

**Manchester City Council
Report for Information**

Report to: Environment and Climate Change Scrutiny Committee – 14 October 2021

Subject: Waste, Recycling and Street Cleansing Update

Report of: Strategic Director (Neighbourhoods)

Summary

This report provides an update on progress in delivering waste, recycling, and street cleansing services. Describing how the activity contributes to the climate change agenda and key priorities for future. Including an update on the English Resources and Waste Strategy (2018).

Recommendations

That Members note and comment on the report.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
By recycling more and wasting less – all Mancunians can contribute towards achieving the zero-carbon target. Replacement of 27 bin collection vehicles in 2021/22 will contribute towards achievement of the Councils carbon reduction plan.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Supporting residents and businesses to dispose of their waste responsibly and compliantly will support progress towards becoming a sustainable city.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	The support provided to businesses enables businesses to grow and thrive in Manchester.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Working closely with both residents and businesses to support them in improving the neighbourhoods in which they live, work and socialise.
A liveable and low carbon city: a destination of choice to live, visit, work	Increasing recycling rates across the city will reduce Manchester's carbon footprint. Reducing litter will make the city cleaner.

A connected city: world class infrastructure and connectivity to drive growth	Reducing litter and fly tipping will reduce its impact on the city's infrastructure.
---	--

Contact Officers:

Name: Heather Coates

Position: Strategic Lead - Waste, Recycling and Street Cleansing

Telephone: 07717704444

E-mail: h.coates@manchester.gov.uk

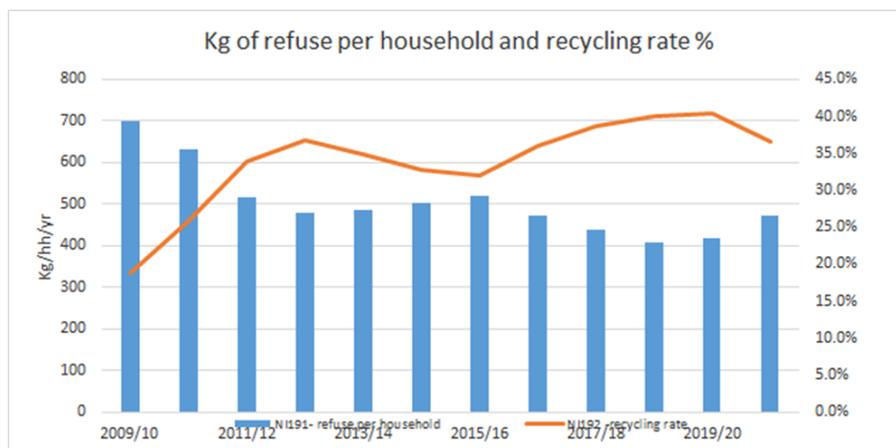
Background documents (available for public inspection):

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.

'Our Waste, Our Resources: A Strategy for England' (2018), DEFRA
The Litter Strategy for England, (2017), DEFRA

1.0 Introduction

- 1.1 The Waste, Recycling and Street Cleansing Team sits within the wider Operations and Commissioning Service and is responsible for managing the waste and street cleansing collection contract with Biffa, overseeing waste disposal arrangements, service improvement projects and co-ordination of the 'Keep Manchester Tidy' project. The team works together with the wider neighbourhood services, in particular Neighbourhood Teams and Neighbourhood Compliance Teams to deliver priorities for neighbourhoods.
- 1.2 The impact of the COVID-19 pandemic and Brexit has had numerous impacts on the management of waste collection and cleansing services for all Local Authorities (LAs) in the UK. Like many sectors, the availability of staff to provide essential services has been impacted by COVID-19 absence and laterally the availability of HGV drivers. This has been exasperated by the impact of Brexit and other global issues which are impacting availability of staff and the supply chain for vehicles and bin supplies. Societal changes have also led to changes in waste behaviours.
- 1.3 The pandemic has led to increases in household waste in the city, which is reflected at a national level where recycling rates reduced on average by 3.5% (Defra, 2021). Manchester's recycling rate fell from 40.4% in 2019/20 to 36.6% in 2020/21 as shown in the graph below. Whilst refuse levels have now started to reduce, it remains unclear what the new baseline will be. Significant shifts in behaviour, such as increased home working, is likely to change this. However, waste compositional analysis undertaken in 2019, shows there is still significant opportunity to divert more recycling and food waste from refuse bins.



