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**Manchester City Council  
Report for Resolution**

**Report to:** Neighbourhood and Environment Scrutiny Committee – 6  
December 2016

**Subject:** Waste, Recycling and Street Cleansing Update

**Report of:** Deputy Chief Executive (Growth and Neighbourhoods)

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**Summary**

The report sets out the impact of service change and future measures to increase recycling as well as discussing the performance of the Waste, Recycling & Street Cleansing contract.

**Recommendations**

That the Neighbourhoods and Environment Scrutiny Committee notes and comments on the report.

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**Wards Affected:** All

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**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Neighbourhood and Environment Scrutiny Committee report on Waste - June 2016  
Overview and Scrutiny Waste and Recycling Task and Finish Sub-Group –  
November 2015

## **1. Purpose of Report**

- 1.1 To provide the Scrutiny Committee with an update on the progress of the changes to the waste collection service introduced between August and November of this year.
- 1.2 To set out further steps to be taken to increase recycling levels further including those identified by the Task and Finish Group.
- 1.3 To provide an update on the performance of the waste and recycling collection and street cleansing contract,
- 1.4 To highlight measures being taken to tackle fly tipping across the city.
- 1.5 To respond to queries regarding waste as part of the budget options process at the last scrutiny.

## **2. Service Change**

### **Overview**

- 2.1 Between August and November 2016 the City Council introduced a change to the collection service for households who have 4 wheeled bins, with 240 litre residual collection bins being replaced by 140 litre grey bins. All residual waste collection rounds now being undertaken are using the new bins.
- 2.2 Over 157,000 properties had their bin exchanged between August and October. All households received two separate written communications in the lead up to the exchange explaining why the City Council was introducing the change and what was expected of residents. To supplement this, Biffa have employed canvassers who visited homes across the city and held conversations with over 47,000 households, providing support and advice where necessary.
- 2.3 Members, residents and officers have provided positive feedback on the role of Biffa's canvassers during their programme of conversations with residents. The key headlines are:
  - The majority of residents spoken to were keen to increase recycling, recognising the environmental and financial benefits;
  - Residents were aware that the bin exchange was going to happen and mostly understood why;
  - Many did not know that they could order recycling bins, caddies and liners for free nor that they could have additional or larger bins;
  - There was some concern and anxiety that larger households would not be able to manage with the smaller bin;
  - There was concern that the new approach would lead to an increase in side waste and fly tipping;
  - Some residents do not understand or are frustrated with the fact that only plastic bottles can be recycled

- 2.4 The communications and canvassing resulted in a significant increase in the number of households obtaining additional recycling bins, caddies and liners with 38,916 deliveries to households since the 1<sup>st</sup> August 2016. The number of requests has increased almost threefold since the service changes started. Additional staff were employed in the contact centre during this period to help manage the additional demand.
- 2.5 MGB limited were appointed to provide the new bins following a tender exercise. The programme of manufacture and delivery was designed to ensure that bins were manufactured and delivered during our exchange programme as there was insufficient space to store enough bins for 157,000 households. The contract for the bins was just over £1.7 million.
- 2.6 Biffa procured a sub-contractor to deliver the logistics of exchanging bins during the contract through a tender exercise. Jett were appointed on the basis that they were experienced in this type of exercise and they were not looking for any payment other than being able to recycle the recovered old bins.
- 2.7 It remains too soon to provide a definitive position on the long term impact on tonnages collected and the savings to the City Council as there have been 3 months of collections for those households who had their bin exchanged in August but only one collection for those homes who received their new bin in late October. The early indications are that residents are recycling much more than before and non-recyclable (residual) waste has fallen. Officers remain confident that the £2.4 million per year saving will be exceeded, which will mean the costs of the new bins are recovered in less than a year..
- 2.8 The City Council has seen an increase in household numbers entitled to additional capacity, with 6,866 households now entitled to a larger bin or approved sacks for a set period. Households are entitled to more capacity because there are 6 or more residents in the home, somebody has a medical condition that results in more waste, there are two or more young children in nappies or other exceptional circumstances. In the case of small children or for temporary medical conditions, sacks are provided for a set period as it is assumed that households will be able to revert to the regular 140 litre capacity as the children grow out of nappies.

### Waste Service Change Information (August - October)

<b>Bins collected during service change</b>	Total
Total number of bins to be collected	158,488
Bins collected to date	144,366
% collected	91.09%

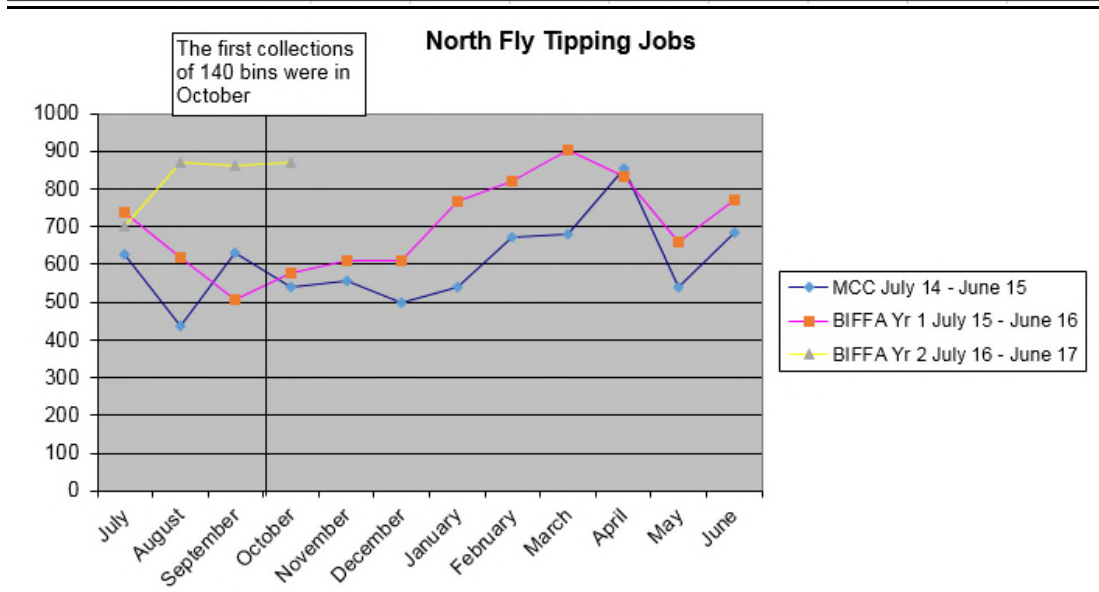
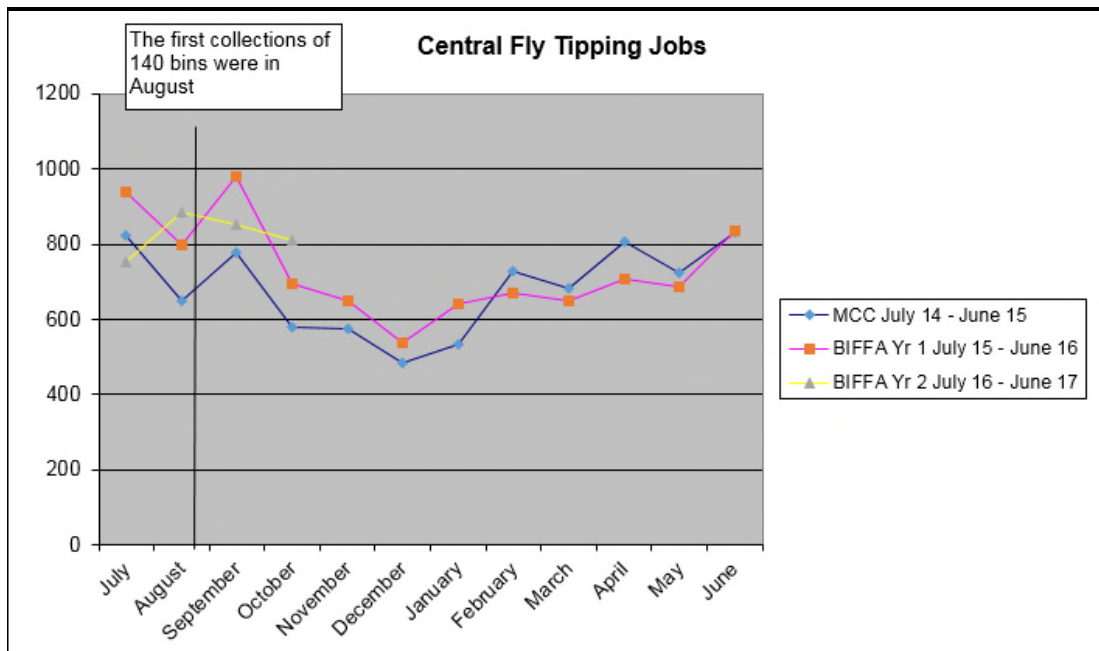
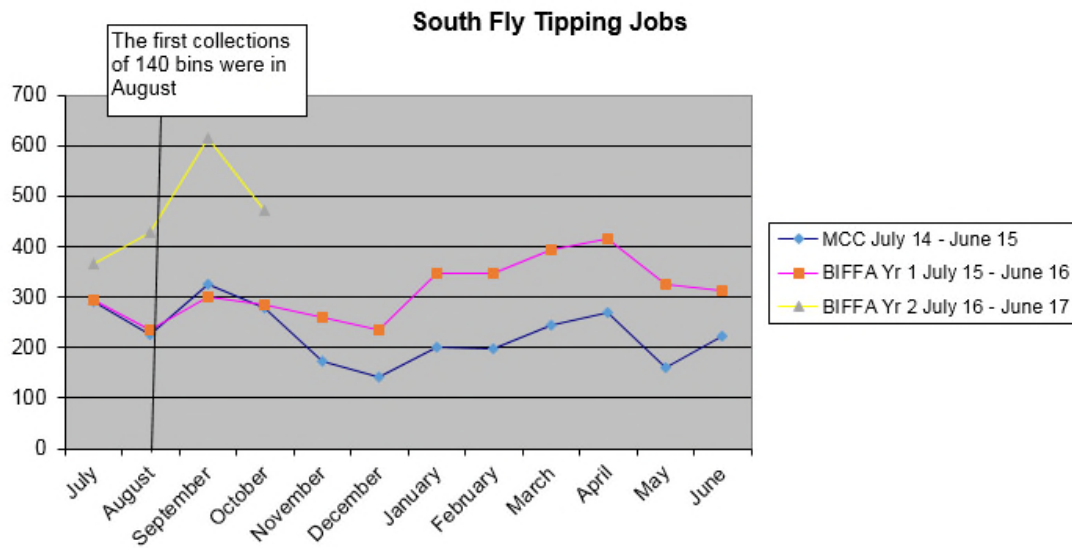
<b>Requests for Service</b>	Total
Recycle bin / caddy liner requests (Aug - Oct)	38,916
Average in 2016 before service change	13,000

