By reducing the level of Council borrowing, the Council will reduce its MRP, which will reduce the level of savings required from services, albeit significant savings will continue to be needed. This is likely to have a positive impact on protected groups who are more likely to utilise the services of the Council.

## **8. Procurement implications**

8.1. The appointment of Avison Young as the Council's external property advisors was secured in compliance with:

- The Public Contracts Regulations 2015
- Council Contract Procedure Rules, and
- Expenditure Control Panel requirements.

## **9. Workforce implications**

9.1. No workforce implications have been identified as a direct result of this report.

## **10. Property implications**

10.1. This report will directly impact on the Council's property holdings. Full details will be provided via progress reports to Cabinet.

## **11. Background Papers**

11.1. None

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