- 1.4 By recycling more and wasting less, all residents can contribute towards achieving the city's target to become zero-carbon by 2038. According to WRAP (2021) 18 million tonnes of CO₂ are saved a year by recycling, the same environmental impact as taking 12 million cars off the road. As part of the Council's commitment to reduce its carbon footprint and improve air quality, almost half of the end-of-life waste and recycling diesel trucks will be replaced during 2021/22 with electric trucks.

- 1.5 The English Resources and Waste Strategy (2018) will re-shape the country's approach to managing resources towards a circular economy. In summer 2021 the second round of consultations on the strategy took place, and it is hoped a clear indication will be provided by the end of 2021/22. In the future the government may require all LAs to collect a consistent set of recycling materials which will include plastic pots, tubs, and trays. It will also include the introduction of a deposit return scheme, which may include plastic bottles, glass bottles and cans. This will not only ensure more material is recycled but will reduce the littering of these items.
- 1.6 The Litter Strategy for England (2017), set out the governments ambition to reduce the impact of littering on all aspects of the environment. A significant aim of the strategy is to affect a widescale behaviour change to address the nations littering habits. In 2018 the city embarked on a partnership with Keep Britain Tidy to develop an overarching campaign: Keep Manchester Tidy (KMT). Campaigns have been developed to encourage residents, businesses, and visitors to do their bit and deliver interventions for the various types of litter issues experienced across the City. Additional investment in bin infrastructure, fly tip prevention and intervention measures will build resilience for improvements to be made.
- 1.7 Working together to achieve a cleaner city is vitally important to protecting the local environment in Manchester. Since 2019 there has been an overwhelming response from residents, young people, businesses, and partners - with more volunteers than ever organising clean up events. However, since the onset of the pandemic there has also been an increase in fly tipping activity, which has been seen across the country. Significant efforts will be needed by all land managers across the city to better protect the physical environment. This will need to be supported by a deeper commitment to engage and educate residents, young people, and businesses. It is incumbent on all stakeholders in the city to tackle this issue and hold perpetrators of fly tipping to account.
- 1.8 This report is the annual report that provides an update on progress in delivering waste, recycling, and street cleansing services. The approach being taken to maintain service delivery through this period. This report explores the factors affecting this and identifying key priorities for the future.

2.0 Impact of the Pandemic (COVID-19) and Brexit

Household Waste Arisings

- 2.1 The changes in working arrangements, socialising and holiday plans due to the pandemic have led to residents spending more time at home. This has led to a significant increase to household waste arising's. In August 2021 tonnages remained higher than forecast, residual waste (+8%) and commingled (+5%). This is expected to increase waste disposal costs by the end of 2021/22 (+£1m). The increase in waste is due to several factors: more food and drink consumed at home, more people working from home, increased home deliveries, intermittent travel restrictions for holidays in the UK and abroad.