<b>Other Communications</b>	Total
Pre change leaflets	158,000
Pre change stickers, calendars and leaflets	158,000
Facebook comments by the public	163
Tweet by MCC	284
Retweets	796
MCC tweet responses	139

<b>Canvassers</b>	Total
Properties visited	127,134
Resident conversations	46,206

## Managing Side Waste

- 2.9 Officers had worked closely with other local authorities who had introduced similar changes to assess what impact was had. In addition to the significant reduction in residual waste tonnages and increase in recycling, officers were advised that there had not been any evidence of significant increases in fly tipping and that an effective ongoing communication and intervention strategy would minimise the presentation of side waste.
- 2.10 Whilst there have been pockets of side waste presented since bins have been exchanged, it is clear that the overwhelming majority of Manchester residents have embraced the changes. As can be seen from the tables above, vast numbers of residents ordered recycling bins, caddies and liners, either for the first time or to increase their recycling capacity. This has meant that recycling levels have increased and relatively few residents are presenting side waste.
- 2.11 Where side waste is presented, Biffa are instructed to remove it and to tag the bin to advise the resident that side waste is not permitted. Where residents repeatedly present side waste, officers will make contact to offer support and advise them of the City Council's expectations. Where this is disregarded officers are serving enforcement notices on households to require appropriate presentation of waste.
- 2.12 In addition, the City Council has invested in additional resources focused within the neighbourhoods to tackle fly tipping. The city council identified additional resources for Biffa to investigate fly tipping cases to gather potential evidence against perpetrators and for additional City Council officers to take appropriate enforcement action including fines and prosecutions. Further detail on the impact of these teams is set out later in the report.
- 2.13 The additional capacity and the additional focus of neighbourhood teams, partners and residents has seen an increase in fly tipping reporting over recent months. The close working arrangements with partners put in place to help manage the change resulted in greater scrutiny of the environment and increased reporting by a number of prolific service users. This increase has taken place prior to the service change being introduced across the city as can be seen by the graphs below. The South area saw an increase before the service change was implemented and shortly afterwards although this has now reduced.
- 2.14 The graphs below show the number of jobs reported over the last three years (July – June) showing the last year before Biffa started the contract, the first year of the Biffa contract and the first few months of their second year. The vertical line shows the point service change was introduced in that neighbourhood during 2016. The data would suggest that there has not been an increase in fly tipping through the implementation of the new residual bins. There was an increase during September in the South but this reduced again in October. There was no significant increase in fly tipping reports in Central or North areas after the bin exchange took place.



## **Impact on Tonnages - £7.4 million for Protecting Services**

- 2.15 The City Council's target was to save £2.4 million from the budget by reducing the residual waste collected by 14,000 tonnes. This is understating the impact of the service change because if we had not made the change the cost of disposal would have increased by a figure in the region of £5 million. Therefore the true impact of the service change was forecast to be in excess of £7.4 million every year.
- 2.16 The first few months of collections have been extremely encouraging with the reduction in residual tonnes being slightly in excess of 30% for 4 bin households. However, it is possible that there may be a slight dip or an increase in contamination across the city and therefore it is too soon to say that the City will continue to exceed its target by this level and a prudent position should be maintained. Notwithstanding this, the initial impact has exceeded expectations and officers are very confident that the target saving will be met.

## **Service Change Conclusion**

- 2.17 The introduction of service change in partnership with Biffa has worked very well overall. It has been a major exercise with the procurement and storage of new bins plus the organisation of the address labelling and delivery of the new bins as well as the removal of the old bins.
- 2.18 It is to be expected that a programme of this scale will have seen some issues where the service dips. We have had some examples of delayed bin deliveries (both the new grey and recycling bins), households missed for the exchange and residents who have had their bins taken by other residents. That the programme was able to respond to issues and adapt was down to the flexible approach and commitment shown by Biffa's senior management team and council officers.
- 2.19 There remain a very small number of issues that are still being brought to officers' attention and resolved but the service has now returned to business as usual.

## **3. Further Service Changes**

### **Consolidating the Rounds**

- 3.1 The service change has brought about significant behaviour change amongst residents with far more recycling bins in use and much greater levels of tonnage presented in the blue, brown and green bins. Conversely, there are now fewer tonnes presented in the grey bin. This means that collection rounds have become somewhat unbalanced with crews having to return to the tip more often with recycling rounds and less often for residual waste. In order to maximise the efficiency of all rounds officers are working with Biffa to recalculate the optimum rounds with a view to rounds changing in the first quarter of the next financial year.

