

To: Councillor Davies (Chair);
Councillors Eden, Emberson, Ennis, Gavin,
Grashoff, Hacker, Hoskin, James,
Manghnani, McDonald, McGonigle,
Rowland, Stanford-Beale and Rose
Williams.

Our Ref: hnl/agenda
Your Ref:

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26 June 2018

Your contact is: Amy Bryan - Committee Services

**NOTICE OF MEETING - HOUSING, NEIGHBOURHOODS AND LEISURE COMMITTEE -
4 JULY 2018**

A meeting of the Housing, Neighbourhoods and Leisure Committee will be held on **Wednesday 4 July 2018 at 6.30pm** in the Council Chamber, Civic Offices, Bridge Street, Reading.

AGENDA

	WARDS AFFECTED	PAGE NO
1. DECLARATIONS OF INTEREST Councillors to declare any disclosable pecuniary interests they may have in relation to the items for consideration.		-
2. MINUTES OF THE MEETING OF THE HOUSING, NEIGHBOURHOODS AND LEISURE COMMITTEE HELD ON 15 NOVEMBER 2017		1
3. MINUTES OF OTHER BODIES Community Safety Partnership - 1 February 2018		9
4. PETITIONS Petitions submitted pursuant to Standing Order 36 in relation to matters falling within the Committee's Powers & Duties which have been received by Head of Legal & Democratic Services no later than four clear working days before the meeting.		-

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	WARDS AFFECTED	PAGE NO
5. QUESTIONS FROM MEMBERS OF THE PUBLIC AND COUNCILLORS		-
Questions submitted pursuant to Standing Order 36 in relation to matters falling within the Committee's Powers & Duties which have been submitted in writing and received by the Head of Legal & Democratic Services no later than four clear working days before the meeting.		
6. DECISION BOOK REFERENCES		-
To consider any requests received by the Monitoring Officer pursuant to Standing Order 42, for consideration of matters falling within the Committee's Powers & Duties which have been the subject of Decision Book reports.		
7. READING-ON-THAMES FESTIVAL 2018	BOROUGHWIDE	-
To receive a presentation on the plans for the Reading-on-Thames Festival 2018.		
8. HIDDEN ABBEY PROJECT UPDATE	ABBAY	14
This report updates the Committee on the Hidden Abbey Project which was set up in 2015 to discover the extent and nature of the below-ground evidence of the Royal Abbey founded in Reading by King Henry I in 1121 and where he and other members of his family were buried.		
9. RE3 WASTE STRATEGY 2018-2020 AND THE WASTE ACTION PLAN FOR READING	BOROUGHWIDE	30
This report informs the Committee of the re3 Strategy 2018-2020, as endorsed and recommended by the Joint Waste Disposal Board and informs the Committee of the proposals to produce a Waste Action Plan for Reading.		
10. EXTENSION OF MANDATORY LICENSING AND ENERGY EFFICIECY REGULATIONS	BOROUGHWIDE	65
This report informs the Committee of the extension of mandatory licensing of Houses in Multiple Occupation due to come into force from 1 October 2018 and the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 which meant that from 1 April 2018 it became illegal for landlords to rent out property unless it meets the minimum energy efficiency rating of E.		

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**HOUSING, NEIGHBOURHOODS AND LEISURE COMMITTEE
14 MARCH 2018**

Present: Councillor James (Chair);
Councillors Debs Absolom, Davies, Dennis, Kelly Edwards, Ennis,
Hacker, McDonald, McGonigle, Steele, Terry and Tickner.

Apologies: Councillors Grashoff and Rose Williams.

20. MINUTES OF THE PREVIOUS MEETING

The Minutes of the meeting of 15 November 2017 were confirmed as a correct record and signed by the Chair.

21. QUESTIONS FROM COUNCILLORS

A question on the following matter was submitted:

<u>Questioner</u>	<u>Subject</u>	<u>Reply</u>
Councillor McGonigle	Palmer Park Building	Councillor Hacker

The full text of the question and reply was made available on the Reading Borough Council website.

22. READING FESTIVAL

James Crosbie, Regulatory Services Manager, gave a presentation on the 2017 Reading Festival.

James highlighted the Council's multiple roles in the planning and regulation of the festival. For 2018 the Council would have a new safeguarding co-ordinator post and a range of measures to ensure the safety and well-being of festivalgoers.

The Council had received fifty-five complaints about the festival in 2017, twenty-three of which had been noise-related. Other complaints had referred to matters including air quality, pricing, litter, illegal mooring, parking and drugs. Residents' concerns were always reviewed and direct action taken either during the festival or as part of the debrief process after the festival, where learning points from each year were captured and actioned.

The Festival Licence had permitted a capacity of 94,999 people in 2017 and for 2018, Festival Republic had taken the option to increase the licence capacity to 99,999.

Noel Painting, Festival Republic, attended the meeting and responded to questions from the Committee.

The presentation was made available on the Reading Borough Council website.

Resolved - That James Crosbie be thanked for his presentation and Noel Painting thanked for his participation.

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23. CAPITAL IMPROVEMENTS PROGRAMME FOR LEISURE, PARKS AND OPEN SPACES 2018-202

The Director of Environment and Neighbourhood Services submitted a report requesting scheme and spending approval for new capital projects starting in 2018. A detailed description of the projects was attached to the report at Appendix I.

The report set out the projects included in the proposed capital programme for 2018-2020 for which approval was being sought, with an indication of the amount of money earmarked to fund each scheme, to the estimated total value of £786,700. These schemes would be funded from Section 106 receipts.

The report also set out the current progress of a number of schemes that had previously been approved by Policy Committee, at its meeting on 10 June 2013 (Minute 10 refers), and Housing, Neighbourhoods and Leisure Committee, at its meeting on 8 July 2014 (Minute 7 refers) and 18 November 2015 (Minute 16 refers), which were yet to be completed. These included Louisehill Copse, Thames Parks and Victoria Recreation Ground.

Resolved -

- (1) That scheme and spending approval be given for the Capital Projects outlined in paragraph 4.3 of the report and also detailed in Appendix 1;
- (2) That the Director of Environment and Neighbourhood Services, in consultation with the Lead Councillor for Culture, Sport and Consumer Services and the Head of Finance, be given delegated authority to finalise details of individual schemes and programmes within the overall approval given.

24. WASTE MINIMISATION UPDATE

The Director of Environment and Neighbourhood Services submitted a report on the current position of the Waste Minimisation Strategy 2015 - 2020 Action Plan, most notably the introduction of the facility to recycle plastic pots, tubs and trays (PTT) in February 2018.

The report explained that the Council had adopted the *Waste Minimisation Strategy 2015 - 2020* in March 2015, demonstrating its commitment to promoting waste minimisation through reuse, recycling and composting, to minimise disposal and to achieving the EU Directive target recycling rate of 50% by 2020. Reading was currently sending 19.55% of its municipal waste to landfill with 80.45% being recycled, composted or sent for Energy from Waste. The current recycling rate for Reading was 31.46% compared to the national rate of 45.2%.

The Committee also received a presentation from Oliver Burt, re3 Strategic Waste Manager, on the recycling of Plastics.

The report explained that re3 was currently updating its strategy and as a result the Council's Waste Minimisation Strategy and activities would be reviewed and updated

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to ensure work was focussed and co-ordinated in the short term. The revised Strategy for Reading would be reported to the HNL Committee at its meeting in July 2018.

The report stated that new waste collection service standards had been introduced in February 2017. However there were five elements of work which focused on improving the way waste was collected, increasing recycling rates, identifying means of changing behaviour and getting the right waste in the right bin. The report provided details on the results of the trial around continually contaminated recycle bins, which had demonstrated the importance of direct contact with residents in order to change recycling behaviour.

Resolved -

- (1) That the progress to date of the Waste Minimisation Strategy and the current work streams be noted;
- (2) That subsequent Waste Strategy update reports be presented annually to the Committee at the July 2018 meeting;
- (3) That the Head of Transportation and Streetcare, in consultation with the Lead Councillor for Neighbourhoods, be delegated authority to make amendments to the action plan as required.

25. PUBLIC SPACE PROTECTION ORDERS: CONSULTATION REPORT AND RECOMMENDATIONS

Further to Minute 18 of the previous meeting, the Director of Environment and Neighbourhood Services submitted a report detailing the outcome of the consultation on the proposed introduction of a Public Space Protection Order (PSPO) in Reading. The report made recommendations on the number and nature of restrictions to be included within a PSPO, in the context of the consultation feedback.

The report explained the changes to restrictions which were recommended to be introduced, in relation to:

- Begging
- Busking
- Dog Control
- Drug activity
- Public Urination and defecation
- Street Drinking
- Littering

The consultation questions were attached to the report at Appendix A and a summary of the consultation results were attached to the report at Appendix B.

Resolved -

- (1) That the outcome of the consultation be noted;
- (2) That the restrictions to be introduced as part of the PSPO as set out in paragraphs 4.5 to 4.13 of the report be agreed.

26. PRIVATE SECTOR HOUSING AND CIVIL PENALTIES

The Director of Environment and Neighbourhood Services submitted a report which set measures introduced by the Housing and Planning Act 2016 (the "Act") and guidance which followed in 2017, to tackle criminal (rogue) landlords and agents.

The report explained that the new measures included Civil Penalties of up to £30,000 as an alternative to prosecutions, and Rent Repayment Orders. The Government intended to introduce, in 2018, Banning Orders, a Rogue Landlords database and likely an extension of mandatory HMO Licensing. The use of Civil Penalties would give the Council an additional tool to tackle landlords and agents who rented out sub-standard properties in the Private Rented Sector (PRS). Unlike prosecutions where the Council could only recover its costs, any income from the fines would be re-invested into private sector housing enforcement.

The report also provided details of the Smoke and Carbon Monoxide Alarm (England) Regulations 2015, which placed a duty on landlords to fit smoke and carbon monoxide alarms in private rented properties. The penalty for non-compliance could be a charge of up to £5,000.

The Council's Policy for Housing Standards Regulation including Houses in Multiple Occupation was attached to the report as Appendix 1.

The report sought delegations to authorise officers to carry out these functions and approval to amend policy and introduce a charging scheme.

Resolved -

- (1) That the scheme of delegations relating to Section 128 and Schedule 9 of the Housing and Planning Act 2016 and the Smoke and Carbon Monoxide Alarm (England) Regulations 2015 be approved and the Head of Planning, Development and Regulatory Services be delegated authority to implement the scheme to issue Civil Penalties and Penalty Charges;
- (2) That the Head of Planning, Development and Regulatory Services, in consultation with the Head of Legal and Democratic Services, be authorised to discharge the Council's duties and powers under the Housing and Planning Act 2016 and the Smoke and Carbon Monoxide Alarm (England) Regulations 2015 along with subsequent Regulations and Orders as well as policies and procedures relating to this legislation;
- (3) That the proposed charging process for Civil Penalty Notices detailed in the Policy for Housing Standards Regulation (Appendix 1) be approved;
- (4) That the Statement of Principles for the Smoke and Carbon Monoxide Alarm (England) Regulations 2015 detailed in the Policy for Housing Standards Regulation (Appendix 1) be approved;

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- (5) That the revenue arising from Civil Penalties and Rent Repayment Orders be reinvested in the Private Sector Housing Team as part of Regulatory Services to continue improving the Private Rented Sector as detailed in Regulation 4 of the Rent Repayment Orders and Financial Penalties (Amounts Recovered) (England) Regulations 2017.

27. PROGRAMME OF WORKS TO COUNCIL STOCK 2018-2019

The Director of Environment and Neighbourhood Services submitted a report highlighting key achievements during 2017/18 in the day to day repairs, planned maintenance, cyclical repairs and void works to approximately 5,600 Council homes. The report also presented the planned programme of works to Council stock for 2018/19.

The report stated that improvements delivered by the Housing Property Services Team in 2017/18 had included:

- Consolidating the work from the Home Improvement Agency contract, clearing the backlog on jobs and significantly reducing the turnaround time on completing major adaptations
- Completing the refurbishment of the second of five blocks of flats as part of the Hexham Road refurbishment project
- Developing an innovative scheme of 28 units of modular temporary accommodation at Lowfield Road for homeless families
- Housing stock had been benchmarked as the most energy efficient within the Council's peer group of 20 similar social housing providers by Housemark, an independent benchmarking organisation

The planned programme of works for 2018/19 was set out in Appendix 1 of the report.

Resolved - That the improvements implemented in the past financial year and the planned programme of works to Council stock in 2018/19 be noted.

28. UPDATE ON HOUSING FIRE SAFETY CONSIDERATIONS

Further to Minute 14 of the previous meeting, the Director of Environment and Neighbourhood Services submitted a report setting out the Council's response following the Grenfell Tower fire in Kensington on 14 June 2017. This included action taken in relation to the Authority's own housing stock, other corporate buildings and schools, as well as wider work in partnership with the Royal Berkshire Fire and Rescue Service in respect of privately owned high rise residential blocks within the Borough boundaries.

The report to the previous meeting (Minute 14 refers) had advised that the Housing Service had appointed an external, qualified Fire Engineer (FireSkills) to carry out a review of fire safety practices in respect of the management and maintenance of Council housing stock. The report explained that the review had now been completed and provided an update on findings and recommendations from FireSkills.

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The report included a brief update on joint work between the Council and Royal Berkshire Fire and Rescue Service (RBFRS) in respect of cross tenure high rise residential buildings.

The report also outlined the key interim findings from the independent review of building regulations and fire safety led by Dame Judith Hackett. The interim findings had been published in December 2017 as 'Building a Safer Future'.

The report from FireSkills on the Review of Reading Borough Council's Fire Safety Management Procedures was attached to the report as Appendix 1.

The report stated that the Housing Service had already implemented a number of system improvements in respect of fire safety, as previously reported. The recommendations and advice from the external review by FireSkills would now be incorporated into a live service action plan and had informed the programme of planned maintenance to the Council's housing stock. Proactive work was underway to cost, schedule and plan procurement of works to further improve fire safety in the Council's housing flatted blocks.

The report explained that the findings of the review would be presented to tenant representatives. Tenants and leaseholders would be consulted and advised of works planned as required at a local block level. Tenants were also carrying out their own review of fire safety, as detailed in the report.

Resolved - That the findings and recommendations of the external review of fire safety in Council housing stock be noted.

29. HOUSING SERVICES FOR OLDER PEOPLE

The Director of Environment and Neighbourhood Services submitted a report which set out proposals to reconfigure the way that housing services for older people were delivered so that they were available for more residents, prioritised for those in most need and so as to develop resilience to current and future social and demographic pressures.

The report stated that the Office for National Statistics (ONS) projected that the number of over-65s living in the Reading Borough Council area would have increased by a third by 2030 and the number of over-80s increased by almost half. Key aspects of the proposals in response to changing needs included increasing the support available to the Council's sheltered housing tenants, implementing a 'hub and spoke' model of support provided from sheltered housing hubs on an outreach basis, so that it was also available to older people with support needs in the wider tenant community (in Council homes) and reducing the age limit for sheltered housing and de-designating the Council's other age-restricted properties so that allocations could be based on the individual household need for each type of accommodation.

The report explained that consultation had been carried out with sheltered housing tenants (and applicants). A summary report of findings was attached to the report at Appendix 1 and an Equality Impact Assessment was attached at Appendix 2.

Resolved -

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- (1) That the proposals set out in section 5 of the report be approved;
- (2) That there be a reduction in the age limit for sheltered housing from 60 to 55, which alongside detailed housing assessments with prospective tenants would enable appropriate lettings to be made to those in most need;
- (3) That the age criteria that were attached to some Council homes be removed and the Allocations Scheme be amended to introduce options designed to promote sustainable communities whilst maintaining a fair system of allocating new tenancies.

30. CONTRACT AWARD - MEASURED TERM CONTRACT FOR GAS CENTRAL HEATING INSTALLATIONS 2017/18 - 2022/23

The Director of Environment and Neighbourhood Services submitted a report seeking approval for the award of a Measured Term Contract (MTC) for the provision of gas boiler and full central heating system installations and servicing. This contract related to the repair and maintenance of Reading Borough Council's Housing Stock.

The report stated that the contract would be split between two contractors. No volume of expenditure was guaranteed under the contracts as annual expenditure would depend on the actual level of work that was required to be sub-contracted during the course of a year. However, based on expenditure records, typically the total expenditure was estimated to be circa £1m per annum (£500,000 per annum per contractor).

Resolved -

That the Head of Housing and Neighbourhood Services, in consultation with the Lead Councillor for Housing, be delegated authority to award a Measured Term Contract for gas central heating installations to Correct Contract Services Ltd and AP Faulkner (Heating) Ltd for a period of three years with an option to extend for two further consecutive years in accordance with the Public Contract Regulations 2015.

31. CONTRACT AWARD - MEASURED TERM CONTRACT FOR BATHROOM REPLACEMENT WORKS 2017/18 - 2020/21

The Director of Environment and Neighbourhood Services submitted a report seeking approval for the award of a Measured Term Contract (MTC) for the replacement of bathrooms to Reading Borough Council's Housing Stock.

The report stated that the contract would be split between three contractors. No volume of expenditure was guaranteed under the contracts as annual expenditure would depend on the actual level of work that was required to be sub-contracted during the course of a year. However, based on expenditure records, typically the total expenditure was estimated to be circa £450,000 per annum (£1.8m across the life of the contract).

Resolved -

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That the Head of Housing and Neighbourhood Services, in consultation with the Lead Councillor for Housing, be delegated authority to award a Measured Term Contract for bathroom replacement works to Build Trust Ltd, ENGIE Regeneration Ltd trading as Keepmoat Regeneration and Pilon Ltd. The MTC will be for a period of four years in accordance with the Public Contract Regulations 2015.

(The meeting started at 6.30pm and closed at 8.07pm).

COMMUNITY SAFETY PARTNERSHIP EXECUTIVE GROUP - 1 FEBRUARY 2018

Present:

Cllr Liz Terry (Chair)	Lead Councillor for Neighbourhoods, RBC
Cllr Jan Gavin	Lead Councillor for Children's Services and Families, RBC
Anthony Brain	Community Safety Manager, RBC
Chris Bloomfield	Neighbourhood Initiatives Manager, RBC
Emma Burroughs	Deputy Area Commander, Thames Valley Police
Emma Smith	Thames Valley Police
Geoff Davis	Head of Operations, Thames Valley CRC
Jo Anderson	Neighbourhood Initiatives Officer, RBC
Jo Middlemass	Anti-Social Behaviour Team Manager, RBC
Kathryn Warner	Communities Manager, PACT
Nicola Bell	Manager, RAHAB
Paul Thomas	Royal Berkshire Fire & Rescue Service
Rachel Jaycock	Royal Berkshire Fire & Rescue Service
Sally Andersen	Contract and Project Manager - Public Health, RBC
Sarah Gee	Head of Housing and Neighbourhoods, RBC
Vicky Rhodes	Strategic Lead for Early Help, RBC
Simon Hill	Committee Services, RBC

Apologies:

Cllr Tony Page	Deputy Leader and Police & Crime Panel representative, RBC
Eddie Fitzpatrick	Thames Valley OPCC
Liz Harrison	Chair, Berkshire Magistrates
Melanie Smith	Head of Berkshire, National Probation Service

1. MINUTES AND MATTER ARISING

The Minutes of the meeting held on 16 November 2017 were agreed as a correct record.

Further to Minute 4 of the previous meeting Anthony Brain reported that he had booked rooms for the Reading Community Court at the Civic Offices until April 2018.

2. ENRICH PROJECT

Kathryn Warner presented an end of pilot report on the Enrich Project, a targeted intervention pilot with Alana House, Reading Borough Police, IRIS and RBC Troubled Families. The project had aimed to deal with domestic violence, mental health and socio-economic vulnerabilities by helping women develop resilience, life skills, and emotional literacy and by tackling substance and alcohol misuse. The meeting noted the positive outcomes achieved and lessons learned set out in the report.

AGREED:

That the report be noted.

3. LEARNING FROM READING BOROUGH COUNCIL'S APPROACH TO CHILD SEXUAL EXPLOITATION AND NEXT STEPS IN ADDRESSING CRIMINAL EXPLOITATION

Vicky Rhodes presented a report, also submitted to the meeting of the Council's Adult Social Care, Children's Services and Education (ACE) Committee on 31 January 2018, which provided an overview on the significant improvements that had been delivered in addressing the risk of Child Sexual exploitation (CSE) in Reading.

The report explained that a revised approach had proved to be successful in addressing the local risk and management of child sexual exploitation and missing children, and was increasingly understood by practitioners and partners. It was therefore deemed appropriate to adopt this methodology to address new and emerging child and adolescent risk through other means of criminal exploitation such as 'County lines' activity in Reading. The report's recommendations had been approved for the ACE Committee.

AGREED:

That the report be noted.