Biffa's Operations

- 2.2 Over the last 12 months Biffa's staff numbers have continued to be affected by COVID-19 sickness, staff shielding due to vulnerable conditions and requirements to isolate (test and trace). Agency staff have been used where possible to backfill positions. To date Biffa have continued to deliver most services during the pandemic, but at points some services had to be reduced. This has been compounded by the increased volume of material presented, which remains elevated compared to pre-pandemic. In July and September 2021 some recycling collections were paused due to low availability of HGV drivers. Since July 2021, the availability of HGV drivers has been impacted by a national shortage of drivers with this licence type. Biffa have also been impacted by higher rates of drivers leaving due to retirement, lifestyle changes and to pursue higher paid positions. A detailed briefing was shared with Members about these issues in August 2021 and steps Biffa are taking to build resilience in their workforce. This includes training for operatives to become HGV drivers and working with the Councils Work & Skills team.
- 2.3 The Waste & Recycling Team continue to work with Biffa to review staffing levels on a weekly basis, prioritise service accordingly and work with the communications team to disseminate key messages. The business continuity plan was enacted early on and supports the decision-making process to determine the prioritisation of services. Non-statutory guidance issued by Defra on 7 April 2020, provided advice regarding prioritisation of services.
- 2.4 The safety of Biffa's staff during this period has been a key concern for Officers and Trade Unions. Biffa have worked agilely through this period to ensure that the service was delivered in-line with the latest health and safety guidance from the Waste Industry Safety & Health forum (WISH); Public Health England (PHE) and Government workplace guidance.
- 2.5 The collection of waste has been managed within the contract budget, through the prioritisation of services and reduction in collection frequency for green bins (winter schedule applied throughout 2020 and 2021). Biffa have funded overtime to recover missed collections. The effect of increased tonnages, additional bins and side waste has placed significant pressure on collection crews. During periods this has resulted in missed service on day of collection, which has been recovered the following day.

3.0 Biffa Performance Update

Background

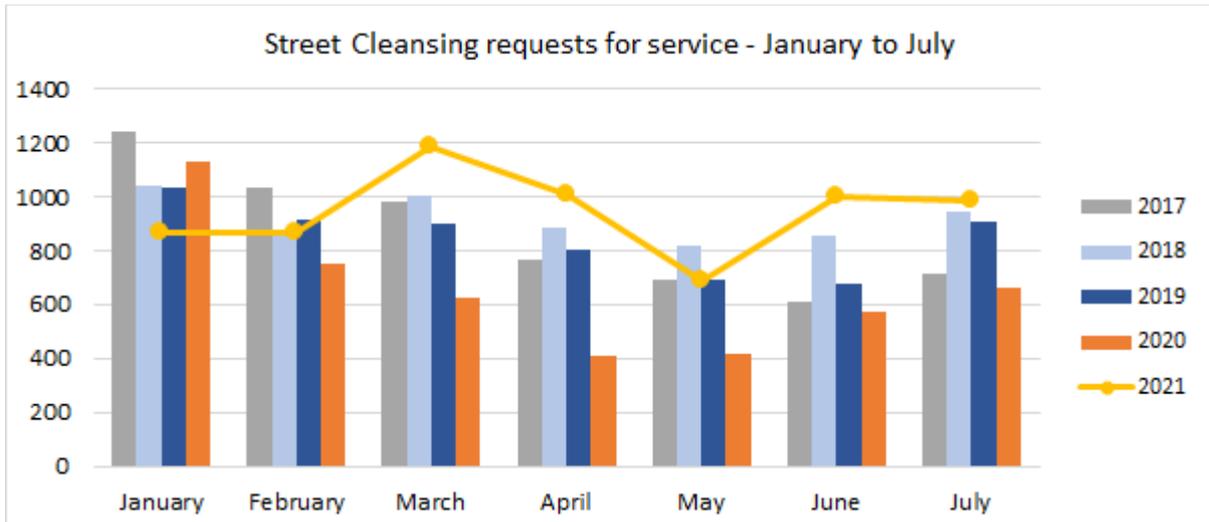
- 3.1 Biffa are responsible for providing domestic residual and recycling waste collection services, planned and reactive street cleansing services for defined land types. The contractor is required to provide services to an agreed standard and within a set SLA – which varies dependent on land type and waste type. The Grounds Maintenance Team are responsible for litter removal in the parks, except for the City Centre. There are some land types, which

form part of the corporate estate and open green space network which are not included in the proactive street cleansing contract with Biffa. These are managed by other service areas and are not included in scope of this report.

- 3.2 The contract was awarded to Biffa following a comprehensive procurement process, the contract commenced on 4 July 2015. The agreement is for 23 years (3 July 2038) with break points (expiry dates) in 2023 and 2031. The break points provide an opportunity for both parties to review the contract and key priorities. There will be further engagement with members to inform the work being undertaken on the options to be considered. Neighbourhoods & Environment Scrutiny Committee (NESC) discussed the procurement process for this contract on 10th October 2018, and further detail can be found in the service report. The contract allows for deductions to be made via the Price Performance Model (PPM). Members have previously received the detail of this model and how it is applied. In 2020/21 application of the PPM resulted in £10,000 of deductions. Further detail regarding delivery of the contract, service specification and approach to contract monitoring can be found in section 3 of the service update report to Neighbourhood & Environment Scrutiny Committee (NESC) in October 2019.