- 3.2 As rounds are combined or split, it will mean that many collections will have their collections altered to different days than their current bin presentation day. It is clearly an advantage to maintain as many properties on the same collection day but it is not possible to organise rounds in this way whilst maximising the efficiency of the rounds and the financial benefits to the city by minimising the number of rounds needed.
- 3.3 All households will have all their collections on a consistent day. That is to say if, following the consolidation of rounds, the residual collection is on a Tuesday then all the recycling rounds will also be on a Tuesday. The service will remain on an alternate weekly collection basis with one recycling collection one week and the other the following week
- 3.4 There is likely to be a small increase in the number of rounds required across the city as the waste collected is now presented in more bins than ever before with more residents recycling than previously.
- 3.5 A comprehensive communication plan is being developed to ensure that residents are made aware of the changes to their collection days; this will include the use of leaflets, bin tags (as appropriate), social media, canvassers and additional support for the Contact Centre and back office.
- 3.6 Where collection days are moved backwards (e.g. a household has their waste collected on a Thursday rather than a Tuesday) it is recognised that many households will struggle to manage with their new bin for a longer period. Subject to the extent of day changes, measures will be put in place to enable residents to manage for a slightly longer period during the transition period, e.g. allowing additional side waste for the changeover week.

### **Apartments**

- 3.7 In addition, during 2017 officers will be introducing the planned changes for collections to apartments as set out in the report to Scrutiny in June 2016. In advance of this, Biffa are introducing weighing equipment to 9 vehicles in their fleet. The last 2 vehicles will have their equipment installed by the end of November.
- 3.8 This equipment will measure and record the weight of refuse collected from bins with an accuracy level of +/- 2kg. This is sufficiently accurate to provide good quality data for apartment blocks. This will allow the City to analyse data in a more granulated manner, enabling more effective analysis of trends and patterns. This will mean that information can be shared showing precisely how much waste is collected from each block and what level of recycling is undertaken. It is neither desired nor possible (due to the margin of error for each weighing calculation being too high for individual wheelie bins) for the equipment to be used to measure individual household collection weights.
- 3.9 Officers have worked with apartment block management companies over the past few years to provide support and encourage recycling. Some blocks have embraced the arrangement, putting in place recycling facilities for residents

and reducing residual collection capacity and supporting detailed communications to the residents which explain why recycling is being promoted and how best to use the facilities. There is limited evidence as to how much impact that this has had on reducing residual waste. When Biffa measured collection rates from apartments during autumn 2015, it was found that the recycling rate was just 10%.

- 3.10 Officers will be developing a series of measurable pilot initiatives working with a number of volunteer Registered Providers and key apartment block management companies between now and the end of the financial year to seek to improve recycling rates in apartment blocks.
- 3.11 This will be undertaken by working with the grain, promoting recycling within blocks through a combination of methods, including targeted communications, small improvements to bin storage facilities, additional provision of food recycling facilities, promotion of textile recycling and development of local incentive schemes in partnership with supportive management companies and registered providers.
- 3.12 It will be possible to accurately measure the impact on recycling rates of these interventions. The pilots will also publish performance of the apartment blocks taking part using a variety of traditional and social media formats, building upon the recommendation from the Task and Finish group to improve the range of communications.
- 3.13 Whilst the impact of the changes during the pilot will be closely monitored, it is considered very unlikely that the pilots will deliver the increase in recycling required for apartments to achieve parity with the current performance of those homes with 4 wheelie bins.
- 3.14 Apartments have not been required to recycle and have had more residual waste capacity than needed. The communal living arrangements and excess capacity has not created an imperative for sufficient residents to recycle. In addition, there has been no consequence for either the management companies or residents for poor recycling levels.
- 3.15 This is not the case for student blocks around the City where officers have worked with halls of residence to limit residual waste capacity. These halls are supported to increase recycling but, where residents choose not to or blocks are not designed with sufficient capacity, management companies of student blocks are advised that the city will not collect additional waste. Where blocks do not comply, the City will use its existing Environmental Protection Act (1990) powers to oblige blocks to present waste in the appropriate containers.
- 3.16 The City Council will limit residual waste capacity for each household in all apartment blocks across the city (i.e. general accommodation and student) with a comparable residual waste limit to that introduced for 4 bin households. Officers will calculate a residual waste limit that is reasonable to collect from each apartment block. 4 bin homes have 70 litres per week of residual capacity for an average of 2.69 people per household.



- 3.17 Student block households overwhelmingly consist of 1 person. The pro-rata residual capacity is calculated to 26 litres per week for student blocks. It is proposed that the approach in student halls is recalculated based upon the changes being made to 4 bin households and changes are introduced during 2017 and implemented in negotiation with student hall providers.
- 3.18 General apartments have an average of 1.62 people per household which equates to an equivalent of 42 litres per household on a pro-rata basis. Management companies will be advised that the residual waste collections are to be reduced to meet this ceiling and that it is expected that apartment blocks increase their recycling levels. Officers will work with management companies and residents to ensure that recycling facilities are in place and residents are aware of the collection regime and supported to recycle effectively. Apartment blocks will be able to access food collections and a variety of communication materials designed to support recycling. The City Council will also promote blocks working with reputable textile recycling charities.
- 3.19 It will be important that any reduction in residual waste collections is undertaken in combination with robust recycling support in place and detailed communications from the City Council explaining why changes have been brought about and what support is offered to help improve recycling facilities. Residents will have the opportunity to increase recycling levels. Where they do not and excess waste is generated, management companies will be expected to make their own removal arrangements and section 46 legal notices of the Environmental Protection Act (1990) will be used to prescribe how waste should be presented.

#### **Other recommendations from the Task & Finish Group**

- 3.20 Members requested that Officers should contact all School Governors, to request that they promote waste and recycling activity and education with their pupils - this project has been delayed. The national charity WRAP (Waste & Resources Action Programme) are in the process of refreshing their resource packs for schools, particularly to ensure it is aligned with school curriculum and once ready we will launch this with all schools in Manchester. This will link to a project we have planned between now and quarter one in 2017/18 to review school residual and recycling collection arrangements.
- 3.21 The City Council have developed a waste storage and collection guidance for new developments in the City. As part of the planning application process, developers must ensure there is sufficient space to accommodate appropriate and adequate waste and recycling facilities suitable for the proposed development. This guidance is currently being updated to reflect the recent service change for 4 bin properties and the upcoming changes around apartments.
- 3.22 The Manchester renting pledge has been updated to include a section requiring Landlords and Agents to ensure the correct recycling and residual bins are available at the start of tenancies, and encourage tenants to use these facilities to recycle as much as possible.

- 3.23 Officers have considered Members' request to explore the possibility of introducing a 'Manchester Standard' using the Licensing Policy for take-away and retail outlets to encourage them to reduce the amount of packaging they produce and ensure it is disposed of appropriately. The current version of the Licensing Policy already includes requirements for licensed hot food premises to take a pro active approach to reducing the potential for customers littering, by reducing food packaging and ensuring there is a dedicated member of staff responsible for the inspection and clean up of the external area around the premise. However, not all take aways or retail units require a license to operate and this policy is therefore not applicable. Where a non licensable premise is identified as not having a robust process in place to manage removal of litter pertaining to their business, dropped in the vicinity of their premise, then alternative enforcement action can be considered.