4. TROUBLED FAMILIES - INNOVATION FUND

Vicky Rhodes gave a presentation on the projects funded by the second round of the Troubled Families Innovation Fund. The 10 projects were:

- Safe! (support for young people affected by crime)
- Browns (preventative support and advice to socially excluded, disadvantaged and vulnerable women)
- Right Trax (motor mechanics project)
- Children Heard and Seen (mitigating the effects of parental imprisonment on children, young people and their families)
- Home-Start (school readiness project)
- Smart Works (helping women prepare for the workplace through interview guidance, and supplying an interview outfit)
- Suit 2 Go (free suits, personalised grooming and interview advice to vulnerable men)
- Alana House (Peer Mentoring)
- Bounce back 4 Kids (therapeutic techniques to support children who have been victims or witnesses of domestic abuse)
- East-West Kids-Connect (family mindfulness training)

Vicky explained that projects had been evaluated according to their added value for the child, reduction in demand on statutory services, and impact on the family unit. Good links had been established to the Family Service to make referrals to projects. The criteria for selecting projects would be reviewed for the next funding round and a cross-partner selection board would be established.

The Chair noted that a number of projects run by regional or national organisations had been funded, and expressed the hope that local organisations could be supported as much as possible in future funding rounds.

AGREED:

That the presentation be noted.

5. COMMUNITY SAFETY SURVEY INITIAL FINDINGS

Chris Bloomfield and Jo Anderson gave a presentation on the initial findings of the 2017 Community Safety Survey.

The survey had been carried out online through the new Citizens Panel and there had been 989 responses. 24% of respondents felt that Reading had high or very high levels of crime, but 34% felt crime had increased and only 6% that it had decreased. The top issues identified across Reading had been highlighted as parking issues, potholes, drugs, begging and speeding. Drugs was one of the top three issues for the first time in six years

The next steps would be to refer specific issues to the relevant services and cross-reference the results with crime data and the CSP priorities. Localised information and analysis would be fed back to the Safer Neighbourhood Forums and ward councillors, and work from within the CSP such as actions on the drugs issue would be shared with neighbourhood forums when appropriate. Chris suggested that partners seek to improve on providing reassurance to the community and informing people of work being done to address local issues.

AGREED:

- (1) That the findings of the Community Safety Survey be noted;
- (2) That actions arising from the Survey be reported to a future meeting.

6. DRUG MISUSE STRATEGIC GROUP UPDATES

Drug dealing Intelligence Picture

Emma Smith reported on the current intelligence regarding drug dealing in Reading including the operation of County Lines.

Treatment Service Overview

Sally Anderson gave a presentation giving an overview of Treatment services, which were provided by IRIS Reading for adults and Source for young people. Sally explained that information on non-attendees was being collected so that these users could be targeted with the police. She noted that there were very low numbers of young people in treatment, which did not reflect the reported prominence of young people involved in County Lines.

Environmental Impact Presentation

Anthony Brain gave a presentation on dealing with the Environmental impact of drug misuse. He explained that targeted work included a Town Centre sweep and clear, bringing areas such as small parks back into public use, and a clean-up funded by the Business Improvement District (BID) of non-public space in the town centre that had attracted drug use. Planned work included engaging with the Safer Neighbourhood

Forums on local issues, needle monitoring work with pharmacies, and securing empty shop frontage using powers under the Public Health Act.

Drug Dealing Operation update

Emma Burroughs reported on a high-profile police operation which had led to 52 arrests. The meeting discussed possible reasons for the increasing supply and demand for drugs in Reading and the age and demographic of users.

Next Steps

Emma Burroughs outlined some of the proposed next steps which included gathering more intelligence on the use of hotel rooms for dealing, and the development of a communications strategy which would be led by the BID.

AGREED: That the updates be noted.

7. CRIME PERFORMANCE REPORT

Anthony Brain submitted a report on the crime figures to the end of November 2017, which set out the year-on-year comparison, trend prediction and performance against the 15 other CSPs in Reading's 'Most Similar Group', for the following: total British Crime Survey Crimes, Burglary of a dwelling and Violent Crime.

The report also set out the outcome data for Domestic Abuse and Violence against the person (VAP). It was noted that the outcome rate for VAP was low and that this was partly due to fear of reprisals. However the overall level of Violent Crime was low and Reading was positioned 2nd among the 15 CSPs in the Most Similar Group. The Chair suggested that partners continue to promote the message that Reading was a safe place with a low rate of crime.

AGREED: That the report be noted.

8. OPCC UPDATE

No representatives of the OPCC were in attendance.

9. DELIVERY GROUP ACTION PLANS

The Delivery Groups submitted their current actions plans, which set out progress against actions/tasks under the agreed priorities for each group.

a) Vulnerable Communities

Anthony Brain reported that the CSP needed to consider readiness for the introduction of online hate crime recording and how this would be promoted.

The town centre evacuation table top exercise was planned for September 2018.

b) Violent Crime

Emma Burroughs reported that the night time First Stop in the Minster was continuing to work well, although the Street Wardens service was still to be commissioned.

c) Modern Day Slavery and Adult Exploitation

Nicola Bell noted that Rahab had been commissioned by the OPCC to provide a service across the Thames Valley. She noted frustration that immigration raids had been carried out without involving local agencies. There was concern that NRM referrals of potential victims of trafficking or modern slavery were low and that incidences of cuckooing were not being recognised as criminal exploitation.

d) Domestic Abuse (DA)

Sarah Gee reported on current progress including schools being invited to sign up to Operation Encompass, a new video link at Reading for giving evidence to Court and the publication of standard information/links on DA for partner websites. The MARAC (Multi-Agency Risk Assessment Conference) process was being reviewed and a session with the Local Safeguarding Children Board was needed.

AGREED: That the Delivery Group Action Plans be received.

10. COMMUNICATION & PUBLICITY

The Chair noted that information from the meeting should be reported to the next round of Safer Neighbourhood Forums. It was suggested that care should be taken to be clear and specific about the extent and location of issues such as County Lines.

AGREED: That the CSP Management Group consider the reporting of issues such as County Lines back to Safer Neighbourhood Forums.

11. OTHER BUSINESS

Anthony Brain reported that consultation had concluded on a Public Spaces Protection Order, and it was anticipated that most of the proposed conditions would be implemented.

AGREED: That the position be noted.

12. DATES OF FUTURE MEETING

The remaining meeting for 2017/18 would take place on Thursday 26 April 2018 at 9.30am.

(The meeting commenced at 9.30 am and closed at 11.32 am)

READING BOROUGH COUNCIL

REPORT BY HEAD OF LEGAL & DEMOCRATIC SERVICES

TO:	HOUSING, NEIGHBOURHOODS & LEISURE COMMITTEE		
DATE:	4 JULY 2018	AGENDA ITEM:	8
TITLE:	HIDDEN ABBEY PROJECT		
LEAD COUNCILLOR:	COUNCILLOR HACKER	PORTFOLIO:	CULTURE, HERITAGE & RECREATION
	COUNCILLOR PAGE		DEPUTY LEADER
SERVICE:	LEGAL	WARDS:	ABBEEY
LEAD OFFICER:	JOHN PAINTER	TEL:	0118 9372797 / 72797
JOB TITLE:	PROJECT OFFICER LEGAL	E-MAIL:	John.painter@reading.gov.uk

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 Further to Minute 96 of Policy Committee on 11 April 2016, this report provides an update on the Hidden Abbey Project ('the Project') which was set up in 2015 to discover the extent and nature of the below-ground evidence of the Royal Abbey founded in Reading by King Henry I in 1121 and where he and other members of his family were buried. The Project is contemporary with, but not part of, the Borough Council's successful *Reading Abbey Revealed (RAR)* Project, which runs until 2020 and achieved the conservation and re-opening of both the Abbey Gateway and the Abbey Ruins in April / June 2018; and the future plans of the Ministry of Justice to dispose of Reading Gaol which was founded on part of the historic Abbey Quarter. It also anticipates the 900th anniversary of the Abbey's foundation, in 2021.
- 1.2 Reading Borough Council is coordinating the project, in tandem with the RC Diocese of Portsmouth and the Ministry of Justice, as the principal public landowners in the Abbey Quarter site, together with the Friends of Reading Abbey, Darlow Smithson Productions (DSP), and Philippa Langley (PL) of Little Marilyn Productions Ltd (LMPL). It is being taken forward by a Steering Group on which all of the above bodies are represented. Reading Borough Council is the lead partner and commissioning body for works associated with the project, and will procure, enter into, client and pay the contracts for associated works, although it will not itself provide any funding directly.
- 1.3 A plan showing the site covered by the Project is at **Attachment A**. The focus of the first phase of the Project is on the Abbey church. The land on which this was located is now owned by three landowners and their interests are as follows:

Owner	Site	Reference to Plan
Reading Borough Council (RBC)	Forbury Gardens Abbey Ruins	Site C Site D
RC Diocese of Portsmouth (DoP)	St James Church St James Presbytery Forbury Nursery	Sites A and J2
Ministry of Justice (MoJ)	Reading Gaol site	Site B1 and B2

- 1.4 The Project commissioned a Ground-Penetrating radar (GRP) survey of the above sites in the summer of 2016, funded by the RC Diocese of Portsmouth. This was undertaken by Stratascan SUMO. The survey identified some interesting anomalous features in all three sites, which the Steering Group consider to be worthy of further exploration, including by keyhole archaeology. The Steering Group has agreed a provisional exploration brief: this is at **Attachment B**.

2. RECOMMENDED ACTION

- 2.1 That the position be noted, the exploration brief (Attachment B) be endorsed, and the Steering Group's decision to hold discussions on next steps with the University of Reading Archaeology Department, as set out in para. 4.4, be welcomed.

3. POLICY CONTEXT

- 3.1 As mentioned above, the Project can be seen as complementing, and running in parallel with, the Reading Abbey Revealed Project which in 2015 was the subject of a successful Heritage Lottery Fund bid. This was reported to this Committee on 18 January 2016 (Minute 64 refers), and was the subject of a presentation to the Committee on 15 November 2017 (Minute 16 refers). The Reading Abbey Revealed Project is about the conservation of the Reading Abbey Ruins and Gateway, with an extensive interpretation and public activity programme across the Abbey Quarter. The Hidden Abbey Project is about the discovery and interpretation of the remains of the Abbey hidden below ground.
- 3.2 The Hidden Abbey Project was described in detail in a separate report to Policy Committee on 11 April 2016. This had attached the project brief (the 'Project Proposal'), which set out the (then) aim of the Project as being to use ground-penetrating radar (GPR) to locate the boundaries and extent of Reading Abbey in its current modern setting and to survey the site with a view to interpret better the Abbey Ruins and locating possible sites of archaeological interest for future investigation, with a particular interest in locating the burial site of Henry I and other burials within the Abbey complex. The Abbey Ruins have not been the subject of a comprehensive and recorded archaeological exercise for over 150 years.
- 3.3 The GPR analysis in 2016 was filmed by DSP for the purposes of producing a television documentary for Channel 4 Television. The Project Brief envisaged Channel 4 providing much of the funding, although to date this has not been the case. Philippa Langley of LMPL and DSP will have exclusive filming access to the works. This has been the subject of a separate access agreement between DSP (with LMPL) and the Borough Council and the RC Diocese of Portsmouth, as the owners of sites A, C and D. DSP have been holding separate discussions with the Ministry of Justice to gain filming access to the Reading Gaol Prison site, in particular the prison car park, which are ongoing.

4. THE PROPOSAL

4.1 Background:

- 4.1.1 The Committee will be aware of the national and international publicity generated in recent years by the discovery of Richard III's body in Leicester, and its subsequent re-burial in Leicester Cathedral. A driving force behind this project was Philippa Langley, of the Richard III Society. Early in 2014, after being approached by many residents of Reading wanting to discover more about their own royal history, Ms Langley made contact with the Council and the Roman Catholic Diocese of Portsmouth to undertake

a similar project in Reading, to promote archaeological surveys of Reading Abbey, the burial place of King Henry I and Queen Adeliza. The land previously occupied by the Abbey Church is now owned by the Council (Forbury Garden and Abbey Ruins), the Diocese of Portsmouth (St James's church, presbytery and The Forbury Nursery School); and the Ministry of Justice (Reading Gaol).

- 4.1.2 A small project team was formed to discuss this proposal in January 2015. The then Mayor, Councillor Hacker, held a promotional meeting in the Mayor's Parlour, on 29 July 2015 which was attended by the Lord Lieutenant, together with the above-mentioned partners and representatives from Berkshire Archaeology, the University of Reading Archaeology Department, the Ministry of Justice (for Reading gaol), local businesses and other partner interests. The meeting was also attended and addressed by Ms Langley, and Emily Dalton from Darlow Smithson Productions (DSP). This meeting gave general support to the Hidden Abbey Project, and acknowledged the significant economic benefits that Leicester City had gained from the discovery of Richard III. It recognised that the project would have a cost of around £30,000, primarily to support the archaeology of the whole of the Abbey Church site. In all of the project discussions the Council has made clear its support for the project, both as community leader and landowner, but without the ability, in the current budget situation, to make a financial contribution.

- 4.1.3 Following this meeting, a more formal project structure and Steering Group was set up. The Steering Group held its first meeting on 21 September 2015, and has met on a monthly basis since then. The Steering Group is comprised of representatives of the following organisations:

Landowners

Reading Borough Council	Councillors Hacker and Page John Painter (Project Officer) Vic Nickless (Communications) Andrew Wood (Secretary)
Diocese of Portsmouth	Rev. Dr. Stephen Morgan Father John O'Shea (St James church)
Ministry of Justice	John and Lindsay Mullaney (local historians) Caroline Harper: Emma Thorpe (JLL)

Partners

Friends of Reading Abbey	Peter Durrant (Chairman)
Friends of Reading Museum	Richard Stainthorp
Darlow Smithson Productions	Emily Dalton, Charlotte Nicholls
Little Marilyn Productions Ltd	Philippa Langley MBE

Advisors

Matthew Williams	Reading Museum / Reading Abbey Revealed
Fiona MacDonald	Berkshire Archaeology
Reading University Archaeology	

- 4.1.4 The Steering Group has been chaired by Richard Stainthorp. John Painter acts as Project Officer. Andrew Wood (Councillor Services) supports the Steering Group. Vic Nickless provides communication advice.

- 4.1.6 In developing the specification for the GPR works, in 2016, the Steering Group was advised by Berkshire Archaeology, Historic England, and the University of Reading Archaeology Department. The survey was the subject of a licence granted by Historic

England, under Section 42 of the Ancient Monuments and Archaeological Areas Act 1979, to commission the GPR survey.

- 4.1.7 The Abbey is a Scheduled Ancient Monument. This statutory listing covers all of the sites that are subject of the Project. Any penetrative archaeology on any of the sites will therefore require the prior consent of the Secretary of State, advised by Historic England.

4.2 Exploration Brief

- 4.2.1 As explained in Attachment B, the Steering Group has identified three primary areas for further study and exploration based on the Stratascan GPR survey, cross-referred to the desk-top survey of buried archaeology undertaken by Purcell for the Ministry of Justice in 2014, and other historic, academic and research sources, as follows:

1) Forbury Gardens

(Areas C1 and 2 - Forbury Gardens - Reading Borough Council)

The GPR surveys show two interesting anomalous features running east-west towards the western end of the nave of the Abbey Church, roughly parallel to each other, in the south-eastern corner of the Forbury Gardens (to the east of the Henry I memorial). Both are unexpected and unexplained, and possibly could relate to an earlier structure on the site. If they are connected to the Abbey church, possible explanations are that they are part of a narthex or Galilee Chapel at the western end of the church.

The location and structure of the west end of the church are not known, and the GPR surveys did not add to our knowledge.

The GPR surveys also did not identify any features which might be equated with the great ditch that was dug across the nave as part of the Reading civil war defences.

The HAP Steering Group has proposed opening two trenches in Area C:

(1) Forbury Gardens - south-eastern corner (east of Henry I monument)

- To explore the two analogous GPR features in the nave of the Abbey church
- To discover any trace of the Civil War great ditch (including C17th infill).

(2) Forbury Gardens - south-eastern corner (west of Henry I monument)

- To explore the west end of the Abbey church, to confirm its location and to gain a better understanding of its construction, including whether it may have had towers at the west end

2) Abbey Church Crossing and North Transept

(Area A - St James Precinct - RC Diocese of Portsmouth)

The GPR surveys show interesting anomalous features running north-south across the crossing of the Abbey church, in front (to the west) of The Forbury nursery

school, which are unexplained, but could be evidence of a pulpitum or rood screen.

The area adjoins Area B (Reading Gaol) where the 1970 excavations by Cecil Slade (University of Reading) uncovered the footings of the east end of the original chancel of the 1121 Abbey and also revealed possible pre-Abbey footings. The evidence of the ambulatory wall lies at the boundary between the areas A and B1 (the nursery school and prison) and if such footings exist they would extend under both sites.

The HAP Steering Group has proposed opening up trenches in the following parts of Area A:

(1) Forbury Gardens Day Nursery front (western) playground

- To explore the north-south features in the crossing and the possible evidence of a pulpitum or rood screen

(2) Forbury Gardens Day Nursery rear (eastern) playground

- To explore the northern ambulatory wall to the west of the site excavated by Slade in the 1970s
- To continue and affirm the Slade survey
- To gain a better understanding both of the original Romanesque church and of pre-Abbey footings and of Saxon-Norman Reading.

**3) Eastern End of Chancel and Ambulatory
(Area B - Reading Gaol - Ministry of Justice)**

The GPR surveys showed good evidence of underground structures for both the northern ambulatory and western end of the chancel, and possible grave pits, in the Reading gaol car park (area B1). This includes the area where Slade excavated in the early 1970s, and discovered evidence of two apsidal side chapels off the northern ambulatory.

The Project objectives for this site are set out in the Project Brief as follows:

- to map where possible the location of the eastern structures of the Abbey Church, specifically the Choir, Apse, High Altar (possible location of royal burials) and Lady Chapel (dating from 1314)
- to ascertain whether southern projecting chapels of the apse existed, matching the two found to the north in the 1970s
- to reveal the footings of the Lady Chapel and its connection with the apsidal east end of the original Romanesque church in 1314

King Henry I was buried in front of the high altar, and establishing the location of the high altar will assist understanding of where this and other royal burials in the Abbey may have taken place; what form the tomb monuments may have taken, including whether there were burial vaults; and how the tombs may have been treated following the dissolution of the Abbey in 1539 and the subsequent physical destruction of the High Altar and Choir from 1549 onwards.

There are some unsolved problems concerning the alignment of the Abbey and the Lady Chapel.

- 4.2.2 The Hidden Abbey Project Steering Group has not, at this stage, agreed to any further exploratory archaeology of the Reading Gaol car park (area B1). However, it is aware that the Ministry of Justice, in the autumn of 2016, engaged the Museum of London Archaeology (MOLA) Service to excavate trenches the Prison site in advance of its disposal, two of which were in this area, and the Steering Group has made clear to the Ministry of Justice, a partner member, its interest in seeing the results of the MOLA excavations across the whole site, and specifically in the prison car park (Area B).

4.3 Historic England Pre-Application Advice

- 4.3.1 The provisional exploration brief, attached at Attachment B, has been shared with the South-East team of Historic England (HE). This is because the works will be taking place within the Abbey precinct, a scheduled ancient monument, and will therefore require an application for Scheduled Monument Consent (SMC) from the Secretary of State.

- 4.3.2 The HE have offered pre-application advice, which is summarised as follows:

1) Process

Any proposal for research excavation on a scheduled monument has to pass quite a high test before HE could recommend scheduled monument consent be granted by the Secretary of State. The relevant wording from the 2013 DCMS policy document is as follows:

18. In determining if requests for SMC should be granted (conditionally or unconditionally) or refused the Secretary of State gives great weight to the conservation of Scheduled Monuments.
19. In cases where works involving harm to, or loss of, the significance of a Scheduled Monument are proposed for research-related purposes, the Secretary of State has particular regard to whether:
- preservation of the monument *in situ* is reasonably practicable;
 - it is demonstrated both that the potential increase in knowledge and understanding of our past cannot be achieved using non-destructive techniques, and that it is unlikely to be achieved with less harm or loss at another place; and
 - the potential increase in knowledge and understanding is predicted to decisively outweigh the harm or loss.

HE will require submission of a full **research design** for the project that addresses these three criteria as well as demonstrating how:

- the project design seeks to further the objectives of relevant international or national research frameworks;
- use is made of appropriately skilled teams with the resources to fully implement the project design to relevant professional standards (such as those published by the [Chartered] Institute for Archaeologists);
- the project design provides for the full analysis, publication and dissemination of the results, including the deposition of reports in the relevant Historic Environment Record (HER) to a set timetable; and

- provision is made in the project design for the conservation and deposition of the site archive with a local museum or other public depository willing to receive it.

It may also be appropriate to require the conservation of any elements of the monument left exposed following the completion of consented works (DCMS policy statement, paragraph 21)

Completion of a research design does not guarantee scheduled monument consent. All cases are considered on their merits in relation to the information given above.

2) Desk-Based Assessment (DBA)

Having considered the GPRs report, HE advise that the starting point for the development of a research design should be a detailed **desk-based assessment (DBA)**. This should include:

- a full historic map regression exercise
- research and analysis of data from the Heritage Environment Record
- old photographs; and research and analysis of data from any other archives which may hold relevant material (eg Reading Borough Museum)
- consideration of previous research and archaeological work, including that carried out before the major restoration project on Forbury Gardens in 2004.