Street Cleansing

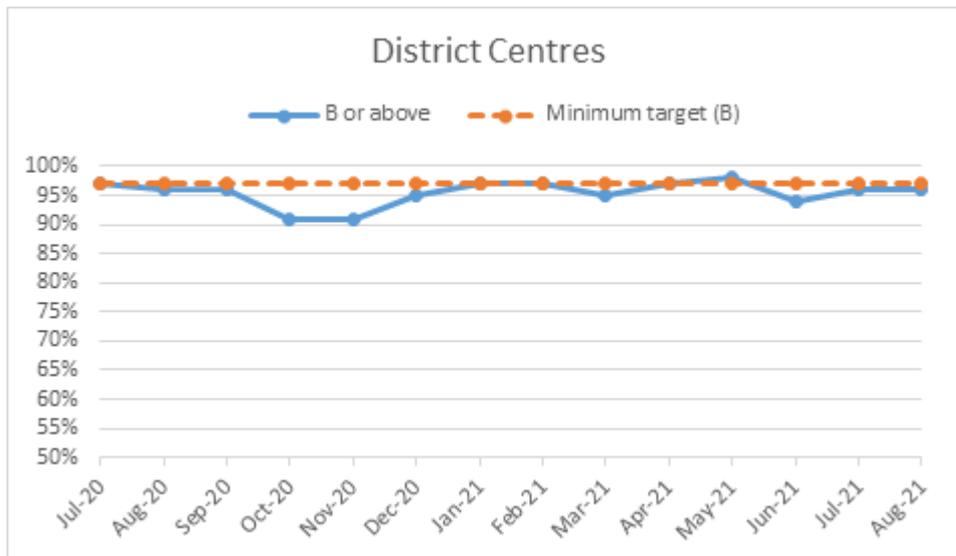
- 3.3 In the 12 months to July 2021, requests for street cleansing had increased 27% (2,198) compared to the previous year. A significant majority of this increase came in the last 6 months where requests had increased by 2,295. Street cleansing requests in January 2021 saw the largest drop in the last four years, down by 262 from the previous year and 374 from January 2017.
- 3.4 Requests have continued to rise this year from February to July, as compared to last year and two years back. It is believed this in part includes litter removed by volunteers which saw a significant upturn during the same period. The graph shows the first lockdown last year impacted significantly on reduced reporting likely due to people staying at home following lockdown, although restrictions were still in place this year until 21st June but were eased to allow local movements (8th March onwards) the number of requests have increased significantly.
- 3.5 In the period January to July, 91% of wards saw requests increase as compared to last year. Piccadilly (293), Gorton & Abbey Hey (140) and Charlestown (132) observed the biggest count increases. The wards that showed a decrease in requests since last year were Ancoats & Beswick (-116), Chorlton (-43) and Rusholme (-16). Dust, dirt and litter is still the most prominent type of litter in 2021. During January, this litter type dropped by 80, however this increased to more than double the requests during March and April this year as compared to last year when requests significantly reduced during the first lockdown period.



District Centres

- 3.6 The standard of cleanse in District Centres dipped in parts of the city during Autumn 2020. Biffa reported some disruption to service due to the pandemic which impacted the Biffa workforce during this time. In general Officers are satisfied that standards have improved since performance issues in 2019 and standards are now generally being met across the city. Infrastructure to enable social distancing has created litter traps which Biffa have endeavoured to adapt to, but in parts cleansing with a mechanical sweeper is not possible. Officers closely monitor these areas.