#### **4. Service Performance**

##### **Introduction**

- 4.1 Members will be aware that the Waste & Recycling Collection and Street Cleansing contract was awarded to Biffa with effect from 4<sup>th</sup> July 2015 and that the contract helped the City achieve £1.6 million efficiencies as part of the savings target for 2015/16. The City Council manages the Biffa contract through a Strategic Partnership with representatives from Biffa and the Council including the Executive Member, Deputy Chief Executive (Growth & Neighbourhood) and Director of Neighbourhoods. The Programme and Contract management Group (PCMG) is a sub-group of the Board which provides formal monthly contract monitoring and compliance.
- 4.2 During the first year of the contract, Biffa were instructed not to introduce significant service changes in order that the service mobilisation was not compromised by further upheaval. Clearly, the recent bin exchange programme has taken up a proportion of management time both within Biffa and the City Council's client team.
- 4.3 Biffa have introduced a new approach to street cleansing, aiming to provide a more detailed cleanse on a three weekly basis with an interim cleanse as and when required in between. Biffa have also reshaped the service for the City, introducing a 24 hour 7 days a week service to the City for the first time, enabling a more responsive service, particularly within the City Centre.
- 4.4 There have been a number of positive improvements to the service that have taken place during the first 17 months of the contract plus the successful implementation of an integrated ICT system and a major service change. Examples of improvements include the round the clock responsiveness of the City Centre service, interventions within parts of Rusholme and Moston Lane that have all seen increased cleansing standards achieved, more litter bins across the city and fewer incidents of bins overflowing.
- 4.5 However, the level of performance is not where the City Council expects. Officers have formally identified a number of areas where Biffa are required to

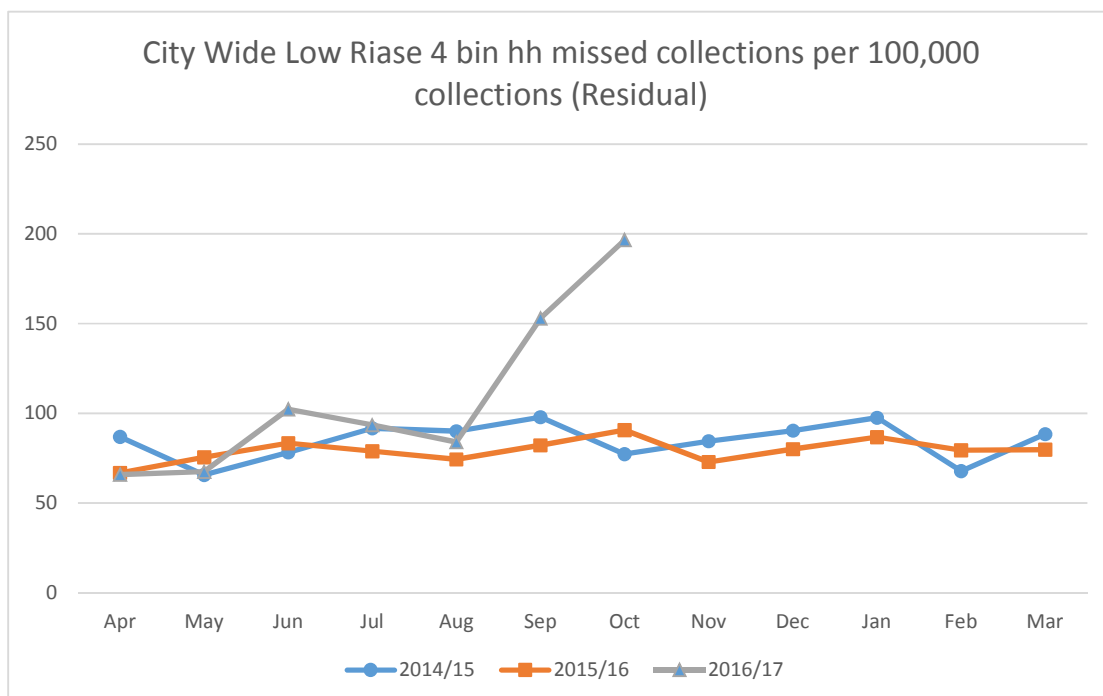
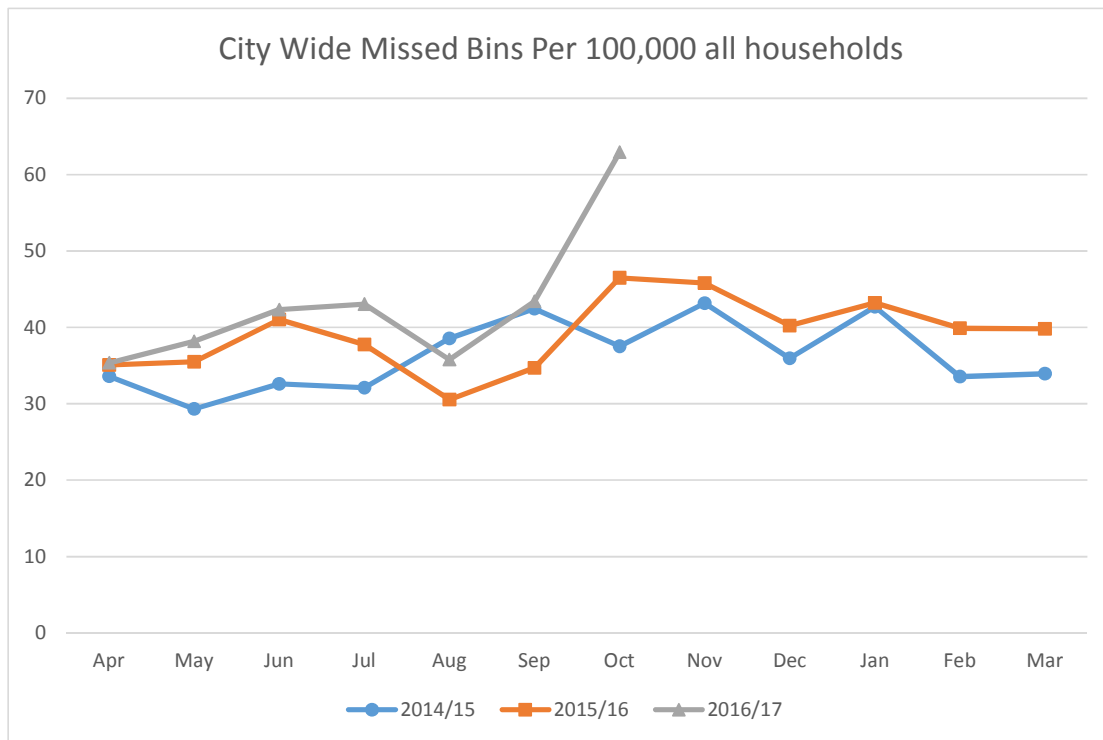
improve performance. Whilst the key details are set out below the overarching requirement is for Biffa's performance management and use of intelligence to significantly improve. It is clear that Biffa have not used gathered information sufficiently effectively to drive performance improvement to the degree set out in the contract specification and their submission.

- 4.6 The street cleansing service and the bin exchange are now complete and, coupled with the recent implementation of an integrated ICT system between Biffa and the City Council, we now have a stronger platform for increased monitoring and reporting of contract performance. Following formal representations regarding performance officers anticipate seeing improvements to the quality of the service provided.
- 4.7 Biffa have accepted that they need to make a step change in their overall performance management and have put in place a number of measures to address this. They have appointed a Deputy Contract Manager with responsibility for day to day contract management and performance. Following contract monitoring interventions, Biffa will implement changes to data gathering, performance reporting and supervision activity to ensure increased accountability at all levels and generate a more transparent culture within Biffa to enable operatives to take a greater level of pride in their work.
- 4.8 The Service can be broadly divided into 3 distinct areas of delivery;
- Waste and Recycling Collection Services
  - Street Cleansing Services (Proactive / Reactive)
  - Direct Customer Services (Bin Deliveries / Bulky collections)

### **Waste and Recycling Collection Services**

- 4.9 Biffa empty in the region of 2.5 million bins every month. Less than 0.05% of these collections result in a resident contacting the city because their bin was not emptied. If Biffa missed 0.01% of their collections then this would represent up to 250 households.
- 4.10 In order to measure performance, officers measure the number of reported missed bins per 100,000 potential collections. This ensures that patterns can be tracked irrespective to changes in collection regimes or increases in household numbers. Biffa are expected to improve the service so that;
- Performance is better than the previous contractor.
  - Performance is better than the same month in the previous year.
- 4.11 To generate continuous improvement officers expect that Biffa to identify collection rounds that are performing both well and those that require improvement and putting measures in place to bring the standard up to the levels of the best performers. Biffa also need to focus on where there are repeat issues being reported.
- 4.12 The data below shows residual round performance from the previous contractor during 2014/15, Biffa last year 2015/16 and currently Biffa 2016/17.

The first graph shows all properties including high rise and the second shows the data just for the 4 bin households.