With regard to the anomalies in the Forbury Gardens, the gardens have a complex history, particularly with regard to different phases of landscaping and garden features. Desk-based assessment work is necessary to interrogate and interpret the geophysics results.

A DBA would also assist the interpretation of some features as possible graves, in an area where historic mapping clearly shows that a later prison tower was constructed.

3) Future Work

The DBA will inform the preparation of a research design for future work, and excavation work or whether any further non-intrusive investigation would be helpful, such as the use of different geophysics techniques.

Regarding excavation, HE have advised not to underestimate the technical difficulty that would arise from working in deep, complex archaeological stratigraphy in areas where space is limited. This could potentially limit what could be achieved in research terms.

4.4 Next Steps

- 4.4.1 The Steering Group, on 15 March and 17 May 2018, considered its position in the light of the HE pre-application advice. The Steering Group has also sought specialist advice on the project's next steps from Fiona McDonald, the Principal Archaeologist in the Berkshire Archaeological Service, who advised that HAP should develop its proposals by starting small and then testing the thinking behind them with qualified archaeologists (whose advice would be needed in order to compile a professional desktop survey and design brief) before moving on.
- 4.4.2 The Steering Group therefore has initiated discussions with the University of Reading Archaeology Department to support the production of a research design and desk-based assessment, to inform a future application for Scheduled Monument consent. In particular this will involve sharing the site's GPR survey results, and requesting guidance and advice on:

- developing the project's excavation brief and research design
 - developing the project's desk-top survey
 - what features might usefully be the subject of excavation, and the form that excavation might take.
- 4.4.3 In doing this, it is recognised that the exclusive status of the filming rights (PL & LMPL for DSP) and the name of the project (HAP) are already in place, and this will be made clear to any new partner joining the project.
- 4.4.4 The Project has had a helpful response from the Archaeology Department which has suggested various approaches that could be taken to move the Project forward. This was discussed by the Steering Group on 21 June 2017, which will be seeking a meeting with the Department to discuss the approaches and funding options.
- 4.4.5 If no or inadequate funding is not forthcoming, the Project will not proceed.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The Hidden Abbey Project has the potential to contribute directly to the following corporate priorities:
- 2. Providing the best life through education, early help and healthy living
 - 5. Providing infrastructure to support the economy;
- 5.2 The Project may also contribute to:
- Reading's Cultural & Heritage Strategy 2015-2030;
- 5.3 In this connection, analysis done by Leicester City Council on the Richard III effect has shown that this brought almost £60M into Leicester's economy, with 600,000 additional visitors coming to the city a result of the telling of its historic story, and more than 1,000 full time equivalent jobs created in the city.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 The Hidden Abbey project is being taken forward in partnership with local interests, as indicated above. It has also engaged with the Reading Community Interest Company (CIC), the Reading town centre Business Improvement District (BID). Local businesses, in particular those based in the Abbey Quarter, will be the principal beneficiaries of any economic benefits that might accrue from the national profile to be given to the project, and in particular the discovery of Henry I's burial place.
- 6.2 The Friends of Reading Abbey and Friends of Reading Museum are represented on the Steering Group.

7. EQUALITY IMPACT ASSESSMENT

- 7.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 7.2 In this regard you **must** consider whether the decision will or could have a differential impact on: racial groups; gender; people with disabilities; people of a particular sexual orientation; people due to their age; people due to their religious belief.
- 7.3 It is not considered that an Equality Impact Assessment is necessary for this project.

8. LEGAL IMPLICATIONS

- 8.1 The Council's involvement in the Hidden Abbey project, and its project support, will be under Section 1 of the Localism Act 2011 (the power of general competence).
- 8.2 'Reading Abbey: a Cluniac and Benedictine monastery and Civil War earthwork' is listed as a scheduled monument under the Ancient Monuments and Archaeological Areas Act 1979 as amended as it appears to the Secretary of State to be of national importance. List entry Number: 1007932. Any proposal for research excavation on a scheduled monument requires scheduled monument consent, granted by the Secretary of State on the advice of Historic England.
- 8.3 Any future research excavation will be tendered and the contract awarded by the Council, on behalf of the Project and the landowner partners, in line with the Council's Contract Procedure Rules. The contract will permit the successful contractor to go onto the sites specified in the contract to undertake the excavation. Individual landowners may require further access agreements in respect of specific local circumstances.
- 8.4 The Council, the RC Diocese of Portsmouth, and Darlow Smithson Productions (DSP) have entered into an access agreement which grants DSP exclusive filming access to the Project and any documentation, data, reports, film and photographs produced in connection with the Project to the exclusion of any competing television programmes. The agreement also recognises that the Council, as the lead party and commissioning body for the Project, will be required to put the project archive and summary report for any work for the Project commissioned under licence from Historic England into the public domain.

9. FINANCIAL IMPLICATIONS

- 9.1 The indicative cost of HAP, as suggested by LMPL to the promotional meeting in the Mayor's Parlour on 29 July 2015, was £30,000 (see para. 4.1.2 above).
- 9.2 The cost of undertaking stage 1 - the GPR analysis - in 2016 was £7,000. This was funded by the RC Diocese of Portsmouth.
- 9.3 The Steering Group has still to determine how to fund the production of a research design and desk-top assessment to support the application for Scheduled Monument consent; any subsequent excavation works; and the analysis, dissemination and preparation and deposition of the site archive with Reading Museum, should the application be successful. The assumption to date has been that Channel 4 would fund £10,000 of the excavation works insofar as they were to lead to the production of a television film that it could sell on.
- 9.4 The Council will not be committing any new funds to this project. The Council's support will be "in kind", using existing staffing and resources as set out in para. 4 above.

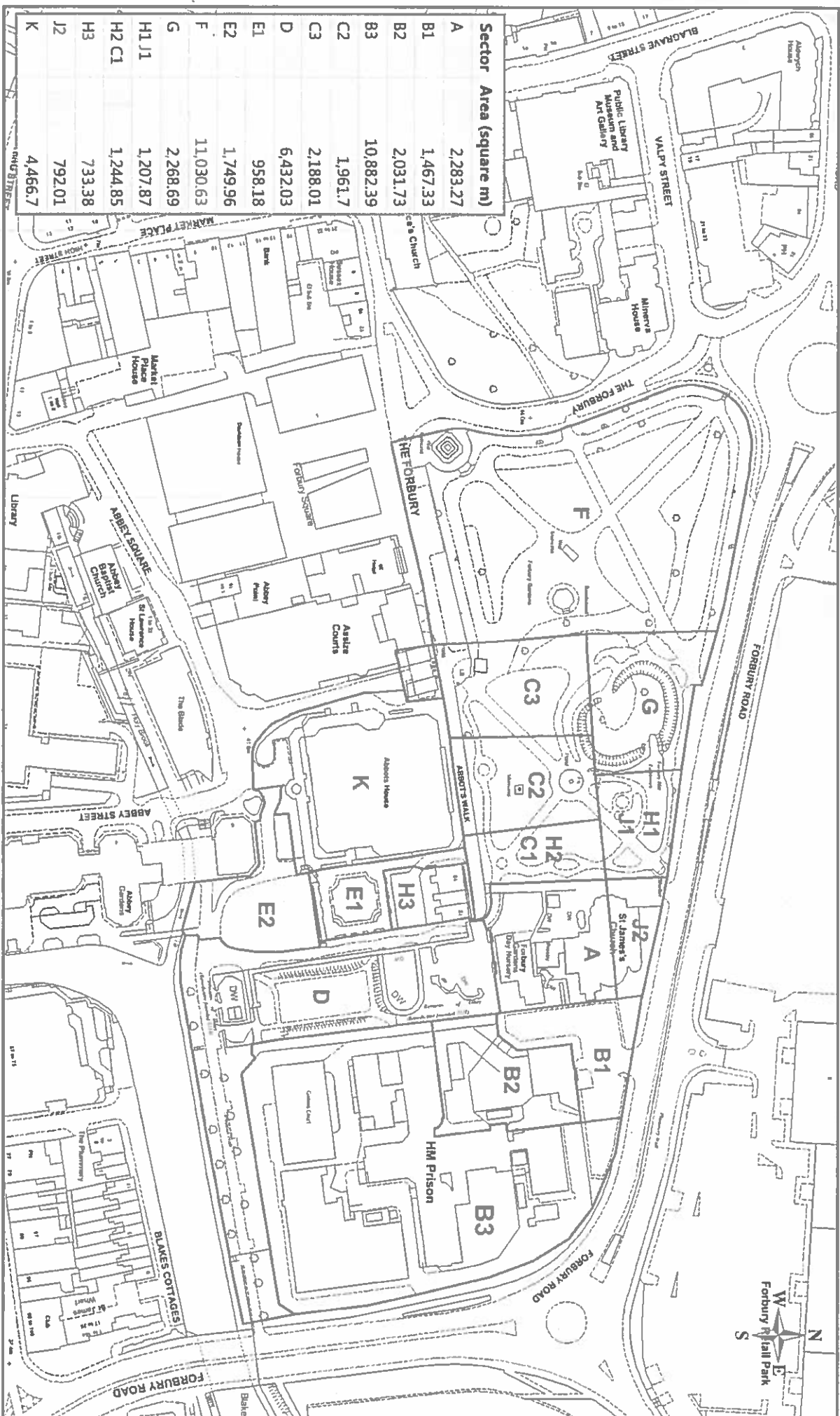
9.5 The project will not go ahead if external funding is not forthcoming.

10. BACKGROUND PAPERS

Project Proposal (attached at Appendix A to report to Policy Committee in 11 April 2016)

GPR Survey results - August 2016

Letter from Historic England offering pre-application advice, 16 February 2018



Title: Reading Abbey Plan

Produced by GIS & Mapping Services

Date: 14/03/2016 Scale at A4: 1:2000

Ref: 7223 - G:\Mapinfo\Data\Client datasets\Education & Community\Museum\Reading Abbey Plan\Abbey.OSM.mxd

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HIDDEN ABBEY PROJECT

PROPOSED AREAS FOR STUDY AND EXPLORATION

1. Introduction

- 1.1 The Abbey quarter is potentially one of the richest areas in Reading as a source for discovering not just the history of the town but also its relevance to the historical development of the Thames Valley. There is plentiful evidence of continual human settlement from the Stone Age, Belgic Iron-Age and the Romano-British era through to, and including, the Saxon period. This was followed by the Norman occupation and the founding of the Abbey in 1121.
- 1.2 Ground Penetrating Radar (GPR) analysis and specifically targeted archaeological investigation will help to reveal more about the true extent and nature of the Abbey Church. Furthermore, because of the rich history of the area, it will enhance our understanding of the different periods of human settlement in Reading, and so add to our knowledge of the history of the Thames Valley. These key investigations would, therefore, contribute to our appreciation of the role Reading played in the wider national context.
- 1.3 It should be noted that evidence of Saxon habitation was uncovered during the 1970s excavations. This is potentially of considerable archaeological and historical importance as it would indicate a significant Saxon presence in the east of Reading. There is a body of opinion that places the main Saxon settlement to the west of the town, around St Mary's Minster. However, several late 20th century excavations produced a considerable amount of archaeological evidence for Saxon habitation to the east, in the area which today we call the Abbey Quarter, but very little to the west.
- 1.4 In 2016, the first phase of the Hidden Abbey Project (HAP) was completed with the GPR survey of the Abbey Church and its environs. Its findings have identified key anomalous features that, with consent and permissions forthcoming, the Project now wishes to investigate further using clearly defined and targeted key-hole and trial trench investigation.

2. The Hidden Abbey Project

- 2.1 The Hidden Abbey Project (HAP) has been set up to discover the extent and nature of the below-ground evidence of the Royal Abbey founded in Reading by King Henry I in 1121 and where he and other members of his family were buried.
- 2.2 The first phase of the project was to use ground-penetrating radar (GPR) to locate the boundaries and extent of Reading Abbey Church in its current modern setting and to survey the site with a view to interpret better the Abbey Ruins and locate possible sites of archaeological interest for future investigation, with a particular interest in locating the burial site of Henry I and other royal burials within the Abbey complex.
- 2.3 In the summer of 2016, HAP commissioned Stratascan Sumo to undertake a GPR survey of the Abbey, covering sites in the ownership of Reading Borough Council (Forbury Gardens), the RC Diocese of Portsmouth (St James church and precinct), and the Ministry of Justice (Reading gaol car park). The Stratascan report is included at Attachment A.

- 2.4 The Hidden Abbey Project Steering Group has identified three primary areas for further study and excavation based on the Stratascan GPR survey, cross-referred to the Purcell desk-top survey of buried archaeology undertaken for the Ministry of Justice in 2014, and other historic, academic and research sources, as follows:

4) Forbury Gardens

(Areas C1 and 2 - Forbury Gardens - Reading Borough Council)

The GPR surveys show two interesting anomalous features running east-west towards the western end of the nave of the Abbey Church, roughly parallel to each other, in the south-eastern corner of the Forbury Gardens (to the east of the Henry I memorial). The southern feature has an arm running south at a 90 degree angle at its western end. The northern feature has evidence of an apsidal curve inwards at its eastern end. Neither feature aligns directly to the Englefield plan of the Abbey church: the northern feature runs north of the projected north wall of the Abbey church; the southern feature runs under the centre of the nave. Both are unexpected and unexplained, and possibly could relate to an earlier structure on the site. If they are connected to the Abbey church, possible explanations are that they are part of a narthex or Galilee Chapel at the western end of the church.

The Englefield map does not show the western end of the Abbey church. Hurry, based on Englefield and Coates, projected a length for the nave of 200 feet (12 bays) but there is no archaeological evidence to confirm this. The location and structure of the west end of the church are not known, and the GPR surveys did not add to our knowledge.

The GPR surveys also did not identify any features which might be equated with the great ditch that was dug across the nave as part of the Reading civil war defences.

The HAP Steering Group has proposed opening two trenches in Area F:

(3) Forbury Gardens - south-eastern corner (east of Henry I monument)

- To explore the two analogous GPR features in the nave of the Abbey church
- To discover any trace of the Civil War great ditch (including C17th infill).

(4) Forbury Gardens - south-eastern corner (west of Henry I monument)

- To explore the west end of the Abbey church as projected by Englefield, to confirm its location and to gain a better understanding of its construction, including whether it may have had towers at either end

5) Abbey Church Crossing and North Transept

(Area A - St James Precinct - RC Diocese of Portsmouth)

The GPR surveys show good evidence of the northern Choir ambulatory wall to the rear (east) of the Presbytery, and of and the southern Chancel wall to the rear (east) of the nursery school. They also show interesting anomalous features running north-south across the crossing of the Abbey church, in front (to the west)

of the nursery school, which are unexplained, but could be evidence of a pulpitum or rood screen.

The Reading Abbey Stone was discovered in Area A by Wheble in the 1830s, carefully buried in front of the High Altar at an unknown date. This is the only carved stone of its size to have been discovered in the Ruins. In 1840 it was converted into the baptismal font now standing in St. James' church.

To the north, there are some standing remains and the footings of the more southerly of the apsidal chapels of the north transept in one of the school playgrounds and in the presbytery garden. It may be possible to discover a second northerly chapel and possibly the projecting apsidal chapels attached to this which were a feature of Cluniac monastic design. The transept may also cover the tombs of other dignitaries.

The area adjoins Area B (Reading Gaol) where the 1970 Slade excavations uncovered the footings of the east end of the original chancel of the 1121 Abbey and also revealed possible pre-Abbey footings. The evidence of the ambulatory wall lies at the boundary between the areas A and B1 (the nursery school and prison) and if such footings exist they would extend under both sites.

The HAP Steering Group has proposed opening up trenches in the following parts of Area A:

(3) Forbury Gardens Day Nursery front (western) playground

- To explore the north-south features in the crossing and the possible evidence of a pulpitum or rood screen

(4) Forbury Gardens Day Nursery rear (eastern) playground

- To explore the northern ambulatory wall to the west of the site excavated by Slade in the 1700s
- To continue and affirm the Slade survey
- To gain a better understanding both of the original Romanesque church and of pre-Abbey footings and of Saxon-Norman Reading.

**6) Eastern End of Chancel and Ambulatory
(Area B - Reading Gaol - Ministry of Justice)**

The GPR surveys show good evidence of underground structures for both the northern ambulatory and western end of the chancel, and possible grave pits, in the Reading gaol car park (area B1). This includes the area where Slade excavated in the early 1970s, and discovered evidence of two apsidal side chapels off the northern ambulatory.

The pre-application advice from Historic England (February 2018) advised that the interpretation of some features as possible graves, in an area where historic mapping shows that a later prison tower was constructed, is a good example to support a desk-based assessment, which the Project undertook in March 2018¹.

¹ *The GPRE Findings in the Apse of Reading Abbey Church* – John Mullaney, March 2018

The Project objectives for this site are set out in the Project Brief as follows:

- to map where possible the location of the eastern structures of the Abbey Church, specifically the Choir, Apse, High Altar (possible location of royal burials) and Lady Chapel (dating from 1314)
- to ascertain whether southern projecting chapels of the apse existed, matching the two found to the north in the 1970s
- to reveal the footings of the Lady Chapel and its connection with the apsidal east end of the original Romanesque church in 1314

King Henry I was buried in front of the high altar (Gervase of Canterbury). Therefore establishing the location of graves may assist understanding of where the High Altar may have been located, and where royal burials in the Abbey may have taken place; what form the tomb monuments may have taken, including whether there were burial vaults; and how the tombs may have been treated following the dissolution of the Abbey in 1539 and the subsequent physical destruction of the High Altar and Choir from 1549 onwards.

There are some unsolved problems concerning the alignment of the Abbey and the Lady Chapel. The drawings of the footings for the Chapel's north wall given by Englefield (1779) and by Englefield/Coates (1802), together with evidence from an 18th century illustration of a wall that may be that of the Lady Chapel, are not in line with the pillar bases for the nave and do not match the foundations, as marked on the Englefield plan, for the supposed south wall of the Chapel.

The Hidden Abbey Project Steering Group has not, at this stage, agreed to any further exploratory archaeology of the Reading Gaol car park (area B1). However, it is aware that the Ministry of Justice, in the autumn of 2016, engaged the Museum of London Archaeology (MOLA) Service to excavate trenches the Prison site in advance of its disposal, two of which were in this area, and the Steering Group has made clear to the Ministry of Justice, a partner member, its interest in seeing the results of the MOLA excavations across the whole site, and specifically in the prison car park (Area B).

3. Conclusion

- 3.1 This paper proposes the first comprehensive study of Reading Abbey Church, offering a unique research opportunity for this site of national, and potentially international, importance. Its aim is to answer specific research questions using clearly defined and targeted key-hole and trial trench investigative techniques.
- 3.2 Since the late eighteenth century, modern development work has offered tantalising windows into the structure of the Abbey Church, its architecture, religious life and associated burials, but archaeological investigation has been sporadic. As a result, many questions about the Abbey Church and its environs remain unanswered.
- 3.3 Reading Abbey offers a unique study into Anglo-Norman Romanesque architecture and building techniques. Examination of the existing Abbey Quarter and historic records suggests that, unlike other significant religious foundations from this period, Reading remained largely untouched by later additional medieval building work. The only recorded extension of the Abbey Church is the construction of the Lady Chapel at its far eastern boundary in the early fourteenth century (1314). Further research may, however, prove this incorrect and this is an important part of the project.

- 3.4 The GPR survey has facilitated the mapping of the layout and structure of an almost untouched early 12th century Cluniac abbey church with significant foundations and footings; possibly also including pre-Norman architectural remains. It has also suggested what might be an important example in the UK of a narthex or Galilee Chapel, at its western end. Here too we may also be able to confirm the nature and extent of the nave itself including the presence of towers, in relation to its various contemporary images. Centrally we may now be able to uncover the potential location of the abbey's pulpitum or rood screen and explore the northern ambulatory wall to uncover more about the abbey's life as a place of significant medieval pilgrimage. In the east, we can map the key structures for which the monastery was built, including the locations of its royal burials in order to potentially reach a significant conclusion about the destruction of royal burials after the Dissolution of the Monasteries; and to better understand the layout and alignment of the Lady Chapel with particular reference to the pillar bases at the nave.
- 3.5 With this new investigative analysis, and prospect of so many key research questions answered, it is hoped to create an authentic virtual representation of Reading Abbey Church, and monastery. The proposed documentary, to be produced by award-winning Darlow Smithson Productions, would offer a platform to present the Abbey Church in 3D graphics and historical walk-through to the public and wider communities for the very first time; and could link to Reading Abbey Revealed, the current major conservation exercise of the Reading Abbey Ruins, part-financed by the Heritage Lottery Fund and actively supported by Historic England to move the Ruins out of its buildings-at-risk list.
- 3.6 As a result, the investigation offers a unique opportunity that may finally help answer many of our key research questions that have long intrigued historians, archaeologists and researchers alike. It is also possible that it may change much of what we know about Reading.
- 3.7 And by placing Reading's historical story centre-stage it will also allow this vibrant commercial hub to bring its story to life and offer it a new future as a historic royal town. The below-ground investigations on behalf of the Hidden Abbey Project have the potential to raise awareness on a national (and international) platform, and to help enhance the profile of a key Thames Valley town.