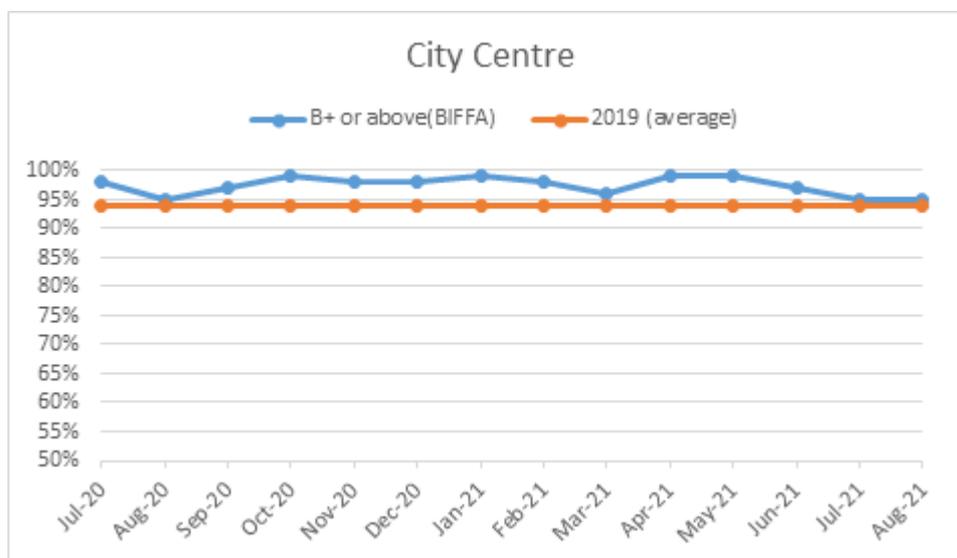
Graph showing the results of MCC cleansing assessments of District Centres



City Centre

- 3.7 City Centre inspections have shown continued improvement since 2019 and have been consistently high throughout 2020 and 2021. The addition of smart bin technology in late 2019 has allowed a smarter allocation of resource and helped maintain and increase high cleansing scores. During the winter lockdown and through periods of restrictions during 2020/21, Biffa took advantage of the quieter streets to perform detailed cleansing and improve the streetscene within and around the city centre. Infrastructure to enable social distancing has created new litter traps, which have been problematic at points as restrictions reduced and the day and night-time economy re-opened. Biffa have worked with Officers who have identified hotspot locations to adapt their approach to cleansing these areas.
- 3.8 The significant increase in external table and chair areas for food and drink establishments has transformed parts of the public realm. Biffa have worked together with City Centre Licensing Out of Hours Team and partners such as City Co (via the Intensive Neighbourhood Management (INM) partnership) to tackle new litter and waste management challenges which have emerged. Businesses are required to take responsibility for their new external areas as necessitated by the table and chair licence. Officers from Neighbourhood Services have supported business clean up initiatives. City Co have a cleansing guide for businesses which provides practical advice for businesses to keep their external space clean.

Graph showing the results of NI195 cleansing surveys City Centre



- 3.9 Increased staining of pavements has been an issue in the city centre due to impact of restrictions which increased the consumption of take away food and drink, and prolonged periods of dry weather. Laterally the annual deep cleanse programme (completed by contractor Ramora) has been increased in high footfall public realm areas, this was enabled following a successful application to the Welcome Back fund. Biffa have increased their ability to respond to smaller spillages with new mobile jet wash equipment which has