4.13 Biffa have been required to provide an analysis of the sharp spike in residual missed collections during the service change. The analysis shows that the increase relates to residents mistakenly using the missed bin collection form to report that they had not received a bin as part of the service change. The figures for other services are stable and so confirm this anomaly.

- 4.14 However, before the service change period the overall performance is slightly lower than previous years with a similar pattern for the recycling rounds. Biffa have been formally asked to establish mechanisms that identify the repeat areas and rounds that are contributing to this effect (both positively and negatively) and to identify measures that can be put in place to improve performance.
- 4.15 The recent canvassing exercise ahead of service change has highlighted concern that the door step delivery of organic sacks is not always satisfactory for residents. It is unclear as to the extent of sacks being taken by neighbours before residents return and not being delivered in the first instance. To review the service, officers have asked Biffa to review how the management and in cab ICT can oversee and control the distribution of the sacks. This is increasingly important as more residents than ever are recycling food, many for the first time. It is essential that they are supported in their efforts and the service is fit for purpose.
- 4.16 Whilst Biffa will bring formal proposals as to how they will achieve improvement of round reliability and assurance regarding caddy liner sack deliveries, client officers will focus on checking for compliance over the coming months to ensure that the improvements are made.

### **Street Cleansing Services**

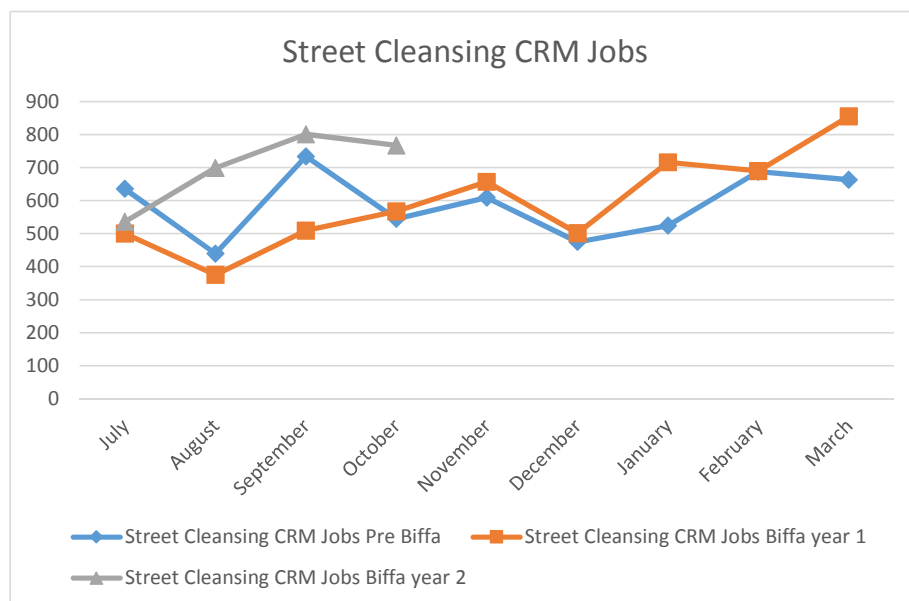
- 4.17 The proactive service is in the main scheduled cleansing of the different area types contained within the contract (city centre, district & neighbourhood centres, arterial routes and residential areas).
- 4.18 In May 2016, Biffa introduced a new cleansing system. This system was changed to a 3 weekly system with an interim clean in between where needed. The justification for this change was that it would provide increased operational and supervisory resources to carry out an enhanced/detailed clean meaning that the whole area would be properly cleaned on the day of visit and that those parts that deteriorate quickly would receive additional cleansing in between.
- 4.19 The contract and this system requires a robust inspection regimes and it is business critical that Biffa carry these out and act upon the information to understand how well they are performing and where they need to alter their approach to operate more efficiently.
- 4.20 Biffa complete inspections in a manner defined by the Council on a daily basis and provide a daily snapshot and a monthly full overview of performance. In addition, to the above the Council carry out a daily assurance check of areas that have been cleaned that day. The assurance regime also provides a daily performance report to Biffa highlighting where very good or poor performance has been discovered.
- 4.21 It is extremely positive that the self monitoring undertaken by Biffa supervisors has reported cleanliness at a similar level to the City Council. This reflects the

positive partnership relationship that exists and enables a more open discussion about areas for improvement.

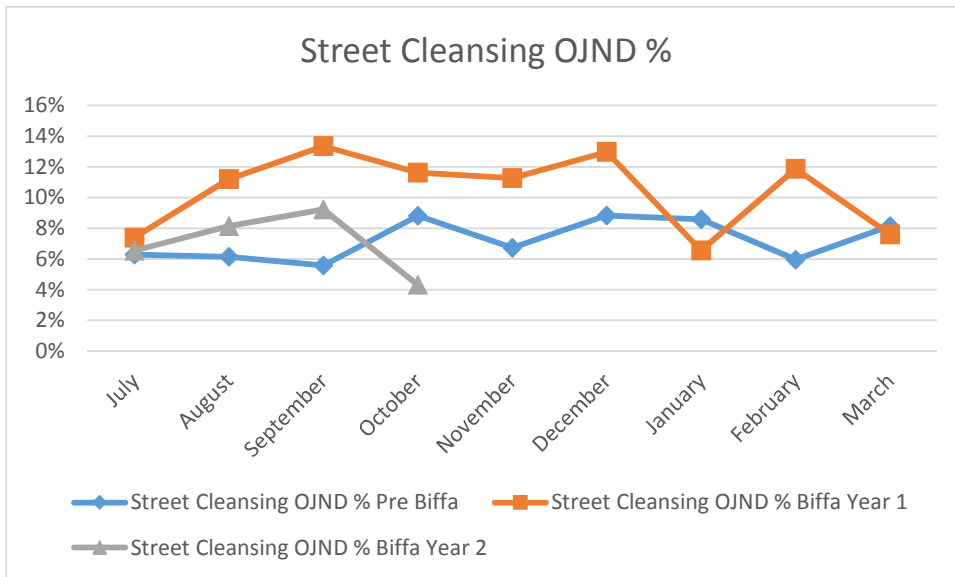
- 4.22 However, the inspection scores are less positive as they demonstrate that neighbourhoods are not yet being cleansed to the required standard as set out in the specification.

MCC Inspection Scores (Post Clean)		
Grade	Sept % (Jobs)	Oct % (Jobs)
Pass Rate	40%	46%

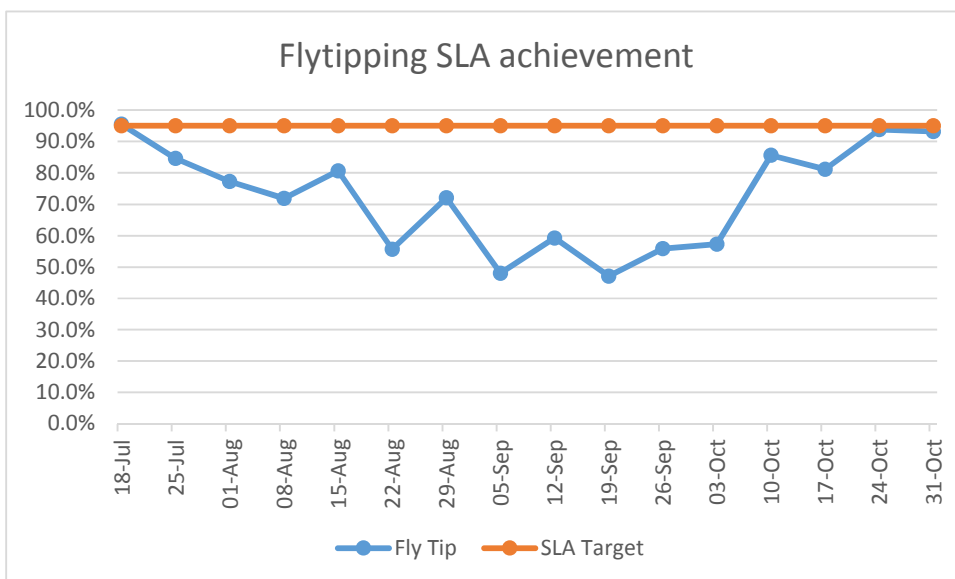
- 4.23 The volume of street cleansing requests for service is a complementary indicator of the standards of street cleansing as it measures the number of times residents feel the need to contact us. Clearly, this gives an indicator of resident satisfaction with the service on the basis of if the streets are clean then residential reporting trends would be lower, although it is also a reflection of the increasing number of people who are using the City's website. If cleansing is not being completed to a standard we would expect these reports to increase and this is the case. The graph shows that the numbers are above previous years and indicates that more residents are sufficiently concerned to make contact and this reiterates the findings of contract management officers who have identified that cleansing is below the expected standard.