JGP
V5 - 19 March 2018

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	HOUSING, NEIGHBOURHOODS AND LEISURE COMMITTEE		
DATE:	4 JULY 2018	AGENDA ITEM:	9
TITLE:	ADOPTION OF THE RE3 STRATEGY 2018-2020 AND THE WASTE ACTION PLAN FOR READING		
LEAD COUNCILLOR:	SOPHIA JAMES	PORTFOLIO:	NEIGHBOURHOODS AND COMMUNITIES
SERVICE:	TRANSPORTATION AND STREETCARE	WARDS:	BOROUGHWIDE
LEAD OFFICER:	CRIS BUTLER / DAVE MOORE/ OLIVER BURT	TEL:	0118 937 2068 / 0118 937 2676
JOB TITLE:	ACTING HEAD OF TRANSPORTATION AND STREETCARE / NEIGHBOURHOOD SERVICES MANAGER / re3 STRATEGIC WASTE MANAGER	E-MAIL:	cris.butler@reading.gov.uk / dave.moore@reading.gov.uk oliver.burt@reading.gov.uk

1. PURPOSE OF THE REPORT AND EXECUTIVE SUMMARY

- 1.1 The purpose of this report is to provide a briefing for Members of the Housing, Neighbourhoods and Leisure Committee about the re3 Strategy 2018-2020, as endorsed and recommended by the Joint Waste Disposal Board, comprising Bracknell Forest Borough Council, Reading Borough Council and Wokingham Borough Council.
- 1.2 To inform the Committee of the current work on the Reading Waste Minimisation Strategy 2015-2020, and the proposals to bring it into line with the re3 Strategy and produce a Waste Action Plan for Reading.
- 1.3 Appendix A - re3 strategy 2018-2020.

2. RECOMMENDED ACTION

- 2.1 That the Committee notes the re3 Strategy 2018-2020 as recommended by the re3 Joint Waste Disposal Board on 27th April 2018.

- | | |
|-----|---|
| 2.2 | That the Committee notes the outline objectives of the emerging Reading Waste Action plan and the intention to develop a more detailed action plan to deliver the aims of the re3 strategy. |
|-----|---|

3. POLICY CONTEXT

- 3.1 The adoption of the re3 Strategy 2018-2020 and the associated action plan contribute to the Council's service priority of 'Keeping the town, clean, safe, green and active', by focussing on reducing the net cost of waste and recycling 50% by 2020. In addition, the Council has set ambitious savings targets of over £2 million around waste services and therefore this strategy is also key to ensuring the Council remains financially sustainable going forwards.
- 3.2 The EU Waste Framework Directive 2008 sets a new recycling and re-use target of 50% for certain waste materials from households and other origins similar to households to be achieved by 2020. This target has been transcribed into UK law and will remain after Brexit.

4. THE PROPOSAL

4.1 The re3 Strategy.

The re3 Strategy principally relates to the statutory waste disposal function of the re3 Partnership comprising of Bracknell Forest, Reading and Wokingham Borough Councils. It is an important document because, once adopted, it will represent both: (i) the specific performance targets for the individual re3 councils, and (ii) the agreed consensus within the re3 Partnership in support of strategic development up to 2020.

- 4.2 The re3 Strategy aims align with those of the RBC Waste Minimisation Strategy 2015-2020 in order to ensure the effective strategic partnership between collection and disposal functions.

- 4.3 The re3 Strategy for 2018-2020 has two principal aims. They are:

- **Reduce the net cost of waste**
- **Recycle 50% by 2020**

- 4.4 Both aims require enhanced collaboration between the statutory waste disposal function and the statutory waste collection function. However, while the re3 Board is constituted to manage the former, its composition (and the supporting officers) affords the individual partner authorities, and their respective relevant waste functions, with the capacity for genuine strategic partnership. This capacity for collaboration is a key opportunity and practical strength of the shared arrangements on waste

- 4.5 The re3 Strategy objectives, which provide a focus for strategic activity over the range of issues affecting the re3 Partnership are as follows:

- The re3 Strategy once again prioritises food waste (objectives A and H) because it is a waste management issue which has both direct and indirect financial outcomes for residents;
- It includes a series of targets and indicators for each individual council (C1-C3);
- It includes targets for the two re3 Recycling Centres and for the Material Recycling Facility (MRF);
- Objectives (F, G, K and L) relate to the ongoing development of waste management facilities;
- The strategy identifies the potential for the re3 Councils to work alongside the Waste and Resources Action Programme (WRAP) in response to concerns about the amount of plastic waste, continue building on the recent campaign on the recycling of pots, tubs and trays. Consistent engagement with residents, at local and partnership levels, is absolutely essential in achieving higher levels of recycling and efficient services.

4.6 The re3 Strategy reviews the following strategic schemes and discussions:

- A brief analysis of the background to re3 performance since commencement of the re3 Contract in 2006/07.
- Background information about current discussions within the waste management industry, around new approaches to measuring waste performance. Traditionally this has been based on the mass (tonnes) of the waste being managed. However, other indices, such as the carbon impact of waste, are increasingly being mentioned as offering a more relevant perspective.
- The re3 Strategy introduces a means of illustrating the cost of waste (as our current most relevant perspective) alongside the tonnage.
- The relationship between policies on waste collection and waste management/disposal, and vice versa. This is particularly important in ensuring that the impact of policy changes are fully understood and intended outcomes are delivered.
- Finally, the background information reviews the growing relevance of flats and multiple occupancy dwellings. As household numbers continue to rise across the re3 area, the proportion of such properties is growing. While high levels of performance are harder to achieve in these types of development, they cannot be overlooked. There is a continuing need for collaboration on best practice and operational solutions.

5. The Waste Action Plan for Reading

- ### 5.1
- The aims of the re3 Strategy and the Reading Waste Minimisation Strategy were aligned in 2017 to ensure co-ordination of work streams and strategic

partnership working. Officers currently work closely with re3 and partner authorities to share resources and best practice around common themes such as waste collection from flats, the introduction of kerbside food waste and recycling and communication initiatives.

5.2 It is now appropriate to replace the Reading Waste Minimisation Strategy with a Waste Action Plan for Reading which sets out a clear path for the delivery of the high-level strategic objectives of the re3 Strategy and the specific service development priorities for Reading Borough Council including the need to deliver substantial savings as set out in the Council's Medium Term Financial Strategy.

5.3 The key objectives of the emerging Waste Action Plan for Reading will focus on reducing cost and will include:

- Introduction of weekly kerbside food waste collection.
- Steps to improve diversion of recyclable material from the residual bin to recycling.
- Reductions in the contamination of recyclable material with non-recyclable wastes, by way of a dedicated team of Waste Officers.
- Improved and sustained communications campaigns, including schools.
- Improved direct contact with residents, businesses and landlords.
- Further promotion of the Council's trade waste offer
- Hard market testing of the waste service.

The Waste Action Plan will set out the actions and milestones relating to each objective, and performance will be monitored regularly and reported to subsequent meetings of the HNL Committee as appropriate.

6. CONTRIBUTION TO STRATEGIC AIMS

6.1 The re3 Strategy is designed to address the key re3 Partnership objectives to:

- Reduce the net cost of Waste
- Recycle 50% by 2020

6.2 The re3 Strategy and the Reading Waste Action Plan also support the specific Reading Borough Council Corporate Plan Service Priorities of:

- Keeping the town clean, safe, green and active.
- Providing infrastructure to support the economy.
- Ensuring the Council remains financially sustainable

7. COMMUNITY ENGAGEMENT AND INFORMATION

7.1 None for this report.

8. EQUALITY IMPACT ASSESSMENT

- 8.1 Under the Equality Act 2010, Section 149, the Council must, in the exercise of its functions, have due regard to the need to:
- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act.
 - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
 - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 8.2 The Council has reviewed the scope of the strategy as outlined within this report and considers that the proposals have no direct impact on any groups with protected characteristics.

9. LEGAL IMPLICATIONS

- 9.1 The Council has duties under various UK and EU legislation to deliver waste collection and disposal services, principally the Environmental Protection Act 1990 and the revised EU waste framework directive 2008.

10. FINANCIAL IMPLICATIONS

- 10.1 There are no specific financial implications arising from the adoption of the re3 Strategy. However, the delivery of its objectives will be the subject of future decisions and the reports that support them will detail relevant businesses cases detailing specific financial outcomes.
- 10.2 The Council has set ambitious savings targets of over £2 million around waste services and they form part of the Council's Medium Term Financial Strategy adopted at Policy Committee in February 2018.
- 10.3 The Waste Action Plan for Reading, will (as has been indicated earlier in this report) have financial implications and, similarly, these will be detailed in the relevant reports to the relevant committee.

11. BACKGROUND PAPERS

- 11.1 re3 Strategy 2018-2020
re3 Strategy 2016-2017

The following HNL reports:
HNL Committee November 2017



re3 Strategy 2018-2020

INDEX

PART 1

- 1. re3 Strategy 2016 to 2017**
- 2. Analysis of Performance**

PART 2

- 3. re3 strategy (2018 to 2020)**
- 4. Vision**
- 5. Objectives**

PART 1

re3 Strategy 2016 to 2017

The previous re3 strategy, for 2016 and 2017, provided a focus for the re3 Partnership in addressing the need to reduce the net cost of waste and to recycle 50% by 2020.

The planning for that re3 Strategy helped the councils reach consensus on a direction and approach to their shared waste service and some important aspects of their retained, individual, waste collection services. During a time when the waste management industry is largely united in making calls for greater leadership, the shared focus of a local plan for the re3 Partnership was an undoubted benefit. Specifically it also led to:

- The introduction of the recent changes to recycling and the introduction of pots, tubs, trays and cartons.
- Closer working between the councils on development guidance in relation to waste, particularly in the cases of Permitted Development and multiple occupancy dwellings.
- The development of new access arrangements at the Recycling Centres and savings of c£2mpa.
- Cooperation on both treatment and reduction of food waste.
- Specific reporting on the links between the volume of waste receptacles provided by councils and their recycling performance.
- Collaboration on Minerals and Waste Planning.
- Cooperation on promoting greater utilisation of the re3 Facilities.
- The development of the first re3-wide incentive scheme for glass recycling, the 'Lotta Bottle' campaign.
- Further cooperation and coordination on communication with (and from) residents about waste and recycling.

Analysis of Performance

This section of the re3 Strategy provides some detailed background information on the conditions in which the re3 Partnership has operated, and principally *how* it has operated. It also indicates where past performance points to activities and improvements in the future.

Although we have set out, in this re3 Strategy, to look at the financial outcomes from waste as a separate perspective, it is important to keep in mind that the financial and performance outcomes are closely linked. An improvement in performance, as judged by the Waste Hierarchy, should have a direct relationship to improved financial outcomes. As such, this background information is presented as an important guide and indicator for decisions that need to be taken now (2018-2020) and for the longer term.

Figure 1 shows the tonnage that was expected to be managed through the shared re3 Contract at its outset as the blue line. The red line reflects actual tonnage while the later green section is the current predicted tonnage for the next two years. The graph illustrates two factors on waste that have undoubtedly made an impact since the re3 contract commenced.

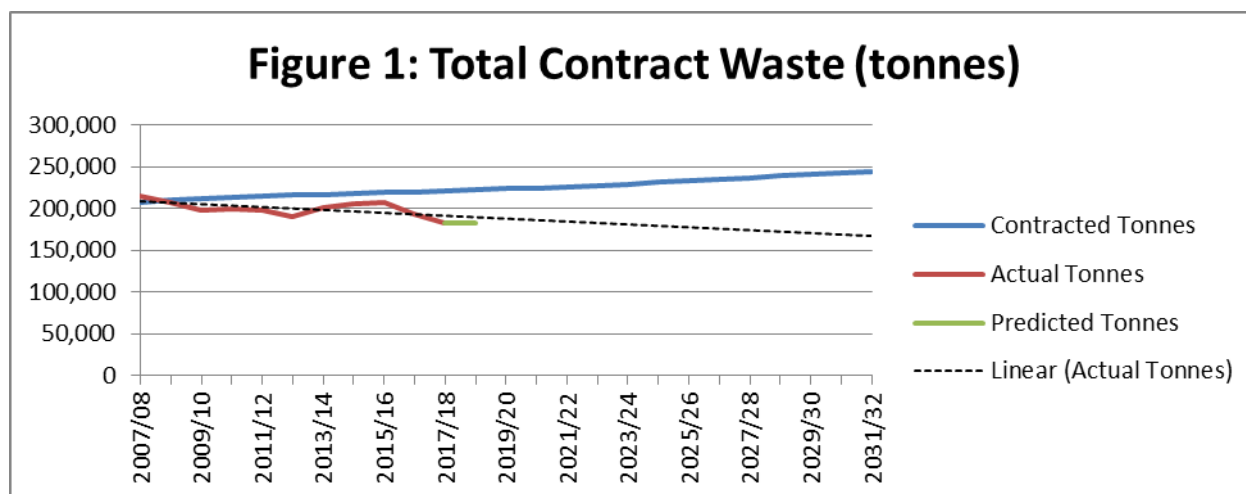
Household waste is related to household purchasing confidence. The first factor is that consumer confidence was moderated by the financial crisis in 2008/09. This quickly led to less waste being received than was anticipated and the downward trend continued until 2012/13. Another aspect of this was the fall in use of newspaper. While it was arguably inevitable at some point in time, the

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reduction in use of newsprint was affected by falling advertising revenues (arguably also linked to the financial crisis) and the emergence of far more convenient and powerful phones and tablets upon which news could be accessed.



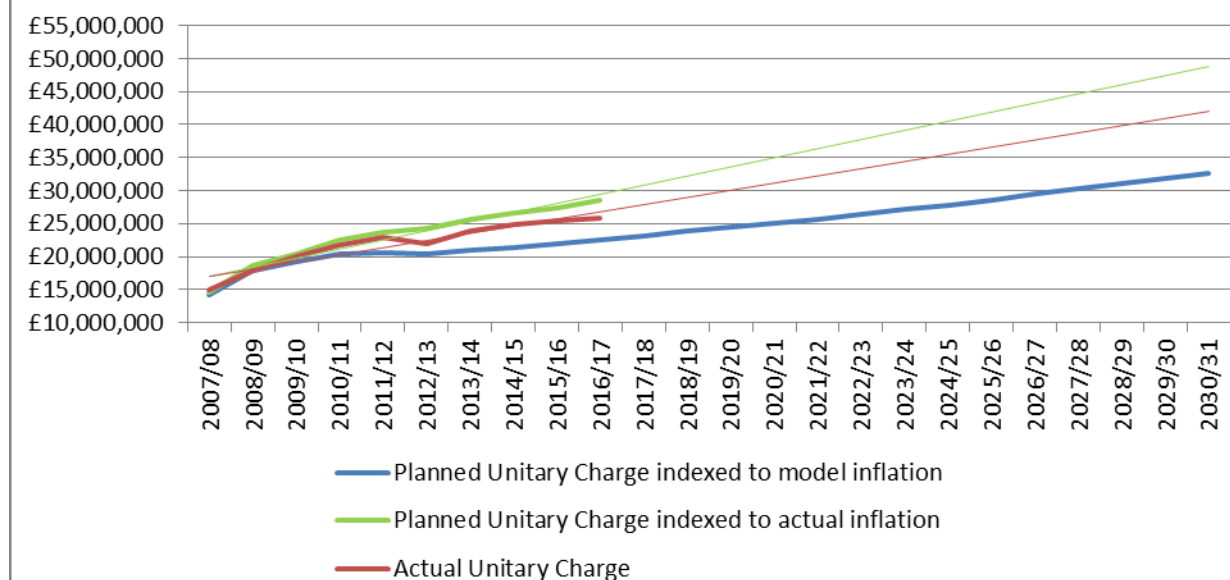
The second factor has not caused such an immediate impact but is nonetheless contributing as an influence. It is that packaging has become lighter. For very good reason, retailers and producers of consumable products have worked hard to reduce the mass represented by packaging. Whilst not overlooking the urgency of making improvements in relation to the use of plastic, the outcome of this 'light weighting' has played a key role in keeping food fresh, for example, whilst using much less packaging than before.

It is important to stress that the trend line (shown as a broken linear) is most unlikely to be realised as actual tonnage. This is not least because we know (and discuss later in this section) that there is growth in the number of households (both houses and flats/HMOs) within the re3 area. The trend line is nonetheless helpful in illustrating the direction of travel to date.

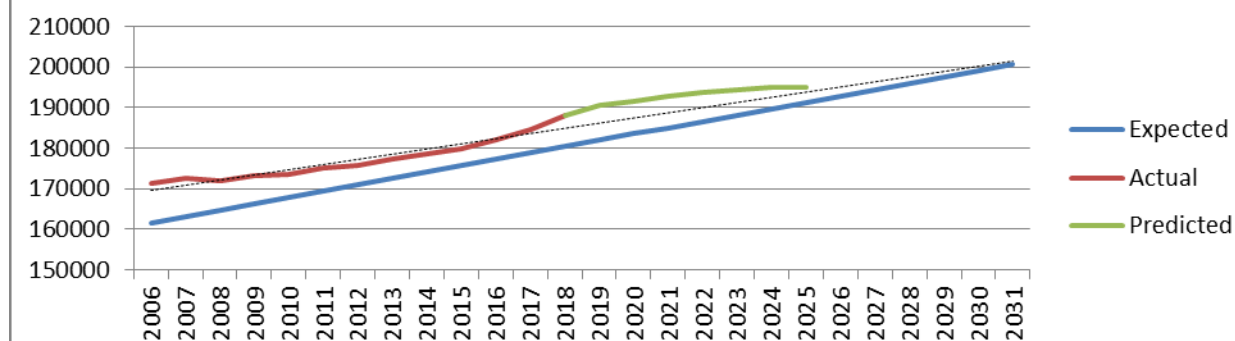
Figure 2 shows the expected cost (or the unitary charge) for the shared re3 Contract as the blue line.

The red line shows the actual cost of the re3 Contract in each year. Despite receiving fewer tonnes of waste than expected (as shown in figure 1) the actual cost is greater than was expected at the outset of the re3 Contract. A key reason for the higher cost is that landfill tax was changed from an annual increase of £3p/t to an annual increase of £8p/t in 2008. This happened after the planned cost for the contract (blue line) was modelled. Another factor which led to higher costs in the first two years of the re3 Contract was the short delay in commissioning of the Lakeside Energy from Waste (EfW) facility. This represented a delay in being able to divert considerable amounts of waste from landfill and meant higher costs than anticipated for the period in question.

The green line reflects the same modelled costs as the blue line, but with actual inflation applied rather than the modelled inflation used at the outset of the contract. By equalising the level of inflation across both the modelled tonnage and the actual tonnage we can analyse the performance of the contract for the re3 Partnership on a like-for-like basis. When differences in inflation are removed, it is clear that the re3 Contract has out-performed the expectations of the modelling, as a result of the lower tonnage of waste and the contracted access to cheaper waste treatments such as recycling, composting and EfW.

Figure 2: Total Unitary Charge

As described above, overall levels of waste have been reduced in comparison with expected tonnages. However, figure 3 shows that actual numbers of household (red line) have significantly exceeded the numbers originally expected (blue line) by the re3 Councils, at the time the re3 Contract was initially being negotiated.

Figure 3: Household Growth

Even at the outset of the re3 Contract growth in actual household numbers had exceeded the initial estimates (which were based on figures derived in 2004).

The green line represents current expectations of housing growth up to the middle of the next decade.

Towards the end of that period, it appears that the Predicted line and the Expected line are converging. If this were to happen it would mean that housing growth had been accelerated but not ultimately exceeded that modelled at the outset of the re3 Contract. While that would still have resulted in more waste being processed it would mean that, for household numbers, the facilities were still close to the capacity originally estimated. It will be important to continue to review actual

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housing growth to see if it does converge as is suggested above. Equally likely, however, is that the demand for even more development within the re3 area will continue.

As tonnages remain lower than expected, there is no immediate issue regarding the capacity of the facilities to process the waste from the re3 area. However, the pressure on the facilities from visitor numbers (as distinct from the mass of waste being managed) is a relevant potential concern. Until the changes to the access arrangements at the re3 facilities in 2016, the re3 Partnership was concerned by the impact of queuing at both facilities. It was most urgent at Longshot Lane, partly as a result of the layout and location of the site.

There is some evidence (examples in Figure 4 and 5 below) that the balance of waste management has been moved towards waste being received at the Recycling Centres, delivered by residents.