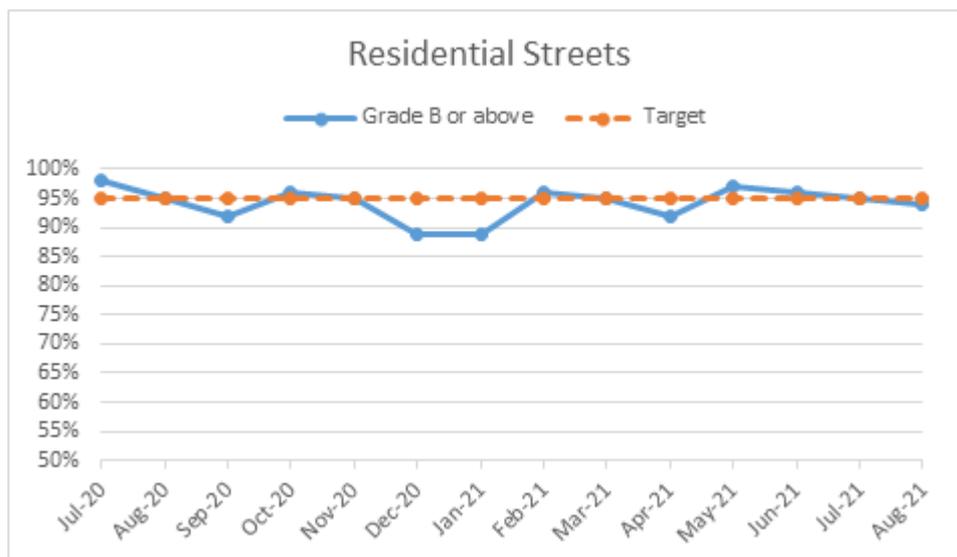
proved effective. This has been useful for areas impacted by spillage of bodily waste.

- 3.10 As previously noted, Biffa work closely with city centre-based Officers and partners (GMP, City Co) via the INM partnership. This has been critical in enabling Biffa to cleanse public realm areas which have been impacted at points by anti-social behaviour. This behaviour creates significant littering challenges, which are often time consuming to recover and diverts staff from normal cleansing schedules. Biffa staff have also impacted by abusive behaviour perpetrated by members of the public. The INM partnership has been critical in supporting Biffa to safely undertake their work. This remains an ongoing priority for the partnership.

Residential Streets

- 3.11 In the north and central areas of the city, the scheduled street cleansing is undertaken on a fortnightly basis. In the South wards the frequency is three weekly. As previously reported (NESC, October 2019), Biffa undertake an intermediate inspection in-between scheduled cleanse to ensure the area has not dropped below the required standard (B). MCC Monitoring Officers also undertake these checks to ensure Biffa are delivering the service in-line with expected standards. Residential streets experienced an expected dip in standards during leaf fall period (Oct – Jan), which is a seasonal trend. Generally, performance in this area has been good and standards are being consistently met. However, it is recognised by Officer's that resident's perception of street cleansing may not align with this assessment. It is believed this disconnect, in part, is due to the rate of deterioration in some parts of the city.

Graph showing results of NI195 surveys in residential streets



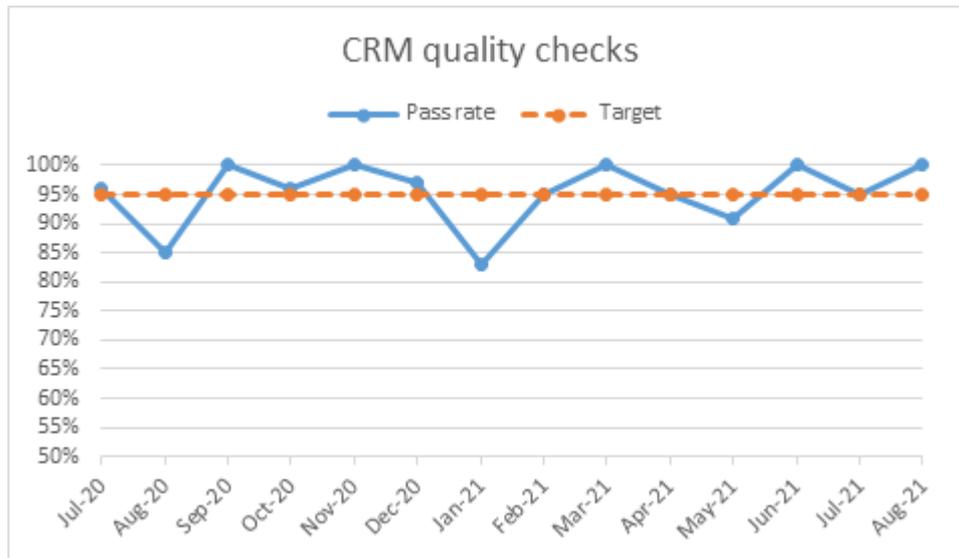
- 3.12 During the leaf removal programme Biffa provide additional resource above standard street cleansing levels to remove the additional leaf fall and ensure street cleansing standards are maintained. The street cleansing programme

outlined previously, continues as normal and is supplemented by extra sweeping in areas affected by leaf fall. The level and frequency of this will be determined by monitoring. Leaf fall is heavily weather dependant and as a result requires close monitoring and effective supervision of staff. Biffa have dedicated supervisors for the duration of the programme. MCC also be monitor the standards of the programme.