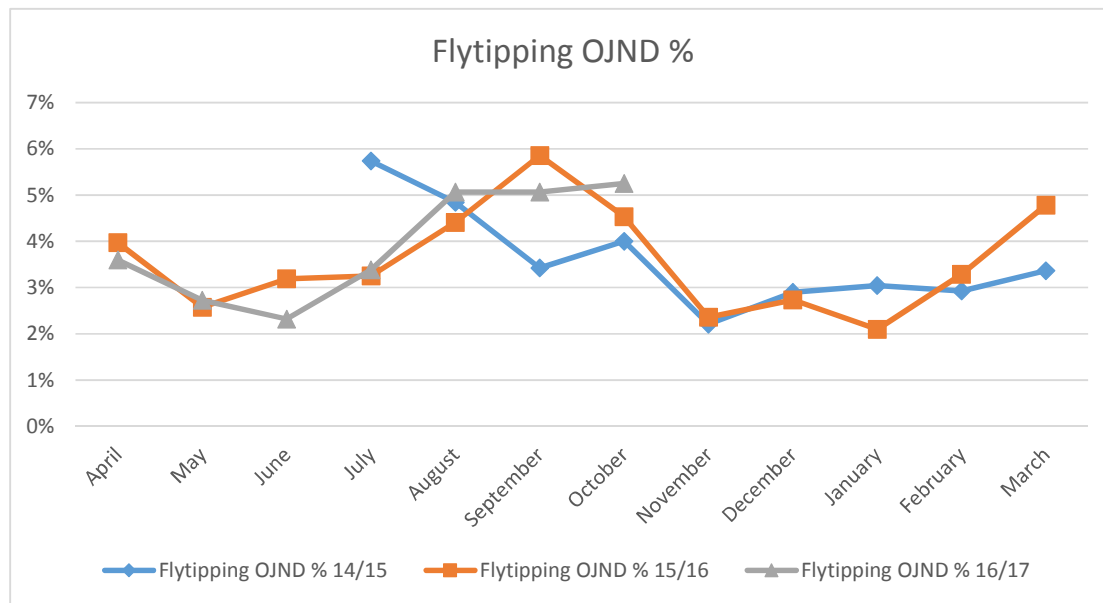


- 4.24 The table below shows the number of contacts the City Council receives from resident who are following up a job. These are known as original job not done (OJND) enquiries. These give an indication as to whether residents are chasing jobs that have not been completed. The number of OJNDs has clearly improved recently indicating an improvement in responsiveness.



4.25 The reactive element of street cleansing is measured using the number of jobs requested for issues such as fly tipping and the responsiveness of Biffa. The key element of the reactive service is fly tip performance. The data has recently become more easily available since the integration of the ICT systems.





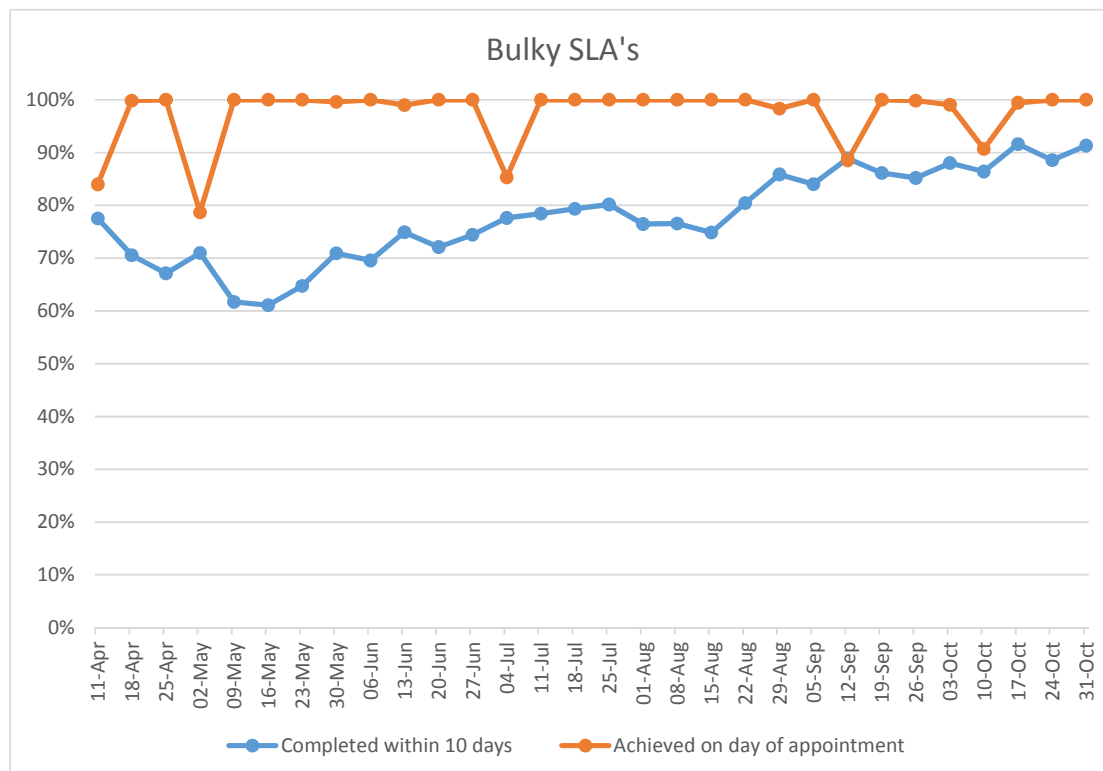
- 4.26 The contractual SLA target for fly tipping is 95% and the SLA itself is realistic giving 5 working days for the removal of the fly tipping. The information shows that the recent SLA performance on fly tipping has been significantly below this level since the Biffa system has been able to record this. The OJND rate is also high and this indicates that customers have also felt the need to chase up more jobs, in part because Biffa were taking longer to undertake the work. A significant proportion of the early SLA failure rate was due inexperienced Biffa staff not adequately understanding the process whilst more experience employees supported the service change programme.
- 4.27 These failures with the fly tipping service were identified through the contract management reporting process. Biffa accepted there was an issue and through a revision of their systems and further training are now driving the rate higher.
- 4.28 Whilst there are positives improvements within the overall street cleansing element of the service, such as the city centre and reduction in resident follow ups there is concern that the overall standard of cleansing is not to the city's requirement and that Biffa do not have in place appropriate measures to sufficiently improve. There is only limited evidence that Biffa are using street inspections, completion rates, deterioration rates and comparative performance in order to either drive efficiencies or to target and programme cleansing regimes.
- 4.29 This has been formally raised with Biffa through the PCMG and Biffa have set out measures they are introducing to meet the City Council's requirements. In addition, officers have asked for a formal weekly street cleansing meeting to oversee performance on a more frequent basis.
- 4.30 Biffa accept that they need to provide a performance management step change if they are to meet the City's needs. They have appointed a Deputy Contract Manager who will be responsible for driving performance upwards,