Figure 4: Household Waste Arisings (tonnes)

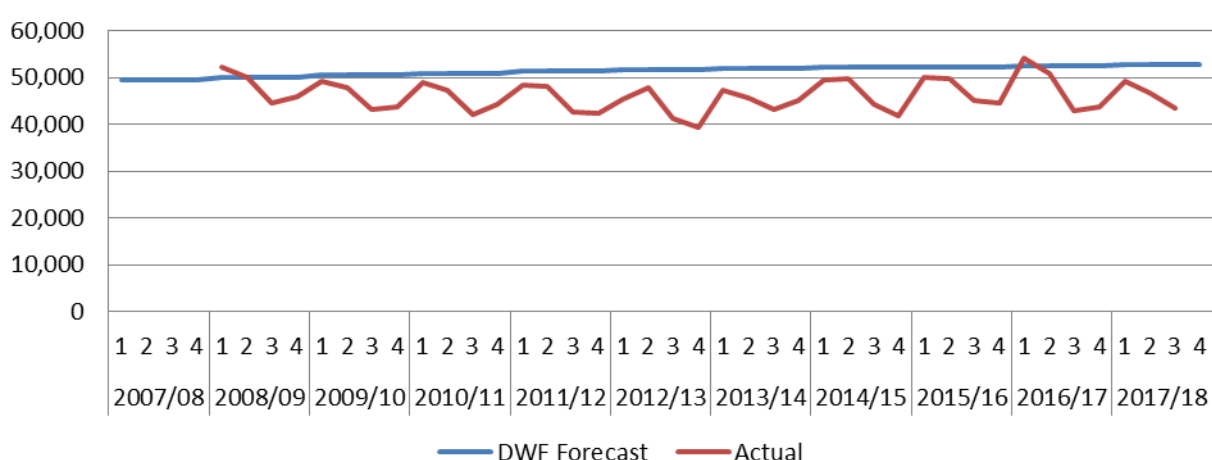
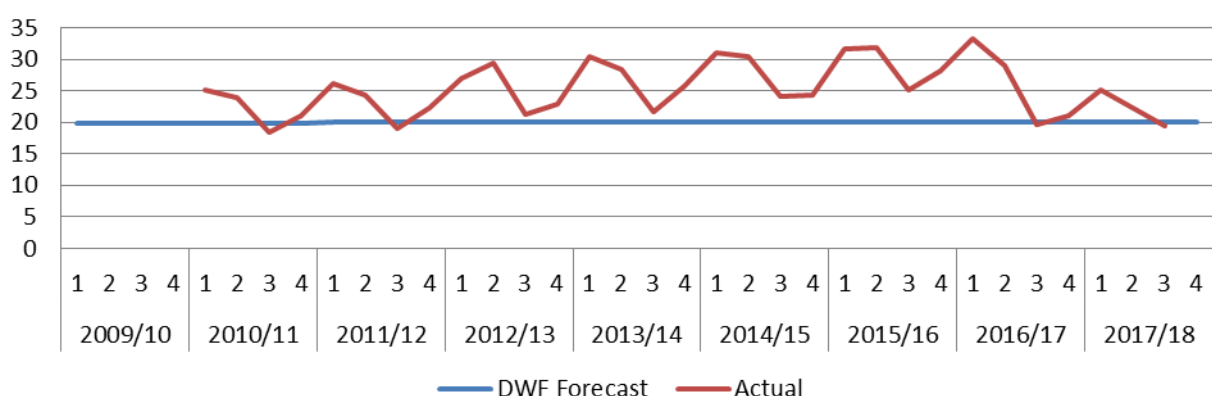


Figure 5: Recycling Centre Waste as a (%) Proportion of Total Household Waste



This has most likely occurred as a result of a combination of waste collection scheduling and resident attitudes. The restrictions on the capacity of waste receptacles in each of the council areas and the introduction of charges for green waste are the likely policy drivers for change. In each case there is good reason for the decision. In the former example, the re3 Project Team has reported, as an objective from the previous re3 Strategy, on the evidence which shows that restrictions on the capacity of receptacles can have a positive impact on recycling rates. These changes in service

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have been supplemented by the apparent willingness of residents to visit the Recycling Centres with even small amounts of waste, as is convenient to them.

There is no immediate need to react, or change direction but, as housing numbers continue to increase; these are factors which the re3 Partnership will want to take into account.

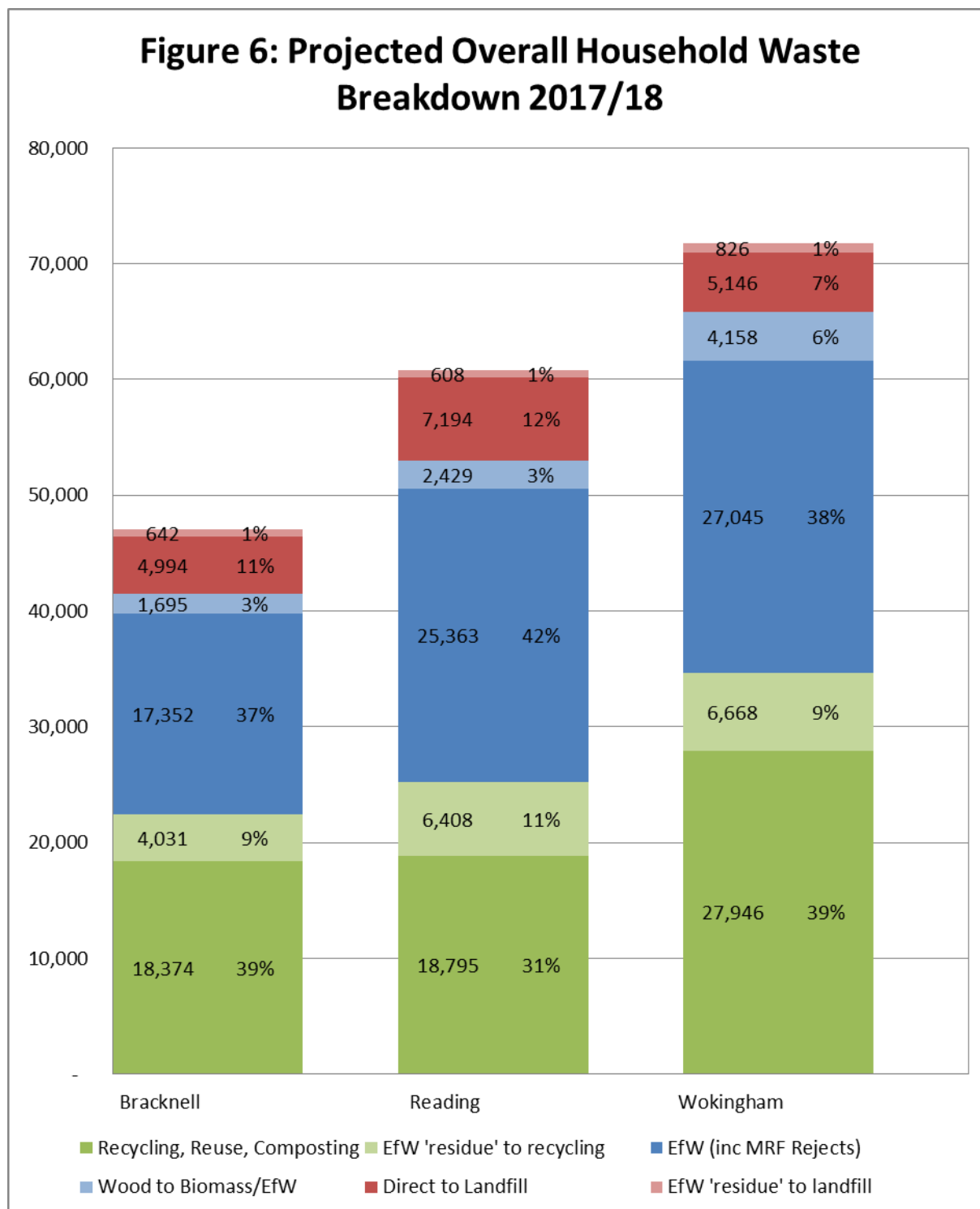


Figure 6 provides a summary of waste treatment for each of the re3 Councils. The councils are a long way ahead of where they were in the past, prior to the commencement of the re3 Partnership in [A waste management partnership between Bracknell Forest, Reading and Wokingham Borough Councils](#).

1999. Individual and Partnership initiatives have driven performance forward in many important areas.

It may or may not be valid or important to compare the re3 Partnership with other organisations. Although there is no explicit hierarchy between the two principal themes of this re3 Strategy, it can be argued that the 'first amongst equals' must be to 'reduce the net cost of waste'. While it is a great achievement to be considered the best in comparison with other partnerships, the principal aim is to address local imperatives. Via that outcome, the re3 Partnership will also support other core services and the funding pressures faced by the re3 councils.

In order to reduce the net cost of waste, the re3 Partnership must further reduce the red section, which relates to the waste sent to landfill, in each of the columns at figure 6. As previously reported, the first priority must be to increase the capture of recyclables already collected because increasing the service efficiency of our existing service is likely to have a very short payback period. This has recently been increased by the amendments made to the re3 Material Recovery Facility (MRF) and the supportive commercial arrangements, for recycling plastic, made with the Contractor. Capture of kerbside recyclables, collected by the re3 Councils, must be improved. This re3 Strategy sets out (at objectives C1-C3) the direct financial benefits that can be realised by the re3 Councils if this is achieved.

The re3 Partnership recognises the value of the recycling of incinerator bottom ash (IBA). Accordingly, this re3 Strategy now incorporates a measure of the percentage of contract waste that is recycled from IBA into materials for the construction industry.

The limitations of tonnage (mass) based indicators for waste management have been the subject of industry-wide discussions for some time. One thread within the discussion is to refer to the perverse outcomes that can come from measuring performance in tonnes. An example of this might be where an essentially renewable resource, like paper, is prioritised over a finite resource, such as plastic. Such prioritisation occurs because paper waste (newspapers, junk mail, cardboard etc.) has a higher weight than plastics which are being made lighter all the time. So, 'chasing tonnage' is increasingly being considered as the wrong priority for the waste management industry. This perspective is partially reflected in the EU Circular Economy Package and is also mentioned in the UK government's recent document 'A Green Future: Our 25 Year Plan to Improve our Environment'.

Tonnage is still likely to be the principal measure of waste for some time, however. A transition to other indices, such as one based on the carbon impact of waste types and treatments is unlikely to occur until the principal stakeholders in the waste management industry are confident that any changeover will not have an adverse effect upon their stake. Commercial waste management organisations will obviously been keen to protect their interests, with costs being based on a per tonne basis. Many contracts are based on expected levels of waste, again measured in tonnes. An ongoing translation from tonnes into a future index will be necessary both as a transitional tool and to retain a means of measuring continuous progress.

In advance, and as an exercise in taking a different perspective on the performance of the re3 Partnership, a financial translation has been developed for this re3 Strategy.

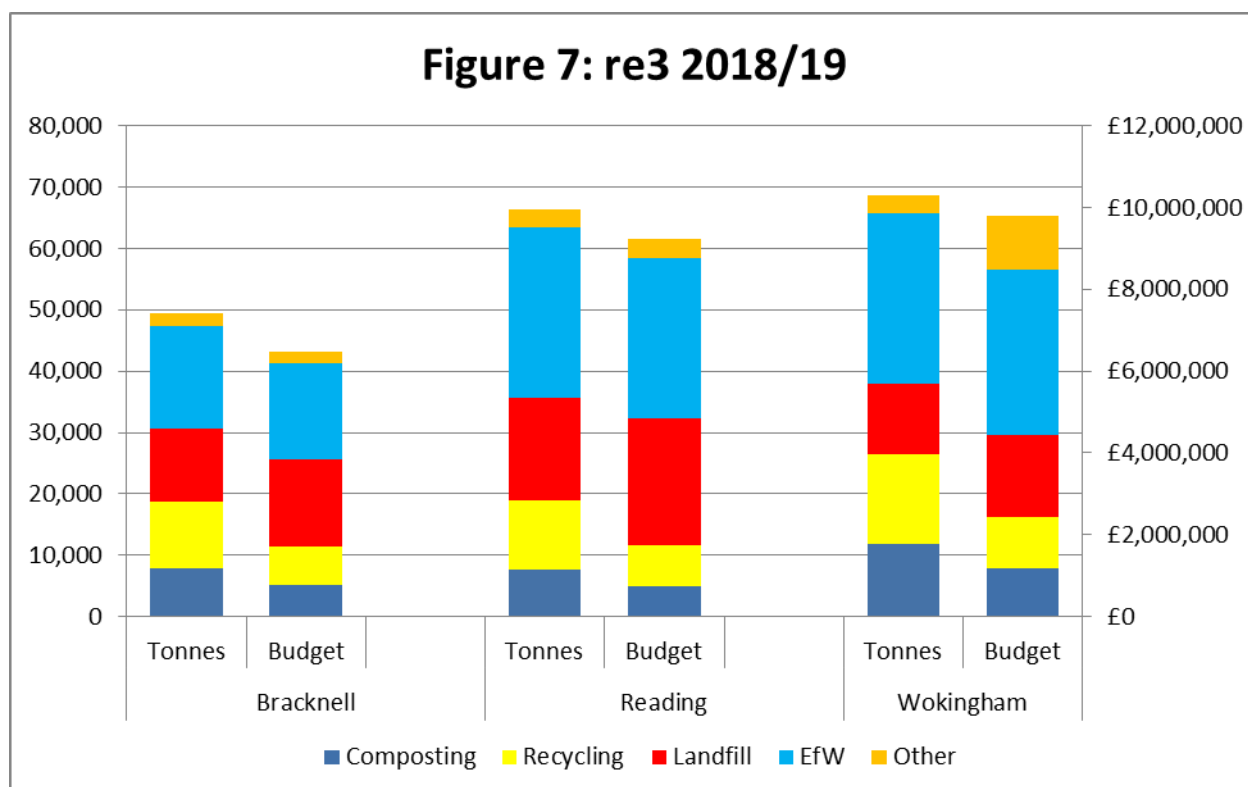
Each pair of the columns on the figure 7 relate to the same waste. The left-hand columns for each council show how many tonnes are expected to be managed by each council in 2018/19 (and relate to the left-hand y axis). The right hand columns for each council show how the same tonnage is translated into a cost (and relate to the right-hand y axis).

It is easy to see how recycling (yellow) and composting (dark blue) translates into far smaller proportions of overall costs than their tonnage would suggest. This is because recycling is a far cheaper form of waste management, per tonne, than disposal (e.g. landfill or EfW). There is an indirect relationship between recycling and composting and overall cost. In most scenarios, if

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recycling and composting increase, the overall cost will reduce. However, there is a direct relationship between landfill and cost. If landfill increases, the overall cost of waste management will increase. Reducing the amount of waste sent to landfill is one of the reasons the re3 Partnership was formed and since its commencement, the re3 Contract has successfully reduced waste to landfill from over 70% to the present levels shown herein.

The purpose of figure 7 is to illustrate the relative difference between looking at waste as a tonnage and looking at waste as a financial cost. As previously described, we know the basic principles but this illustration should support the re3 Partnership in prioritising service decisions and achieving the twin objectives of reducing the net cost of waste and recycling 50% by 2020.



Another important aspect to note is the fact that the amount of waste sent to EfW is currently capped. This means that the re3 Partnership cannot easily send more waste to EfW than the cap of 70,000 tonnes per annum. This is important because EfW is also a more financially advantageous treatment than landfill. The primary way of reducing costs and improving performance must be through increasing the amount recycled, composted and reused. However, so long as those outcomes can be achieved, it will also be important to establish conditions in which more waste can be sent for energy recovery if doing so can displace waste that would otherwise have been sent to landfill.

The estimated composition of residual waste by dwelling type (kerbside for houses and flats for flats and HMOs), for each of the re3 Councils and the re3 Partnership, is shown at figure 8.

It is important to remember that figure 8 illustrates the composition of the residual waste. Therefore it does not show the waste that was made available for kerbside recycling collections, garden waste collections or delivered direct by residents to the two Household Waste Recycling Centres (HWRC). The purpose of the sampling was to assess what materials could be diverted from disposal either via existing and alternative council services or via new council services. From that perspective,

there are two specific categories within the above waste composition which require specific strategic consideration.

The first is food waste at about 1/3rd of waste for disposal. By virtue of the objectives contained within the previous re3 Strategy, and amended herewith, the re3 Partnership has undertaken (and is continuing) detailed planning on the commencement of processing of food waste.

Figure 8: Composition of re3 Residual Waste (by household type)

WASTE MATERIALS % BY WEIGHT	READING		BRACKNELL		WOKINGHAM		re3	
	KERBSIDE	FLATS	KERBSIDE	FLATS	KERBSIDE	FLATS	KERBSIDE	FLATS
RECYCLABLE PAPER	1.96%	3.50%	1.73%	4.48%	4.02%	4.32%	2.69%	3.92%
RECYCLABLE CARD & CARDBOARD	1.18%	5.38%	1.01%	4.42%	1.09%	4.25%	1.11%	4.93%
RECYCLABLE METALS	0.96%	2.83%	0.78%	1.60%	0.87%	1.63%	0.88%	2.28%
PLASTIC BOTTLES	1.10%	3.58%	0.98%	1.98%	1.18%	2.55%	1.10%	2.93%
GARDEN WASTE	6.53%	0.24%	2.96%	0.19%	3.06%	0.15%	4.39%	0.21%
TEXTILES	2.71%	2.25%	3.37%	5.30%	3.83%	2.35%	3.29%	3.27%
GLASS BOTTLES & JARS	3.66%	7.03%	2.44%	8.64%	3.13%	3.53%	3.18%	7.16%
NAPPIES	8.46%	13.09%	7.06%	12.52%	6.89%	3.87%	7.54%	11.84%
ALL DIY WASTE	0.36%	1.42%	2.87%	0.80%	0.91%	0.05%	1.15%	1.05%
FOOD WASTE	30.94%	35.59%	34.28%	32.73%	31.39%	39.83%	31.87%	35.13%
OTHER RESIDUAL WASTE	42.13%	25.10%	42.53%	27.34%	43.63%	37.48%	42.79%	27.27%
TOTAL	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

Source re3 Waste Composition Analysis, MEL 2016

The second category is entitled 'nappies' within the table but which also contains absorbant hygiene products (AHP). There is limited scope for recycling this category of waste at present. However, establishing the conditions related to separately treating this material type will be considered as part of this re3 Strategy.

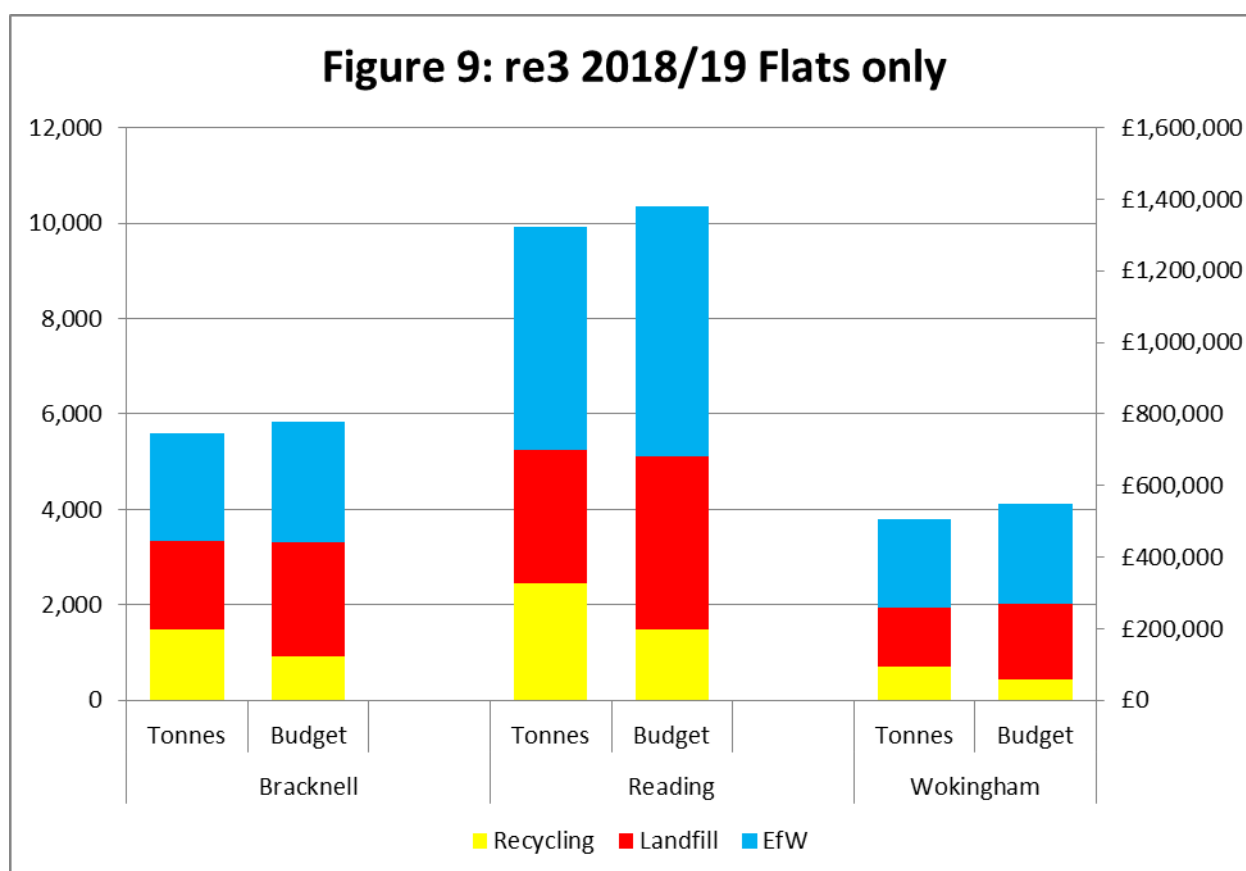


Figure 9 above illustrates the same tonnage and financial perspectives as in figure 7 but looks at flats and HMOs only. Flats and HMOs present particular service challenges in relation to waste

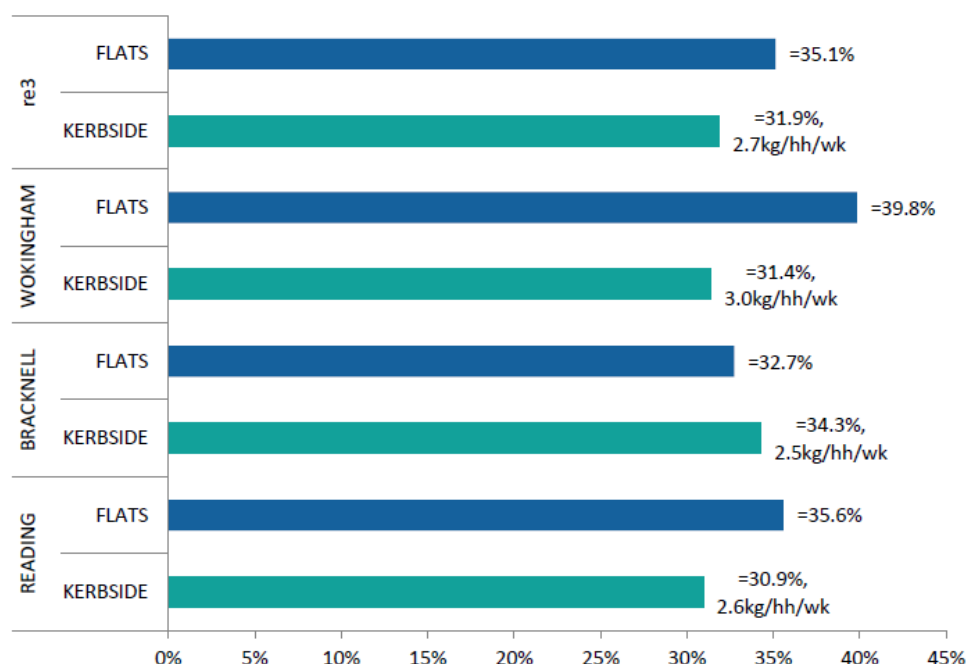
management. Among them are issues of space, access to bins and also the less direct relationship between a resident and their bin. None of these factors is considered a fault of residents but each is undoubtedly a consideration that must be made by the re3 councils in terms of the service offered and the expectation of service performance (e.g. capture of recycling).