CRM jobs (reactive cleansing)

3.13 Biffa have maintained satisfactory performance levels in their CRM job management, mostly meeting targeted levels. This is an area that is particularly challenging for Biffa as it is reliant on information logged on the CRM system and operatives visiting jobs away from the main schedule and rectifying. MCC ensure these jobs are regularly quality spot checked. The combination of a new CRM system (through RBDxP) and management controls within Biffa should bring further improvements in this area.

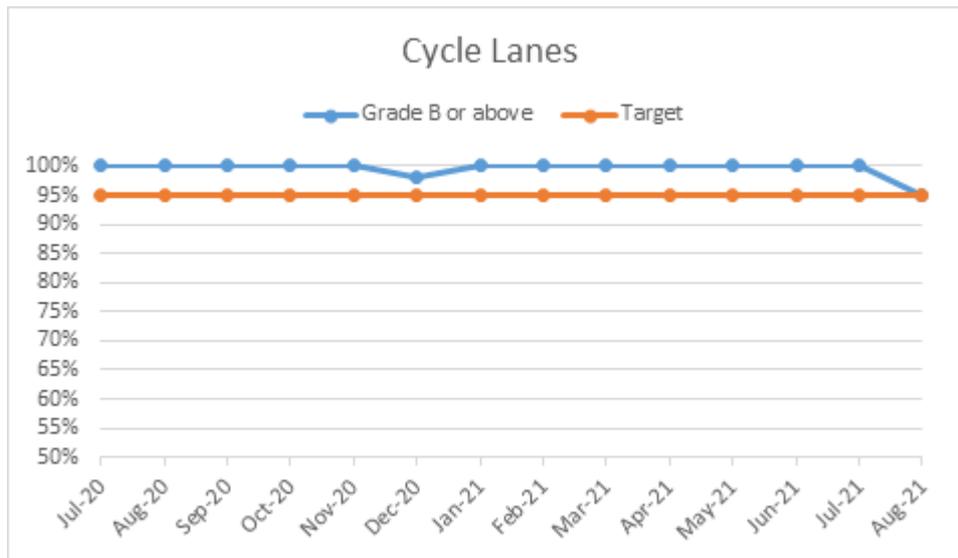
Graph showing results of CRM quality checks (dust, litter & dirt issues)



Cycle Lanes

3.14 Cycle lane cleansing is completed as part of the overall street cleansing programme and as such the road type and rates of deterioration directs the schedule of clean, rather than the type of cycle lane. All segregated cycle lanes are covered by the arterial road cleansing programme which involves a weekly clean and should be left at an NI195 grade B standard immediately after clean. Any other cycleway is covered by the regular residential cleanse, on the same day as any road or footway in the area. A detailed clean takes place on a scheduled day and deterioration monitored in between cleaning cycles. Both Biffa and MCC conduct NI195 monitoring of all areas, including cycleways, both straight after clean and between cleaning cycles. The results of these are reviewed monthly.