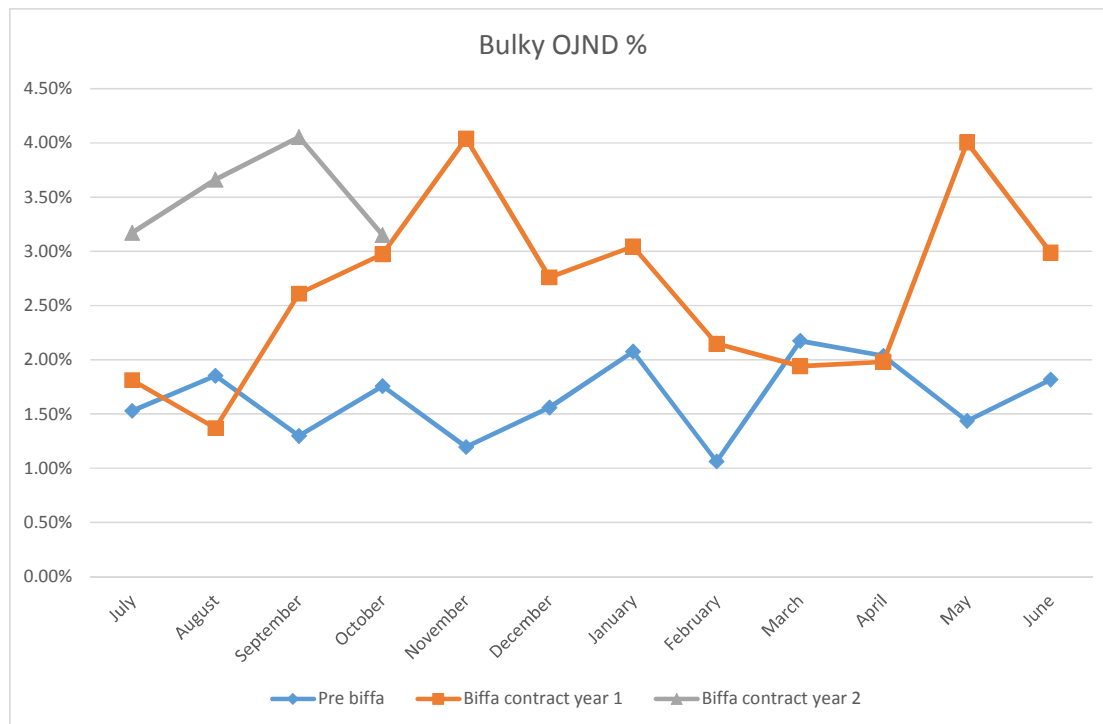


using the data now available from the integration of the ICT systems. He is to meet with the City Council’s Contract Manager on a weekly basis.

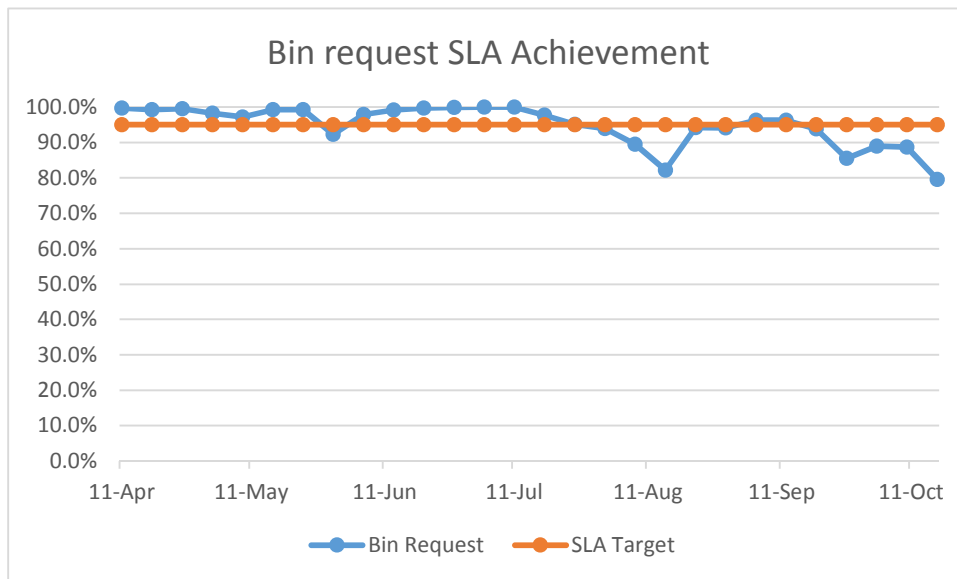
### Direct Customer Services

- 4.31 The performance management of these services are important to the contract as they are areas of work where we make a direct commitment to a customer to deliver a service on a certain day. The main areas for this service are bulky collections and bin deliveries.
- 4.32 The bulky collection service is the last area of work to be integrated between Biffa and MCC’s ICT systems and so remains an area where Biffa have to open and close jobs on the City’s CRM system.
- 4.33 There are 2 SLA’s for this service;
- An SLA that shows the appointment arranged was kept as agreed with the customer
  - An SLA that shows and appointment was available within 10 days.





- 4.34 The number of bulky jobs completed on the day of appointment should be 100% as there is no reason for appointments to be missed. City Council officers accept that the periodic dip in the number of jobs achieved on appointment day is due to Biffa closing the job down on the Monday after a Friday appointment rather than the crew not visiting. This issue will be resolved once bulky collections are integrated through the Biffa and MCC ICT systems, when jobs can be closed down instantaneously.
- 4.35 Ensuring residents have an appointment opportunity within 10 days has not always been achieved as there has been a mismatch between the rounds and demand in certain parts of the city. Biffa have been required to resolve this matter and have put in place a number of improvements that is delivering an increase in the availability of appointments without impacting on Biffa's efficiency.
- 4.36 The Council continues to have concerns that despite the apparently high SLA rate there are issues with the delivery of the service. The number of residents contacting the council stating that the original job has not been completed is relatively high, suggesting that residents are not entirely satisfied. An element of this is due to Biffa organising their work so that white goods are collected separately from other items, leaving residents unsure whether parts of their order have been missed. Officers have put in place measures so that the CRM email response to residents is clear about separate collections in order that residents will understand that their old fridge is collected separately from a chest of drawers. This should reduce the number of OJNDs.
- 4.37 The performance of bin deliveries has been directly affected by the delivery of service change as the need to manage and address missed deliveries of 140 litre bins and the unprecedented demand for the delivery of recycling containers has put the service under significant pressure.



4.38 Given the above the recent focus of management in this area has been placed on the practical matters of achieving the deliveries and it has been recognised that performance statistics will be affected by the volumes that have needed to be dealt with. The OJND rate in particular has significantly increased especially towards the end of the bin exchange project.

4.39 The service is now coming out of this phase and we expect that the performance statistics will improve significantly and will challenge Biffa if this is not the case.

### Overall Summary and Conclusions

4.40 MCC expects to see improvement in the service over the coming months. The City Council has had concerns that there was a lack of organisational intelligence and capacity to deliver the contract as required. It has been clear that data could be analysed more effectively and necessary improvements identified and delivered sooner. Through the formal contract meetings, Biffa were asked to review how they were going to deliver a step change in performance management.

4.41 Officers are confident that Biffa are able to step up to meet this challenge. The introduction of the integrated ICT system has meant that the creation of a series of dashboards to gather and analyse data has been much more straightforward for Biffa since the early summer. Now that the service change is completed, senior Biffa managers have more time to focus on where they are performing well and where improvements are required ensure that they meet the contract SLAs and deliver a more efficient waste collection service.

4.42 Biffa have now put in place a management restructure, bringing in a senior manager with responsibility for day to day performance. Biffa have also set out how they will create a culture of performance improvement, using data more

effectively to measure the performance of teams and identify areas where improvements are needed.