The proportion of higher density developments is growing across the re3 area. Accordingly, this cohort of residents is important even though there are some complexities in terms of offering similar service to those for houses. Means of engagement, and modes of service, which prompt far higher levels of recycling than is currently the case in flats and HMOs, will need to be established if levels of performance across the re3 Partnership are to be improved.

Food waste is a potential area of the service in which flats could feasibly outperform houses. As the table below illustrates, the waste from flats and HMOs tends to have a greater proportion of food waste than the waste from houses. Figure 10, below, illustrates the percentage of overall residual waste that was analysed as being food waste for both flats and HMOs and houses (kerbside). In each case, the proportion for food waste is higher in flats than for houses.

While capturing the food waste from multiple occupancy developments is not easy, this is an area in which residents could make a considerable contribution to the control of the net cost of waste and improving the recycling rate.

Figure 10: Proportion of Food Waste within re3 Residual Waste (by household type)



Source: re3 Waste Composition Analysis, MEL 2016

PART 2

re3 strategy (2018 to 2020)

This re3 Strategy builds on its direct predecessor. Some of the objectives which form the strategy for 2018 to 2020 remain closely aligned with objectives from the earlier, 2016 to 2017, strategy.

The principal themes have been reduced from four to two. They are:

1. Reduce the net cost of waste
2. Recycle 50% by 2020

We've called them 'themes' because they are intended to summarise a collection of strategic necessities which apply to the re3 Partnership.

The requirements to reduce the net cost of waste and recycle 50% by 2020 are made ever more important by continuing housing growth in the re3 area. Growth predictions for households being built in the re3 area exceed those assumed at the time the re3 contract was negotiated. There is potential, therefore, for pressure on local facilities and this re3 Strategy identifies some practical steps that can be taken by the re3 Partnership, to plan for and manage waste growth.

One interesting aspect of this re3 Strategy for 2018 to 2020 is an even more direct financial focus on waste management and recycling in particular. This reflects the continuing need to identify savings, including in the waste service, to support other core services within the re3 councils. The re3 Partnership is also keen to explore different ways of measuring the service, which reflect the relative impacts of waste and waste treatments. The objective of trying to 'reduce the net cost of waste' has been an imperative throughout but this re3 Strategy illustrates the direct impact of operational development on financial outcomes in a direct sense. New targets and indicators have been developed to support and drive improvement.

Another key area of change in this re3 Strategy is the emergence of greater public consciousness about the impact of plastic waste. Plastic is a great example of a material whose relative and potential environmental impact is not directly appreciable from its mass. Indeed the 'light-weighting' of plastic packaging whilst using less virgin resource, and undoubtedly reducing transport costs for the packaging industry and retailers, has arguably not reduced the level of general reliance on single-use plastic packaging and its potential impact on the global environment.

This re3 Strategy commits the Partnership to supporting the WRAP campaign on plastics. There are several reasons for supporting the WRAP campaign. It is complementary to the aims of this re3 Strategy and is also broadly supportive of existing council aspirations (e.g. water bottle refilling and seeking to discourage use of unnecessary single-use plastics). Finally, it is important for the re3 Partnership to be responsive, in a sustainable way, to the groundswell of opinion that has been prompted on plastic.

The re3 Partnership will observe and ideally contribute to the debate about deposit return schemes (DRS). The idea has grown in status on the back of the concerns about plastics. However, the re3 Partnership wishes to withhold its position in advance of specific details about how a UK DRS will work. From a local government perspective, and on behalf of residents, it may be the case that DRS could reduce the viability of existing council recycling collections. Local Government has provided a comprehensive waste collection and processing service for residents. It has demonstrably responded to industry demands on material quality and has provided considerable investment in the infrastructure of the UK recycling industry. Recycling outcomes must be improved and the important

issues raised by the issue of single use plastic packaging will ideally be addressed without detriment to the existing systems of recycling in the UK.

Vision

The re3 partnership provides and supports universal services. While waste includes some important statutory obligations; the net reduction in funding for local government cannot be overlooked. The re3 councils have commitments to residents in the re3 area (including some who are vulnerable) and many other important areas of service. Accordingly, this re3 Strategy reflects the need existing operations and standards to evolve in support of the corporate priorities of the re3 councils.

Accordingly, the vision for the re3 Partnership reflects the need for waste services to be better aligned with one another and to contribute both corporately and, of course, to the wider community. The vision for re3 is as follows:

A high performing service that manages waste for the benefit of the whole re3 community.

This vision recognises the circular relationship between costs and recycling performance.

Objectives

The re3 Strategy is embodied in the following objectives:

Ref	Objective
A	The re3 partnership will promote waste reduction in line with the waste hierarchy.
Additional Background	
 ref: Gov.uk	Using appropriate information and messaging the re3 Partnership will promote waste management at a personal, and household, level. The re3 Partnership and the individual re3 Councils are important stakeholders but often manage waste once it has already been created. It is also important to support residents with information which can help them to avoid waste. This must be undertaken in a way which is constructive and supportive, presenting re3 residents with practical steps or actions that can be taken should they wish to do so.
Principal Owners	
re3 Project Team	Target
	March 2020
Notes	
<p>The Waste Hierarchy is as follows (ref: Gov.uk):</p> <ul style="list-style-type: none">• Prevention - Using less material in design and manufacture. Keeping products for longer; re-use. Using less hazardous materials.• Preparing for re-use – Checking, cleaning, repairing, refurbishment, whole items or spare parts.	

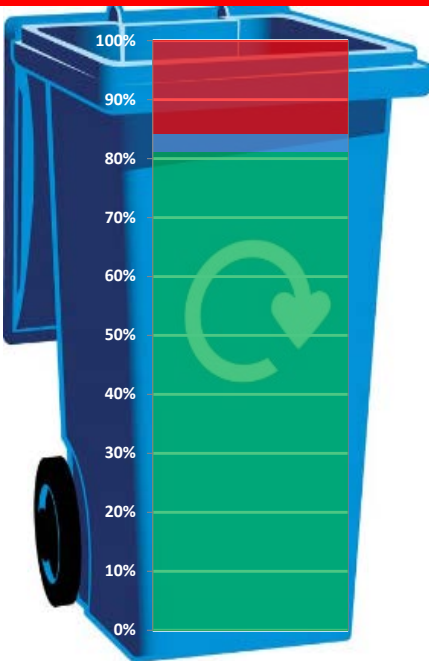
- **Recycling** – Turning waste into a new substance or product. Includes composting if it meets quality protocols.
- **Other Recovery** – Includes anaerobic digestion, incineration with energy recovery, gasification and pyrolysis which produce energy (fuels, heat and power) and materials from waste; some backfilling.
- **Landfill and incineration without energy recovery.**

This objective will be delivered, wherever possible, by offering support (or seeking support from) individuals, community groups or businesses who are involved in activities relevant to this objective.

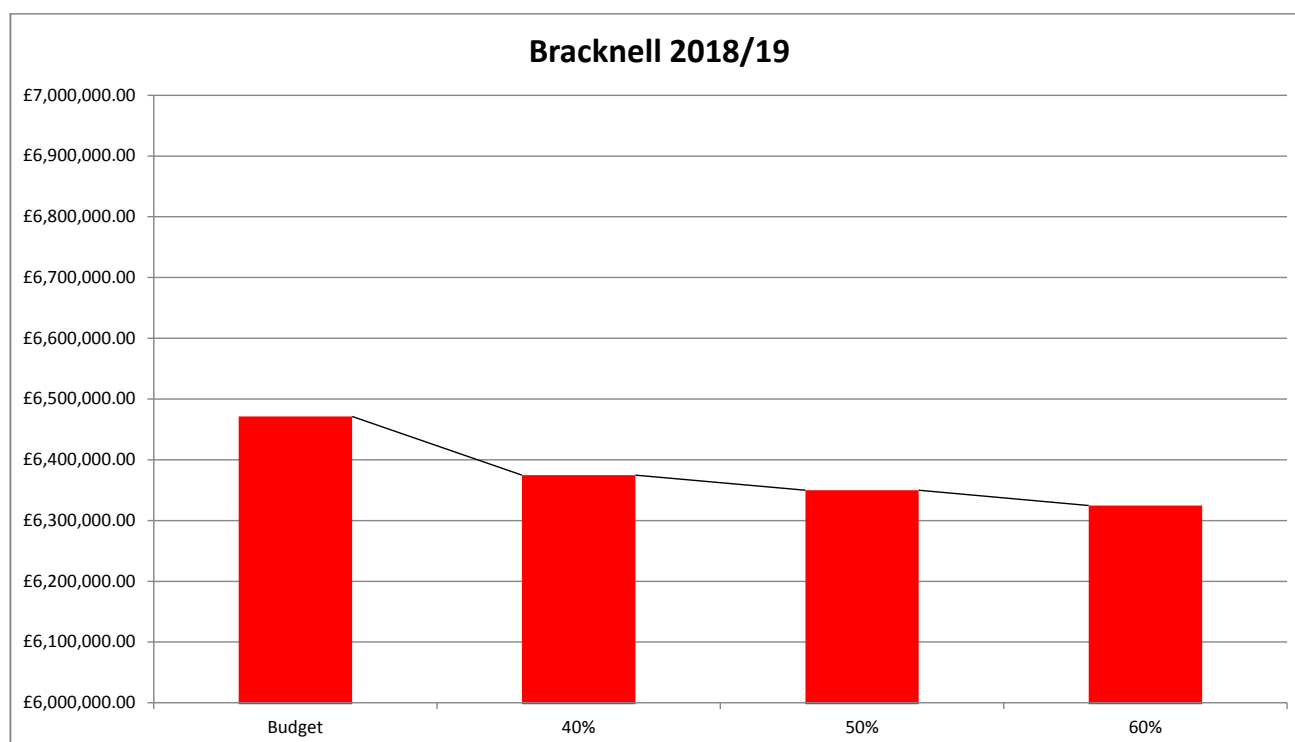
Ref	Objective
B	The re3 partnership will continue to target the cost of food waste to residents.
Additional Background	
<p>Waste food represents a double cost to communities. Whenever food is wasted, residents, as consumers, pay for food that ultimately isn't consumed and then they pay, as taxpayers, to dispose of it or treat it. This analysis of costs is relevant even if treatment involves energy production.</p> <p>Many factors, not least financial and social factors beyond the scope of the re3 Councils, are relevant to the overall level of food waste generated. Nonetheless, the re3 Partnership will continue to address this important objective and encourage residents to reduce wastefulness with food.</p> <p>Social media will play a key role in this objective as it represents a cost effective medium through which to contact residents in convenient and timely ways.</p>	
Owners	Target
re3 Project Team re3 Board Individual re3 Councils	2.50kg/hh/wk
Notes	
<ul style="list-style-type: none"> • Measurement of the target for this objective will be achieved via a planned biennial compositional analysis of waste within the re3 area. • The current working baseline figure for the re3 area is 2.71kg per week • The reduction of food waste by of an average of 210g per household per week (7.75%) would save up to £260,000 in disposal costs. • The re3 Partnership commissioned an independent analysis of the amount of food waste generated within the re3 area. By combining that with the results of separate research by the Waste and Resources Action Programme (WRAP) we estimate that the purchase value of avoidable food waste to re3 residents is c£75m p/a. • Where other stakeholders (e.g. organisations) can be informed and supported, the re3 Partnership will do so though the principal target remains related to household waste. 	

Ref	Objective
C1 BRACKNELL FOREST COUNCIL	A series of targets and indicators have been set by Bracknell Forest Council to indicate progress towards the overall goal of achieving 50% reuse and recycling by 2020.
Additional Background	
<p>The re3 partnership considers that targets are a helpful stimulus for service planning and activity. Bracknell Forest Council has set a series of indicators and targets to promote and record progress towards the overall goal of achieving 50% reuse and recycling by 2020. All gains, however small they are in isolation, should be considered and an affordable means of delivery sought.</p> <p>The principal targets relate to the overall reuse and recycling rate of 50% by 2020. The first target measures the rate of reuse and recycling itself. The second measures the contribution of the relevant kerbside recycling collection (mixed dry recycling). The kerbside collection is an essential recycling service and, further below in this section, a financial incentive has been identified for the council which relates to the more efficient capture of recyclables that were assessed to remain in the residual (disposal) collection.</p> <p>Elsewhere in this section are a series of indicators (italicised) which are intended to inform decision-making and detailed analysis of the efficiency of the waste collection service. Among these is information on the recycling of incinerator bottom ash which unfortunately is excluded from being included in the overall measure of reuse and recycling.</p>	

Category	Background	Performance
		Target/Indicator
C1A Statutory Recycling Target	This target is the traditional 'recycling rate' target that should be comparable with other councils in the UK.	Target: 43%
C1B Kerbside Recycling	Using the respective weekly council kerbside collections is an effective way to recycle. This indicator looks at this service alone.	Target: 23%
C1C	<i>Despite displacing 'virgin'</i>	9%

Including Incinerator Bottom Ash (IBA)	materials, the recycling of IBA into building blocks is not yet counted as 'recycling' by the Government. Nonetheless, re3 recognises the value of this activity.					
C1D Material Specific Recycling	Over time, the composition of waste changes as regulation, purchasing habits and cost dictate what types of product and material we use and discard. This indicator looks at specific types of material both to track progress and chart trends.	Newspaper	4.41%.			
		Card	4.03%			
		Mixed paper	1.04%			
		Steel and Aluminium tins and cans	0.72%			
		PET and HDPE plastic bottles	1.10%			
		Pots, tubs and trays	1.29%			
		C1E Contamination	Contamination is the term used to describe items which are not supposed to be present within recyclables. The level of contamination is, therefore, an indicator of the effectiveness of waste collection arrangements. It also has an impact on recycling because at high levels of contamination it can become harder to separate 'good' recyclables from the unwanted items.			
<table><tr><td></td><td>Target Materials</td></tr><tr><td></td><td>Non-Target Paper and Card</td></tr><tr><td></td><td>Other Non-Target and Non-Recyclable Materials</td></tr></table>				Target Materials		Non-Target Paper and Card
	Target Materials					
	Non-Target Paper and Card					
	Other Non-Target and Non-Recyclable Materials					

Anonymised analysis of re3 waste showed that some recyclable items were still being thrown-away. The graph below shows the financial impact on the budget for waste management in three scenarios. The impact on costs is quite significant if 40%, 50% and 60% of those recyclables can be captured by the kerbside recycling collection and recycled.



Capture of recyclables currently still in waste for disposal	Appoximate avoided disposal cost if captured
40%	£97k
50%	£122k
60%	£147k

Ref	Objective
C2 READING BOROUGH COUNCIL	A series of targets and indicators have been set by Reading Borough Council to indicate progress towards the overall goal of achieving 50% reuse and recycling by 2020.

Additional Background

The re3 partnership considers that targets are a helpful stimulus for service planning and activity. Reading Borough Council has set a series of indicators and targets to promote and record progress towards the overall goal of achieving 50% reuse and recycling by 2020. All gains, however small they are in isolation, should be considered and an affordable means of delivery sought.

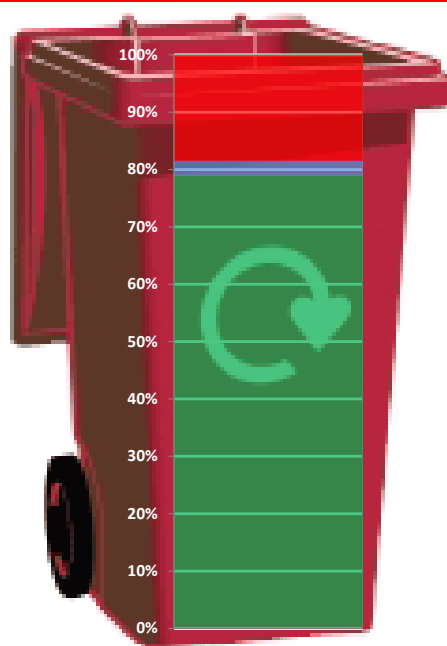
The principal targets relate to the overall reuse and recycling rate of 50% by 2020. The first target measures the rate of reuse and recycling itself. The second measures the contribution of the relevant kerbside recycling collection (mixed dry recycling). The kerbside collection is an essential recycling service and, further below in this section, a financial incentive has been identified for the council which relates to the more efficient capture of recyclables that were assessed to remain in the residual (disposal) collection.

Elsewhere in this section are a series of indicators (italicised) which are intended to inform decision-making and detailed analysis of the efficiency of the waste collection service. Among these is information on the recycling of incinerator bottom ash which unfortunately is excluded from being included in the overall measure of reuse and recycling.