- 4.43 The City Council welcomes the response but will continue to monitor the contract to ensure that these improvements are materialised.
- 4.44 The main focus of officers over the next few months will be to ensure Biffa deliver improvements to the cleanliness of the streets across the city. Biffa introduced a more focused approach in order to provide their supervisors with an opportunity to oversee the workforce on site in a single neighbourhood, maximising the sum of the parts of different operatives. Their recommended approach is to have a coordinated team in a neighbourhood once every three weeks to provide a detailed clean and then return in-between to clean areas that have deteriorated below acceptable standards.
- 4.45 Biffa's view is that efficiencies can be realised by greater supervision, fewer trips back to the depot and collaborative working. Performance Analysis of the service suggests that these benefits are not being realised overall and that performance especially completion rates is not acceptable. There is limited evidence that the supervision of the cleansing and the consequent management of resources is delivered in an intelligent or systematic matter, resulting in minimal performance improvement achieved.
- 4.46 Biffa have set out a series of measures to oversee street cleansing performance as well as recruiting to a new role with responsibility for day to day contract management. Biffa have set out a revised responsibility for management performance and will be introducing a more transparent culture for performance attainment with supervisors more formally held to account. MCC officers have introduced a formal weekly street cleansing performance meeting to jointly review data and agree service responses.

## **5. Wider Cleanliness Issues**

- 5.1 Keeping the streets clean is not entirely the responsibility of Biffa. There are many occasions in parts of the city where the cleanliness deteriorates rapidly straight after a cleanse due to the inappropriate or illegal behaviour of a small number of businesses or residents. The City Council recognises this is an issue that needs to be addressed and that keeping the streets clean is a matter for everyone in the City.
- 5.2 The 'Our Manchester' strategy seeks to create an environment where businesses and residents are encouraged and supported to take more responsibility for their environment and to shift the general consensus with regard to what is and what isn't acceptable. Officers are working with a range of organisations and community groups across the city to enable them to take actions to improve the cleanliness of their neighbourhoods. Examples include:
- Continue to work closely with the well established 'Upping It' group of residents who promote a cleaner Rusholme by providing valuable feedback on the service, engage with residents and businesses and provide a challenge to those who disregard the law with regard to their rubbish

- Working with Cityco and major businesses to build on the success of the recent litter campaign in the city centre, seeking to develop a new deal with businesses where parts of the city are brought up to a certain standard and subsequently maintained by the adjacent business plus using their influence and connections to establish a lower tolerance of anti-social approaches to waste disposal amongst some of their peers.
- A strong partnership is in place with both major universities and their students and is focusing on promoting a cleaner environment along the Oxford Road corridor and around Fallowfield district centre. Both universities have committed time and resources cleaning streets and engaging students in conversations about the environment to encourage an 'Our Manchester' approach.
- The City Council has supported community members in efforts to generate greater community activity and engagement in the recycling agenda in Newton Heath through recent community clean up events

5.3 In addition to engaging businesses and residents, the City Council recognises that enforcement will play a key role in changing behaviour and identified additional resources to investigate incidents of fly tipping and to take robust enforcement action. Illegal fly tipping is one of the key concerns of residents in the City and there have been issues with the delivery of this service as well.

5.4 Neighbourhood Compliance Teams have been working with Biffa on proactively targeting fly tipping areas in order to gain evidence with a view to taking enforcement action where appropriate. All waste is subsequently removed. The table below provides an overview of our enforcement actions so far.

*Enforcement Action Taken Following Fly Tipping Team Investigations*

**Biffa Cases Received and Closed**

	Oct	Sep	Aug	Jul	Jun	May	Apr	Grand Total
RFS Received	427	403	349	208	461	199	2	2049
Count of closed	30	313	247	158	393	183	1	1325

**Actions Relating to Biffa Cases**

	Oct	Sep	Aug	Jul	Jun	May	Apr	Grand Total
Initial Letter Sent	378	263	290	176	355	129	0	1591
GLQ Waste: Sec 46 Advisory Letter (SRU)	0	6	2	1	4	9	0	22
GN1 EPA S34 Duty of Care Notice	0	5	2	1	2	0	0	10
GN3 EPA S47 Waste Receptacle Notice	0	3	1	0	1	1	1	7
GN8 FPN EPA 1990 Section 87	1	76	34	39	132	75	1	358
GNS Fixed Penalty Notice S33	0	0	2	0	0	0	0	2
KE1 EPA Sec 46 Warning Letter	0	3	0	0	1	0	0	4
KEO EPA 1990 SECTION 46	10	208	56	40	36	17	0	367
PEA ECT - (SRU) Referral for prosecution	15	14	3	1	1	1	0	35
<b>Grand Total</b>	<b>404</b>	<b>578</b>	<b>390</b>	<b>258</b>	<b>532</b>	<b>232</b>	<b>2</b>	<b>2396</b>

**NCT, NPT, ECT Fixed Penalty Notices**  
issued for waste offences

	Oct	Sep	Aug	Jul	Jun	May	Apr	Grand Total
EPA 1990 Section 46	189	148	92	63	35	35	44	606
FPN: EPA 1990 Section 34	3		2	2	1	1		9
FPN: EPA 1990 Section 46	1	3	6	5		2	1	18
FPN: EPA 1990 Section 47	2	2	3	6	4	1	4	22
FPN: EPA Section 87/88 - Litter	144	152	117	192	116	30	6	757
FPN: Section 1990 Section 33	3	2	2	1	2			10
<b>Grand Total</b>	<b>342</b>	<b>307</b>	<b>222</b>	<b>269</b>	<b>158</b>	<b>69</b>	<b>55</b>	<b>1422</b>

**FPN's Paid Relating to Waste Offences**

	Oct	Sep	Aug	Jul	Jun	May	Apr	Grand Total
FPN: EPA 1990 Section 34	£900.00		£600.00	£300.00				£1,800.00
FPN: EPA 1990 Section 46						£80.00		£80.00
FPN: EPA 1990 Section 47		£80.00	£190.00	£430.00	£240.00		£350.00	£1,290.00
FPN: EPA Section 87/88 - Litter	£3,080.00	£4,530.00	£2,760.00	£4,150.00	£3,230.00	£1,380.00	£210.00	£19,340.00
FPN: Section 1990 Section 33	£250.00							£250.00
<b>Grand Total</b>	<b>£4,230.00</b>	<b>£4,610.00</b>	<b>£3,550.00</b>	<b>£4,880.00</b>	<b>£3,470.00</b>	<b>£1,460.00</b>	<b>£560.00</b>	<b>£22,760.00</b>

- 5.5 Officers have undertaken a series of targeted interventions, engaging with businesses as well as enforcing, in a series of high profile locations. Some examples of these interventions include:
- China Town –This area has become very difficult for Biffa as there are a number of businesses who inappropriately dispose of waste, with food being placed in plastic bags often ending up scattered over the road and footpath. Over 40 notices have been served on businesses where there are concerns regarding their waste disposal arrangements. Officers have contacted the waste disposal company and are working with Biffa to monitor the situation over the next few weeks with a view to escalating action if appropriate.
  - Rusholme District Centre Wilmslow Rd – extensive engagement with residents and businesses has been supplemented with 12 businesses in the Eva St area having been given formal notices of waste disposal requirement. In a recent incident, commercial waste from a garage in Trafford was found within a fly tipping incident. After an investigation, the owner admitted bringing his commercial waste into Rusholme on a daily basis when he visited the Shisha bars, the Trafford business was then issued a £400 fixed penalty notice for fly tipping which was paid. This is not atypical of cases, with many perpetrators interviewed under Police and Criminal Evidence Act where £400 fines have been issued for smaller scale fly tipping offences.
  - Kilinside Drive in Harpurhey was a fly tipping hotspot where the Biffa Investigation Teams were frequently visiting and finding over 20 bags of household waste deposited at the same location. After investigation we found, some local residents from the area were depositing waste at the compound entrance. Compliance Officers have since issued a number of S46 notices and Fixed Penalty notices on offenders, the fly tipping at this location has reduced significantly.

## **6. Recommendation**

That the Neighbourhoods and Environment Scrutiny Committee notes and comments on the report.