Category	Background	Performance	
		Target/Indicator	
C2A Statutory Recycling Target	This target is the traditional 'recycling rate' target that should be comparable with other councils in the UK.	Target: 39%	
C2B Kerbside Recycling	Using the respective weekly council kerbside collections is an effective way to recycle. This indicator looks at this service alone.	Target: 24%	
C2C Including Incinerator Bottom Ash (IBA)	<i>Despite displacing 'virgin' materials, the recycling of IBA into building blocks is not yet counted as 'recycling' by the Government. Nonetheless, re3 recognises the value of this activity.</i>	11%	
C2D Material Specific Recycling	<i>Over time, the composition of waste changes as regulation, purchasing habits and cost dictate what types of product and material we use and discard. This indicator looks at specific types of material both to track progress and chart trends.</i>	Newspaper	4.07%
		Card	3.59%
		Mixed paper	1.19%
		Steel and Aluminium tins and cans	0.72%
		PET and HDPE plastic bottles	1.08%
		Pots, tubs and trays	1.79%

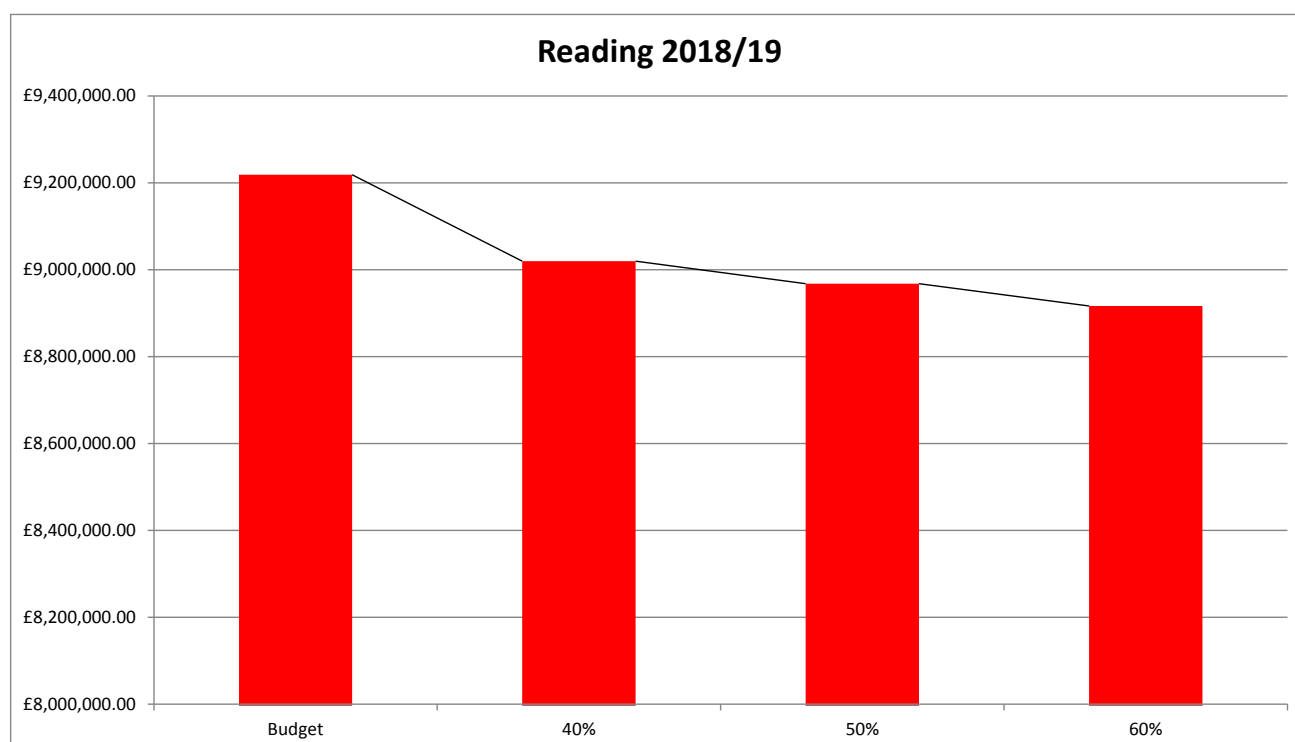
C2E Contamination

Contamination is the term used to describe items which are not supposed to be present within recyclables. The level of contamination is, therefore, an indicator of the effectiveness of waste collection arrangements. It also has an impact on recycling because at high levels of contamination it can become harder to separate 'good' recyclables from the unwanted items.



	Target Materials
	Non-Target Paper and Card
	Other Non-Target and Non-Recyclable Materials

Anonymised analysis of re3 waste showed that some recyclable items were still being thrown-away. The graph below shows the financial impact on the budget for waste management in three scenarios. The impact on costs is quite significant if 40%, 50% and 60% of those recyclables can be captured by the kerbside recycling collection and recycled.



Capture of recyclables currently still in waste for disposal	Approximate avoided disposal cost if captured
40%	£199k
50%	£250k
60%	£302k

Ref	Objective
C3 WOKINGHAM BOROUGH COUNCIL	A series of targets and indicators have been set by Wokingham Borough Council to indicate progress towards the overall goal of achieving 50% reuse and recycling by 2020.

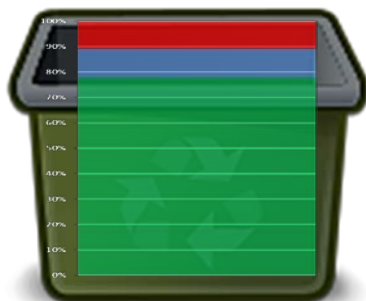
Additional Background

The re3 partnership considers that targets are a helpful stimulus for service planning and activity. Wokingham Borough Council has set a series of indicators and targets to promote and record progress towards the overall goal of achieving 50% reuse and recycling by 2020. All gains, however small they are in isolation, should be considered and an affordable means of delivery sought.

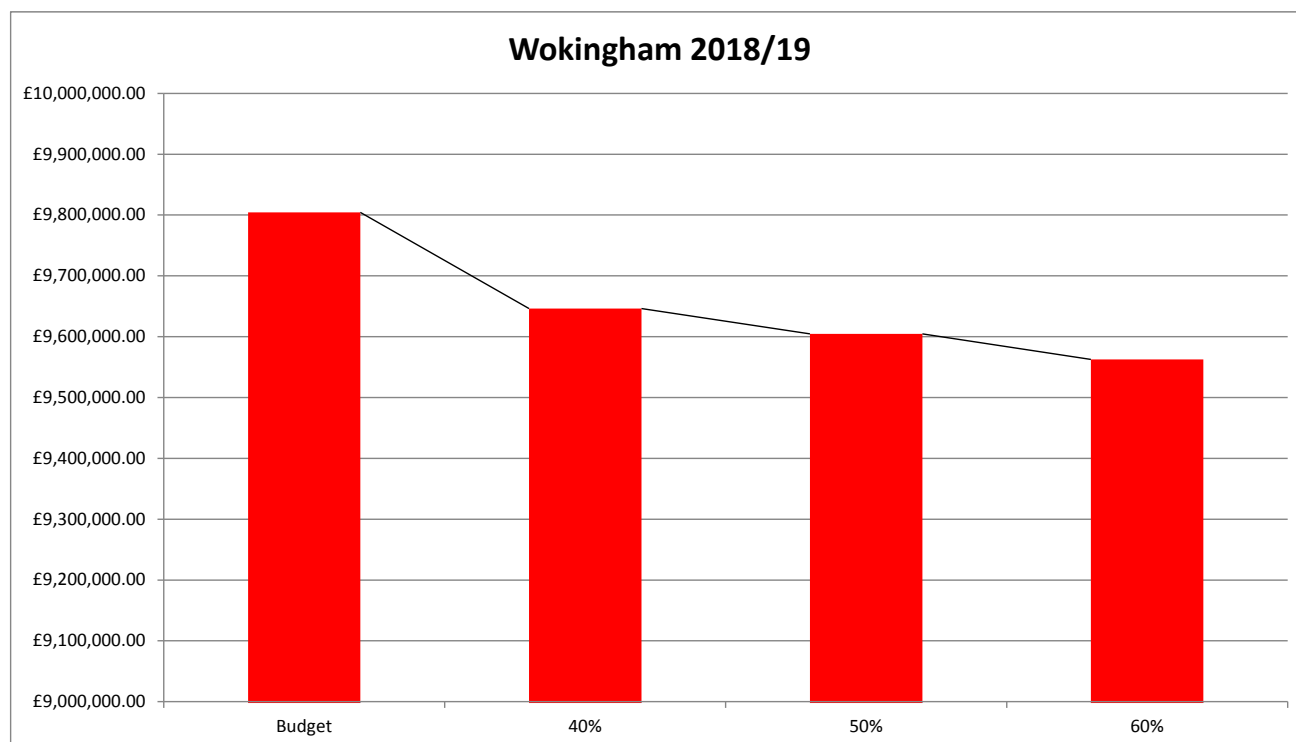
The principal targets relate to the overall reuse and recycling rate of 50% by 2020. The first target measures the rate of reuse and recycling itself. The second measures the contribution of the relevant kerbside recycling collection (mixed dry recycling). The kerbside collection is an essential recycling service and, further below in this section, a financial incentive has been identified for the council which relates to the more efficient capture of recyclables that were assessed to remain in the residual (disposal) collection.

Elsewhere in this section are a series of indicators (italicised) which are intended to inform decision-making and detailed analysis of the efficiency of the waste collection service. Among these is information on the recycling of incinerator bottom ash which unfortunately is excluded from being included in the overall measure of reuse and recycling.

Category	Background	Performance
		Target/Indicator
C3A Statutory Recycling Target	This target is the traditional 'recycling rate' target that should be comparable with other councils in the UK.	Target: 52%
C3B Kerbside Recycling	Using the respective weekly council collections is an effective way to recycle. This indicator looks at this service alone.	Target: 26%
C3C	<i>Despite displacing 'virgin'</i>	9%

Including Incinerator Bottom Ash (IBA)	<i>materials, the recycling of IBA into building blocks is not yet counted as 'recycling' by the Government. Nonetheless, re3 recognises the value of this activity.</i>					
C3D Material Specific Recycling	<i>Over time, the composition of waste changes as regulation, purchasing habits and cost dictate what types of product and material we use and discard. This indicator looks at specific types of material both to track progress and chart trends.</i>	Newspaper	3.84%			
		Card	3.22%			
		Mixed paper	0.80%			
		Steel and Aluminium tins and cans	0.53%			
		PET plastic bottles	0.81%			
		Pots, tubs and trays	1.67%			
C3E Contamination	<i>Contamination is the term used to describe items which are not supposed to be present within recyclables. The level of contamination is, therefore, an indicator of the effectiveness of waste collection arrangements. It also has an impact on recycling because at high levels of contamination it can become harder to separate 'good' recyclables from the unwanted items.</i>					
		<table><tr><td></td><td>Target Materials</td></tr><tr><td></td><td>Non-Target Paper and Card</td></tr><tr><td></td><td>Other Non-Target and Non-Recyclable Materials</td></tr></table>		Target Materials		Non-Target Paper and Card
	Target Materials					
	Non-Target Paper and Card					
	Other Non-Target and Non-Recyclable Materials					

Anonymised analysis of re3 waste showed that some recyclable items were still being thrown-away. The graph below shows the financial impact on the budget for waste management in three scenarios. The impact on costs is quite significant if 40%, 50% and 60% of those recyclables can be captured by the kerbside recycling collection and recycled.



Capture of recyclables currently still in waste for disposal	Appoximate avoided disposal cost if captured
40%	£158k
50%	£200k
60%	£242k

Ref	Objective
D HWRC	To recycle/compost/reuse not less than 50% of household waste received at the re3 Recycling Centres.
Additional Background	
The re3 partnership considers that targets are a helpful stimulus for service planning and activity. The contribution of the re3 Recycling Centres to overall recycling rates is generally good. However, these facilities are being used more and more due to changing services and public preferences. It is important that the Recycling Centres continue to improve their performance in a cost effective manner to ensure that they make a sufficient contribution to overall recycling and the objective to reduce the net cost of waste.	
Owner	Target
The Contractor and Operator of the MRF (re3 Ltd and FCC Berkshire Ltd). re3 Project Team.	To recycle, compost or reuse not less than 50% of household waste received at the re3 Recycling Centres per annum.
Notes	
<ul style="list-style-type: none"> Overall recycling rate includes composting and reuse. Work to understand and equalise differences in performance between the two sites is ongoing. If possible, the two sets of targets will be amended so they are identical. 	

The targets below relate to the performance of the HWRC in isolation. They are, however, linked to the performance shown in objectives C1 to C3, above.

LONGSHOT LANE HWRC

	2017/18	2018/19	2019/20
	CURRENT	TARGET HWRC RECYCLING RATES	
HWRC Recycling Rate	55%	55%	60%

SMALLMEAD HWRC

	2017/18	2018/19	2019/20
	CURRENT	TARGET HWRC RECYCLING RATES	
HWRC Recycling Rate	46%	50%	55%

Ref	Objective
E	Progressively reducing the rate of target recyclables rejected at the re3

MRF	Material Recycling Facility (MRF) to no higher than 10% by 2020
Additional Background	
<p>The re3 partnership considers that targets are a helpful stimulus for service planning and activity. It is not unusual in mechanical processes, like those undertaken in the MRF to sort materials, to have a level of relative accuracy (process losses). The re3 Partnership has set this target to support the efforts of residents in recycling by encouraging the Operator of the MRF process to capture, for recycling, as much as possible.</p>	
Owners	Target
The Contractor and Operator of the MRF (re3 Ltd and FCC Berkshire Ltd). re3 Project Team.	To reduce the rate of target recyclables rejected to 10% per annum
Notes	
<ul style="list-style-type: none"> • These targets adopt the terminology and methodology of the MRF Code of Practice introduced as part of the Material Recovery Facilities (MRF) Regulations laid before Parliament in February 2014. • Reductions in contamination must be matched by improvements in the performance of the MRF (reductions in the loss of Target Recyclables in MRF rejects). • Performance against this target, by the Contractor, will be assessed using the information captured in compliance with the aforementioned MRF Regulations (and audited as appropriate). 	

Ref	Objective
F	The re3 partnership will continue to work with its waste management Contractor to maximise utilisation of the re3 facilities where that has a positive financial or performance outcome and no detriment to re3 residents or re3 services.
Additional Background	
<p>The re3 partnership will continue to work with its waste management Contractor to maximise utilisation of the re3 facilities where that has a positive financial or performance outcome and no detriment to re3 residents or re3 services. The re3 councils have made a considerable investment in the excellent facilities provided through the shared contract. Where capacity exists, recognising the continuing growth in the population of the re3 area, the re3 councils will seek to use it for mutual gain and ideally on commercial terms.</p> <p>Included within this objective will be the potential, where capacity is available, for more re-use activities at the re3 Household Waste Recycling Centres.</p>	
Principal Owners	Target
The Contractor and Operator of the MRF (re3 Ltd and FCC Berkshire Ltd).	Annual measure of utilisation based on 2017/18 baseline.

re3 Project Team.	
Notes	
<ul style="list-style-type: none"> The re3 PFI contract foresees the potential for utilisation of any present spare capacity. The re3 PFI contract specifies that re3 (Contract) waste will take precedence. 	

Ref	Objective
G	The re3 partnership will focus on forms of collection and treatment that will have most positive impact on performance.
Additional Background	
<p>Further service development will be needed in order to achieve the 50% recycling target. The re3 Partnership supports cost effective service developments. Through the contractual relationship with The Contractor, the re3 Partnership will continue to develop services which support recycling directly and support the concept of recycling in general (so that the value of better waste management is more widely appreciated).</p> <p>This objective includes investigation of the recycling of 'hard plastics' (such as used in toys and some garden furniture), absorbent hygiene products (AHP), mattresses and carpet. Glass collections may have potentially prohibitive costs associated with them. However, the re3 Partnership will explore whether limited glass collections could be introduced for communal living developments, particularly those who cater for the elderly and residents for whom access to bottle banks is difficult.</p> <p>This objective also includes observing and contributing (as deemed appropriate by the re3 Board) to the debate on Deposit Return schemes which are targeted at post consumer and/or household waste currently collected by re3 kerbside recycling services.</p>	
Principal Owners	Target
re3 Project Team. Re3 The Contractor and Operator of the MRF (re3 Ltd and FCC Berkshire Ltd).	Outline business cases for each option to be delivered by the end of the 2018/19 year.
Notes	
<ul style="list-style-type: none"> This objective seeks to support a widened aspiration of the re3 partnership in terms of what it can achieve. 	

Ref	Objective
H	The re3 partnership will ensure that the treatment of the surplus food from residents, which ends-up in the waste stream, can commence from April 2019.
Additional Background	

Food waste represents a significant proportion of the waste not currently recycled or reused. There are no direct legal requirements for the separate collection and processing of food waste. However, policy developments (such as the recent 25 year plan for the Environment ('A Green Future'¹) and the earlier inclusion, as part of the EU Circular Economy Package, of food within the TEEP arrangements) represent a direction of travel in respect of food waste which re3 acknowledges in its strategic planning. It is important that, on behalf of residents, the re3 councils minimise exposure to conditions and arrangements which indirectly support wastefulness or penalise waste avoidance. It is for this reason that this objective sits alongside work to reduce food waste at source.

Principal Owners

**re3 Project Team
The Contractor and Operator of the MRF (re3 Ltd and FCC Berkshire Ltd).**

Target

Treatment of food waste available for re3 Contract by April 2019

Notes

- This objective seeks to support a widened aspiration of the re3 partnership in terms of what it can achieve.
- Depending on the type of service, the collection and processing of food waste can support associated specific and general objectives such as energy production, waste collection efficiency and the overall recycling rate.

Ref

I

Objective

The re3 partnership will work in support of the WRAP campaign on plastics

Additional Background

The re3 Partnership supports the principles of the Recycle Now/ WRAP campaign. As the principal household waste organisation within the combined administrative areas of Bracknell Forest, Reading and Wokingham Boroughs, the re3 Partnership recognises its potential to promote and support activities and behaviours.

Principal Owners

**re3 Project Team
re3 Board
Individual re3 Councils
The Contractor and Operator of the MRF (re3 Ltd and FCC Berkshire Ltd).**

Target

TBC

Notes

- This objective proposes support for the national [campaign managed by WRAP](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/673203/25-year-environment-plan.pdf), launched on 22 February.

¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/673203/25-year-environment-plan.pdf

Ref	Objective
J	The re3 partnership will take steps to increase recycling of glass bottles and jars.
Additional Background	
Bottle Banks are a critical part of the overall recycling package for the re3 councils. Many bottle banks are provided within the shared re3 contract while others have been added to further improve accessibility for residents. The 'Lotta Bottle' campaign provides incentives for community groups to work with the re3 Partnership to capture more glass. This scheme requires the commitment of the re3 councils, Councillors, Officers and, most crucially, residents in order to be successful. If it is successful, significant environmental and financial gains are achievable.	
Owners	Target
re3 Board Individual re3 Councils re3 Project Team The Contractor and Operator of the MRF (re3 Ltd and FCC Berkshire Ltd).	Increase recycling of glass bottles and jars at bring banks to 5% of household waste per annum.
Notes	
<ul style="list-style-type: none"> re3 residents already make good use of existing bottle banks. Improvement in utilisation and capture of glass is possible though. Using the existing bottle bank system is expected to remain the most financially advantageous system (though other means of capture, such as collections, will continue to be reviewed). 	

Ref	Objective
K	The re3 partnership will support the current Minerals and Waste Planning process to ensure strategic waste planning within the re3 area.
Additional Background	
Waste Planning will be an important issue for the re3 councils as the current contract progresses, and ultimately nears its final years. The re3 partnership will support the Minerals and Waste Planning process to ensure strategic waste planning within the re3 area.	
Owners	Target
re3 Board re3 Project Team Individual re3 Councils	Successful delivery of the Central Berkshire Minerals and Waste Plan in 2019.
Notes	
<ul style="list-style-type: none"> This objective relates to the input of the re3 councils to the process. It should be noted that The Royal Borough of Windsor and Maidenhead are also a co-contributor to the Plan itself. This objective is principally concerned with the 'waste' element of the Plan. 	

- This objective is linked to objective L in this re3 Strategy.

Ref	Objective
L	The re3 partnership will consider the potential requirement for new waste management facilities within the re3 area between 2016 and 2036.
Additional Background	
<p>With increased residential development and performance considerations in mind, the re3 partnership may need to supplement the existing complement of re3 facilities. It is also the case that the development of new facilities could support aspirations in relation to commerciality and/or greater self-sufficiency (in waste management or energy provision on a local scale).</p> <p>The re3 partnership will consider the potential requirement for new waste management facilities within the re3 area between 2016 and 2036 (the latter date being the same as the potential Minerals and Waste Plan timescale). An open process of reviewing needs and aspirations, alongside the development of the Minerals and Waste Plan, will assist the re3 councils.</p>	
Owners	Target
re3 Board Individual re3 Councils re3 Project Team The Contractor and Operator of the MRF (re3 Ltd and FCC Berkshire Ltd). re3 Project Team	Outline consideration of options for future development reported to the re3 Board before the end of 2019.
Notes	
<ul style="list-style-type: none"> • The re3 councils consider that being open about their aspirations and plans would assist potential service providers in bringing forward options. • Moreover, the process of assessing options will ideally lend itself to sharing current expectations with residents and other stakeholders – such as on the cost and affordability of potential new facilities. • It is important that the timetable of this objective does not fall behind that of objective K. Accordingly, the timescale may need to be amended forward. 	

Ref	Objective
M	Communication activities for re3 will be coordinated by the shared Marketing and Communications Officer and will support the re3 partnership in speaking as one on relevant waste issues.

Additional Background	
<p>The re3 partnership has agreed to work together in the delivery of marketing and communications campaigns where they relate to common (uniform) aspects of the waste service. Communication activities for re3 will be coordinated by the shared Marketing and Communications Officer and will support the re3 partnership in speaking as one on relevant waste issues. Communications campaigns for re3 will be set out in an annual Communications Strategy (to include social media).</p> <p>This objective will also include working with schools (always alongside the relevant re3 Council) to improve awareness of recycling and waste issues by school-age children in the re3 area.</p> <p>Collaboration and coordination between the re3 Partnership and The Contractor is also essential, not least in relation to the shared website.</p>	
Principal Owners	Target
re3 Project Team re3 Board Individual re3 Councils The Contractor and Operator of the MRF (re3 Ltd and FCC Berkshire Ltd).	Delivery of Communications Plan, in collaboration with and support of the re3 Councils, during 2018/19.
Notes	
<ul style="list-style-type: none"> • The re3 Joint Waste Disposal Board and the respective Communications Teams and Senior Officers of the re3 Councils have approved a shared Communications Strategy. • This objective supports all other objectives within the re3 Strategy. 	

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	HOUSING, NEIGHBOURHOOD AND LEISURE COMMITTEE		
DATE:	4 JULY 2018	AGENDA ITEM:	10
TITLE:	EXTENSION OF MANDATORY LICENSING & ENERGY EFFICIENCY REGULATIONS		
LEAD COUNCILLOR:	John Ennis	PORTFOLIO:	Housing
SERVICE:	Regulatory Services	WARDS:	Borough Wide
LEAD OFFICER:	Yasmin Ahmad	TEL:	0118 9372466
JOB TITLE:	Private Sector Housing Team Manager	E-MAIL:	yasmin.ahmad@reading.gov.uk

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 The report details the extension of mandatory licensing of Houses in Multiple Occupation due to come into force from 1st October 2018. This is the latest addition to a series of measures introduced by Government to tackle criminal landlords and improve standards in the sector. Other measures brought to Housing Neighbourhoods and Leisure Committee on 14th March 2018 includes Civil Penalty Notices, protection from revenge evictions, banning orders, the Rogue Landlords database and the Smoke and Carbon Monoxide Regulations.
- 1.3 The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 meant that from 1st April 2018 it became illegal for landlords to rent out property unless it meets the minimum energy efficiency rating of E. However, there are some exemptions.
- 1.4 This report seeks delegations to authorise officers to carry out these functions and approval to amend policy and introduce a charging scheme.

2. RECOMMENDED ACTION

- 2.1 That the scheme of delegations be amended and the Head of Planning, Development and Regulatory Services in consultation with the Head of Legal and Democratic Services and Head of Finance be delegated authority to implement the scheme for the extension of mandatory licensing of Houses in Multiple Occupation and enforce the requirements of The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015.
- 2.2 That the Head of Planning, Development and Regulatory Services, in consultation with the Head of Legal and Democratic Services, be authorised to discharge the Council's duties and powers under the Licensing of Houses in Multiple Occupation (Mandatory Conditions of Licences) (England) Regulations 2018 and the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 along with subsequent Regulations and Orders as well as policies and procedures related to this legislation.
- 2.3 That the proposed penalty fines detailed in this report be approved.

3. POLICY CONTEXT

- 3.1 Private rented accommodation provides a flexible and accessible housing solution for many residents. The Council recognises the valuable contribution the sector makes to providing decent and safe homes for many tenants. There are however, a minority of landlords who provide poorly managed, substandard and unsafe homes, often to the most vulnerable in society. In some areas with high densities of private rented accommodation, there can be a direct impact on neighbourhood cohesion.
- 3.2 The Regulatory Services Private Sector Housing Team receives over 1,500+ service requests relating to housing enforcement matters each year. This drives the way in which the service is delivered leading to a more reactive approach rather than proactive or programmed inspection of the private rented stock. Currently only mandatory licensed properties are on a programmed inspection approach, meaning that they are inspected based on risk.
- 3.3 Regulatory compliance includes information, advice, inspection, warnings, enforcement and prosecutions. Officers' work also includes partnering with Royal Berkshire Fire & Rescue as part of their risk based inspection programme, liaison with the University of Reading, in respect of accommodation occupied by students, and the inspection and compliance of B&Bs used by the Council as emergency temporary accommodation.
- 3.4 The Private Sector Housing Stock Condition Survey 2013 indicated that 28.5% of dwellings in Reading were in the Private Rented Sector (PRS). This compared to an average of 20% nationally (English Housing Survey 2015/16). The survey identifies 10% of the PRS to be houses in multiple occupation (HMO), compared to the national figure of 2.3%. The number of non-decent homes has reduced by 40% since the stock condition survey carried out in 2006. At the time of the 2013 survey, 12,200 private sector homes failed to meet the decent homes standard. The survey also found that 27.2% of private rented tenants have informed their landlord or agent about outstanding repair issues, with 40% of those tenants indicating that the issues remained unaddressed. Whilst this data is now 5 years old, it is thought that the data largely remains current.
- 3.5 The Council has previously considered whether mandatory licensing should be extended to include smaller HMOs and conducted a study into its viability in 2015. At the time of the study, it was concluded that the Council should consider other options to improve the sector, rather than exercising its discretionary powers. As a result of the study, the Council introduced a Private Sector Housing Charter which set out its ambition to improve the private rented sector in partnership with stakeholders. The Charter set out key actions that the Council leads on to help support tenants, landlords, letting and managing agents to deliver a safe, healthy and thriving private rented sector. The Charter promotes tenants choice and rights, landlords taking responsibility for their properties' standards and delivering effective and robust action where they fail to do so. Running parallel to the Charter, there is an action plan which set out the following objectives:
- Objective 1 - Improve cross council co-ordination of private rented housing related services, including a joined up consistent approach to communications.
 - Objective 2 - Improve internal working systems to support lean working in the PRS
 - Objective 3 - Improve quality of private sector housing
 - Objective 4 - Selective Licensing Scheme

Objective 4 sets out under its actions, "If after review it is determined that Objectives 1-3 have had insufficient impact and having consideration to the wider housing strategy, a pilot discretionary licensing scheme will be considered." Whilst many of the actions under each of the objectives have been delivered, there has continued to be a requirement to take enforcement action and prosecutions against landlords. An update report was provided to Housing Neighbourhoods and Leisure Committee in November 2017 and an undertaking was given to relook at the option of a discretionary licensing scheme. Since then, the

Government has announced the extension of mandatory licensing; this therefore means that there is no longer a requirement for a pilot scheme to be considered.

Extension of Mandatory Licensing

- 3.6 The Housing Act 2004 introduced mandatory licensing of Houses in Multiple Occupation (HMOs) that met the following criteria (implemented from 2006):

3.1.1 The property comprises 3 or more storeys to include basement and attic.

3.1.2 The property is occupied by 5 or more people forming 2 or more households sharing amenities such as bathroom and kitchens or those where facilities are not self-contained within individual units. There are currently 1000 licensed HMO in the Borough.

- 3.7 The Act further introduced charging of fees by Local Authorities to cover the costs of delivering the scheme.

- 3.8 In the main, Houses in Multiple Occupation (HMOs) in the private rented sector provide good quality accommodation. However, the private rented sector is often associated with anti-social behaviour, poor living conditions and houses some of the most vulnerable people in our community. The purpose of mandatory licensing of HMOs is to ensure that those properties deemed to present the highest risk in terms of health and safety issues are known to Local Authorities along with evidence provided that appropriate management arrangements have been made for the property. Extending the licensing scheme will enable the Council to:

- Check whether a landlord is a fit and proper person to manage the property,
- Conduct assessments into the standard of management of the property (including management of fire safety)
- Carry out a physical inspection of the property
- Assess room size standards and minimum facilities
- Set conditions to ensure that the standards of management are maintained and that tenants have access to their landlord's details and know the maximum number of tenants allowed to prevent over occupation.

The introduction of the extension of Mandatory Licensing is therefore welcomed and it is something that both the Council and the Environmental Health profession have been lobbying for.

- 3.9 The extension of mandatory licensing is the latest addition to the Government's plans to tackle criminal landlords and substandard living conditions. Other powers introduced as part of Housing and Planning Act include Civil Penalty Notices as an alternative to prosecutions, banning orders and protection of tenants from revenge evictions.
- 3.10 The Government has encouraged institutional investment in the private rented sector. The sector has experienced growth in Reading with widespread investment in purpose built blocks of flats and student accommodation. These properties will generally fall outside the new licensing regime, with the rationale being that they meet the latest building regulations and often have better management of facilities and services such as the fire alarm systems and routine repairs. However, since the fire at Grenfell, some of these properties have been part of a high risk joint inspection programme undertaken by Royal Berkshire Fire and Rescue and the Council. A report on the outcome of the joint inspection programme is scheduled to be brought to this Committee in November.

Energy Efficiency

- 3.11 The Energy Act 2011 placed a duty on private rented landlords to have an Energy Efficiency Certificate. From 1st April 2018 The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 made it illegal for private landlords to let out a property without an Energy Performance Certificate rating of less than an E before granting a new tenancy agreement to new or existing tenants. Further, these requirements will then apply to all private rented residential properties from 1st April 2020 even when there has been no change in tenancy arrangements. Guidance issued by Ministry of Housing, Communities and Local Government (MHCLG) notes that an EPC is not required for HMOs which have not been subject to a sale in the past ten years, or which have not been let as a single rental in the past ten years.
- 3.12 Through the provision of energy efficiency measures such as heating and insulation, benefits are provided to tenants in terms of affordability and comfort but also reduces the risk of issues such as damp and mould in winter months. Under the Housing Health and Safety Rating System (HHSRS), which is the statutory standard for housing inspection, excess cold is one of the key complaints the Council receive which can lead to enforcement action for landlords to provide adequate heating and thermal comfort.
- 3.13 Appendix 1 gives more details of these Regulations and the exemptions that can be applied.
- 3.14 Where a landlord has let out a sub-standard property in breach of the regulations the local authority can impose a financial penalty up to a maximum of £5,000
- 3.15 It is important to note that this maximum amount of £5,000 applies per property and per breach of the Regulations. This means that if after having previously been fined up to £5,000 for failing to comply with the regulations, a landlord lets the property on a new tenancy without bringing it up to a minimum EPC E standard the Council can again levy financial penalties up to £5,000 in relation to the new tenancy.

4 THE PROPOSAL

Mandatory Licensing

- 4.1 The extension of Mandatory Licensing will come into force from 1st October 2018 and the key changes to note are:
- 4.1.1 From 1st October 2018 the 3 storey criteria will be removed and all HMOs occupied by 5 or more people forming 2 or more households where facilities are shared will require a HMO licence. It is not possible to say definitely how many additional licences will result from this change but it is anticipated that around 3,000 additional properties will require a licence.
- 4.1.2 In relation to purpose built flats (these are flats that were originally built as flats not converted) the Government has decided that:
- 4.1.2.1 A purpose built flat occupied by 5 or more people, and it is in a block comprising of up to 2 flats will be licensable
- 4.1.2.2 If a purpose built flat is occupied by 5 or more people and it is in a block comprising 3 or more flats it will not need a licence
- 4.1.3 This means that mandatory licensing will apply to flats such as those above shops but will not apply to purpose built blocks of flats such as tower blocks as set out above.
- 4.2 The introduction of a minimum room size standards is also being introduced. Currently the Council makes an assessment of sleeping rooms either under the Housing, Health and Safety Rating System or the Housing Act 1985 when determining overcrowding. This has led to

national inconsistencies and the Environmental Health profession has asked for a simple national standard. The room size standards below will be applied to shared accommodation:

- a minimum floor area of 4.66m² for one person aged less than 10 years of age.
- 6.51m² for a single person aged 10 years or over and 10.22m² for two occupiers.

In licensed properties, these minimum room size standards could limit the number of rooms that could be let within the property. In some cases, by prohibiting the use of a room, the property may no longer be licensable. In Reading, the Council is aware of a number of room conversions that will not meet this standard both in the existing licensed stock and in those properties that will fall within the extended scheme.

- 4.3 At the point these new regulations come into force on 1st October 2018, Local Authorities have no discretion to deviate from these national minimum room size standards.
- 4.4 The Government has stated in the Regulations that landlords are to be allowed up to 18 months at Local Authorities discretion to correct any over occupation resulting from this change in room sizes and this applies to any licenses granted or renewed after 1st October 2018. It is therefore possible that there may be an overall decrease in housing provision as a result of the loss of legal useable rooms within houses in multiple occupation.
- 4.5 There is no change to the national minimum amenity standards for bathrooms for example or to fire safety measures.

Energy Efficiency

- 4.6 The table below sets out the maximum fines detailed in the Regulations and the Council proposed fines. A local authority may not impose a financial penalty under both paragraphs (a) and (b) above in relation to the same breach of the Regulations. However, they may impose a financial penalty under either paragraph (a) or paragraph (b), together with financial penalties under paragraphs (c) and (d), in relation to the same breach. Where penalties are imposed under more than one of these paragraphs, the total amount of the financial penalty may not be more than £5,000. The proposal is to levy a lower fine in the first instance and then full fine for any subsequent breaches at the point of a new tenancy. The rationale behind having a lower fine for the first offence than the maximum is to reduce the risk of appeals. Tribunals have held in the application of similar penalties that the fine should be proportionate.

Breach of the Regulations	Maximum financial penalty	RBC proposed fine (1 st Offence)
a) Landlord has let a sub-standard property for less than 3 months	£2,000	£1,000
b) Landlord has let a sub-standard property for 3 months or more	£4,000	£2,000
c) Landlord has included false or misleading information on the PRS Exemption Register	£1,000	£500
d) Landlord fails to comply with compliance notice (this is a request for information on measures undertaken at a property)	£2,000	£1,000

- 4.7 Other Options Considered
- 4.8 The Licensing of Houses in Multiple (Mandatory Conditions of Licences) (England) Regulations 2018 is a mandatory requirement so no other options have been considered

- 4.9 The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 is a mandatory requirement and supports the Council's policies on energy efficiency.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 In relation to the Council's Corporate Plan 2016 - 2019 the following themes are appropriate:

- Providing homes for those most in need - the regulations allow for the continuing improvement of housing conditions along with contributing to the health, safety and welfare of residents by driving up physical and management standards in the Private Rented Sector.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 The Licensing of Houses in Multiple Occupation (Mandatory Conditions of Licences) (England) Regulations 2018 and The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 do not require any consultation prior to introducing the powers detailed in the report.

- 6.2 Publicity will be carried out both in the form of press releases and newsletters in line with the introduction of these powers.

7. EQUALITY IMPACT ASSESSMENT

- 7.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

- 7.2 No group will be adversely affected by the introduction of these schemes.

8. LEGAL IMPLICATIONS

- 8.1 The Licensing of Houses in Multiple Occupation (Prescribed Descriptions) (England) Order 2006 has been revoked and replaced with The Licensing of Houses in Multiple (Mandatory Conditions of Licences) (England) Regulations 2018

- 8.2 This Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015

9. FINANCIAL IMPLICATIONS

- 9.1 Licence fees are charged for the issue of a licence for HMOs. In the main, licences are issued for 5 years and the fees charged cover the administrative and enforcement costs over the term of the licence period. The cost of the licences and renewals smooths out the income over the term of the licence period to enable costs to be covered on a cost neutral basis as required by the legislation.

The licensing fees charged are:

Band	New Licence Cost	Renewal Licence Cost
A - members of accreditation schemes (NLA, RLA, RRWC)	£640	£345
B - for ordinary new applications	£720	£425
C - for landlords who did not licence correctly	£1,485	£815

9.2 The financial implications arising from the proposals set out in this report are set out below:-

It should be noted that the details set out below are based on an estimate of the additional number of licensed properties within the Borough and an average fee income.

Increased Employee costs reflect the requirement for an increase in staffing to be able to deliver the administration and enforcement of the scheme. The net cost saving is derived from moving officers from front line reactive inspections and complaints work to proactive licensing with the income from the scheme covering staff costs. In February 2018, Policy Committee approved savings proposals associated with the extension of licensing. DENS33C set out the costs and savings associated with the scheme

As the scheme will come in to force from 1st October 2018 we will realise some of the income 5 months sooner than the original proposed dates. Any savings delivered will be reported through budget monitoring meetings.

Revenue Implications

	2018/19 £000	2019/20 £000	2020/21 £000
Employee costs (see note1)	682	832	832
Other running costs (see note 2)	47	97	97
Capital financings costs (see note 3)	25		
Expenditure	754	929	929
Income from:			
Fees and charges (see note4)	95	540	540
Grant funding (specify)			
Other income			
Total Income:	95	540	540
Net Cost (see note 5)	659	389	389

Note 1. The 2019-21 employee costs reflect a £150,000 increase which relates to new staffing requirements associated with extending the Licensing scheme. This is based on two qualified Environmental Health Officers and Business Support.

Note 2. The increase in running costs is associated with additional IT system maintenance costs, surveys etc.

Note 3. The 2018-19 capital costs relates to the investment in application processing technology. This has been excluded from the net costs as it is a one off cost.

Note 4. The income is derived from current licensing fees smoothed over the term of the 5 year licence. From 19/20 the additional licence fee income would be £445k some of which will be realised in the 2018/19 financial year as the scheme is introduced in October 2018, plus the income arising from the current licencing scheme, averaged over 5 years.

Note 5. Reduction in the net cost of the team equates to £270k as detailed in DENS33C.

9.4 Risk Assessment

9.5 There are a number of risks associated with extending the mandatory licensing scheme in Reading, which include:

- The estimated number of properties falling into the new extended scheme is an overestimate and therefore there is a shortfall in income to cover the proposed growth in the requirement for officers to process and enforce the scheme.
- That the level of enforcement required outstrips capacity. This may include the capacity of the team, support services such as Legal Services or the Courts.
- That the Council is unable to recruit to the roles. There is currently a shortage of qualified and competent officers in the sector.
- The ability of the team to process the number of applications and inspections generated by the scheme.
- Impacts associated with high volumes of casework on the ability of the team to deliver a response to single occupation private rented complaints.
- Landlords may choose to reduce the number of tenants within their property below the threshold of 5, which would take them out of the licensing criteria. This would reduce fee income and lead to more regulation in this part of the sector.

Mitigating actions will be taken to reduce the risks set out above.

10. BACKGROUND PAPERS

10.1 Statutory Instrument - The Licensing of Houses in Multiple (Mandatory Conditions of Licences) (England) Regulations 2018

10.2 Department for Business, Energy and Industrial Strategy - Guidance on energy efficiency standards

Appendix A - Energy Efficiency Regulations

The Energy Act 2011 placed a duty on private rented landlords to have an Energy Efficiency Certificate. From 1st April 2018 The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 made it illegal for private landlords to let out a property without an Energy Performance Certificate rating of less than an E before granting a new tenancy agreement to new or existing tenants. Further, these requirements will then apply to all private rented residential properties from 1st April 2020 even when there has been no change in tenancy arrangements.

Guidance issued by Ministry of Housing, Communities and Local Government (MHCLG) notes that an EPC is not required for HMOs which have not been subject to a sale in the past ten years, or which have not been let as a single rental in the past ten years.

Where a recommended measure is not a 'relevant energy efficiency improvement' because the cost of purchasing and installing it cannot be wholly financed at no cost to the landlord (Regulation 25(1)(b)). The landlord will need to provide evidence of why they have been unable to obtain adequate 'no cost' funding. The exemption will last 5 years after which time the landlord must again try to improve the EPC rating of the property to the minimum rating of E.

On 19 December 2017 Government published a consultation on steps to make the domestic Energy Efficiency (Private Rented Property) Regulations more effective. A key proposal in this consultation is the removal of the 'no cost to the landlord' principle, and the introduction of a 'landlord funding contribution' component which would take effect where a landlord is unable to obtain suitable third party funding. To protect landlords from excessive costs, the consultation proposes the introduction of a cost cap: a limit on the amount any landlord would need to invest in an individual property. A cost cap of £2,500 per property is proposed. This consultation closed on 13 March 2018 and as yet the outcome of the review has not been published.

The MHCLG has set up The National PRS Exemptions Register which is a digital service which allows landlords or agents acting on behalf of landlords to centrally register valid exemptions from the minimum energy efficiency requirements.

The exemptions are detailed below

1. Where the landlord has made all the 'relevant Energy Efficiency improvements' that can be made or where none can be made and the property remains below EPC standard E. The landlord will need to provide evidence and the exemption will last for 5 years after which time the landlord must again try to improve the EPC rating of the property to the minimum rating of E. If this continues not to be possible they can register a further exemption.
2. Wall Insulation exemption (Regulation 24(2)) applies where it is not possible to fit cavity wall insulation or internal or external insulation. In this circumstance the landlord will need to obtain a report from a specialist such as an architect, chartered surveyor or chartered engineer. This expert advice must be uploaded to the register and the exemption will last for 5 years after which point the landlord must again try and improve the property to EPC E or if this is not possible register a further exemption.

3. In some circumstances it may not be possible to get third party consent for example from the local authority, mortgage lender or tenants. In these circumstances the 'no consent' exemption (Regulations 31(1) and 36(2) may apply and again the landlord will need to provide evidence through uploading correspondence/documentation to the register demonstrating consent was sought but not gained. The exemption last for 5 years after which time the landlord has to try and improve the property again to EPC E or if this is not possible register another exemption.
4. An exemption from meeting the minimum standard can be applied for under Regulation 32(1) where a landlord has obtained a report from a Surveyor registered with the Royal institute of Chartered Surveyors that states that specific energy efficiency measures will reduce the market value of the property by more than 5%. The exemption will last for 5 years after which time the landlord is expected to improve the property to minimum EPC E or register a further exemption
5. New landlord exemption (Regulation 33(1) applies when someone has had to become a landlord suddenly in which case an exemption of 6 months is allowed. At the end of this time either the property needs to have been brought up to a minimum EPC E standard or an exemption registered if applicable

More detailed information can be found in the domestic landlord guidance via the link below: <https://www.gov.uk/government/publications/the-private-rented-property-minimum-standard-landlord-guidance-documents>