Graph showing cleansing scores for cycle lanes

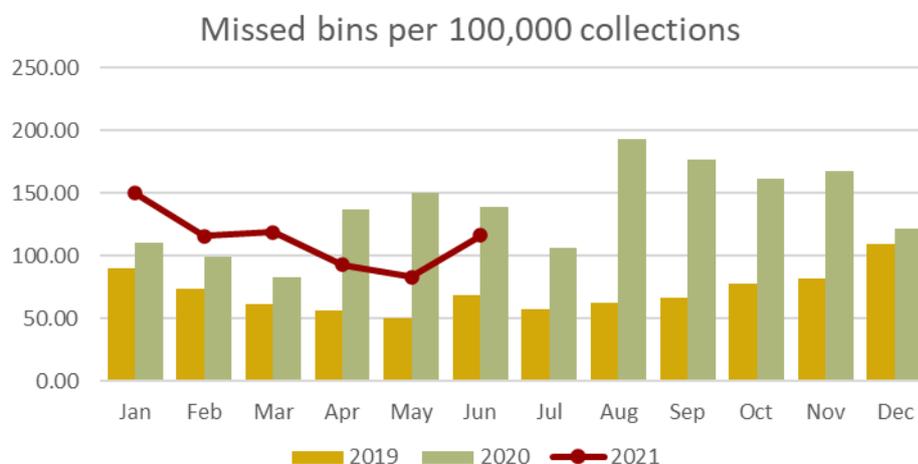


4.0 Bin collections

Missed Collections

- 4.1 Biffa empty in the region of 2.5 million bins every month. Outside of periods of service interruption or inclement weather, less than 0.06% 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. 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. Historically, this was an area of strength within the contract, but increases in missed collections have been observed since Q3 2019/20. Biffa reported that collection rounds had reached maximum capacity following years of incremental levels of low-rise property growth across the city. Benchmarking has shown that Manchester's collection rounds are amongst some of the most efficient in the sector in terms of number of bins collected by round, and outside of covid were assessed as close to maximum capacity.
- 4.2 The pandemic has presented Biffa both staffing and waste volume challenges. To maintain service delivery of all waste and recycling types it was necessary to reduce green bin collection frequency to fortnightly (in-line with the winter schedule). As detailed in section 1.0 household waste and dry recycling tonnages remain elevated compared to pre-pandemic levels. Higher levels of agency staff result in more mistakes being made as they adjust to new collection maps. These factors combined have led to higher rates of reported missed collections as shown in the table below.

Table showing levels of missed collection reports



- 4.3 The contract requires Biffa to rectify missed streets within 48 hours or face a penalty of £1k per street. The number of reported missed collections does not reflect the total number of actual missed collections. Last year Officers instructed Biffa to focus their administrative support towards ensuring missed collections and errors are detected ahead of reports being made and ensure repeated missed collection issues are addressed. As detailed in section 2.0 Biffa have mostly recovered missed collections the following day. Feedback was provided by members at NESC (2020), regarding communication of service issues with residents who may not be able to access updates provided on social media or the council webpages about delays to collections. Officers worked with the Communications Team and Policy, Performance, and Reform Team to identify households which may be digitally excluded. Letters were posted to these households in December 2020 to explain the impact of the pandemic on bin collection service and provided advice what to do if bins were not collected on the normal day of service.

Bin Returns

- 4.4 In October 2019, the NESC highlighted concerns regarding the issue of crew attitude and behaviour in relation to poor returns of bins to pavements and spillage. Historically this has been an under reported issue by residents and little data existed to understand the scale of the issue. The traditional approach to monitoring bin returns and spillage was either directly in response to customer reported issues and through proactive supervisor audits – each crew were audited once per month. Biffa were instructed to measure and improve this area of the service.
- 4.5 In November 2019, Biffa utilised the existing vehicle 360° cameras and developed a new model to monitor crew performance. Using this technology, Biffa's management team were able to see exactly which crews were not meeting the expected service standard and use the evidence to provide a learning opportunity and reinforce the desired service standard. The new model reduced the time required to conduct an audit which allowed Biffa to

increase the number of crew audits to once weekly. Since the onset of the pandemic monitoring of bin returns via this method reduced as resource was prioritised towards ensuring the delivery of service. Since restrictions have reduced these audits are now being completed again and Biffa recognise that making improvements in this area is a key priority.

Passageways (Bin collections)

- 4.6 Communal Container bins in passageways continue to be one of the most difficult areas of the service for both MCC and Biffa. The shared nature of these bins makes them a target for commercial abuse and poor waste management. Moreover, contamination of recycling bins remains a persistent issue that is both costly to the Council as well as being operationally difficult to manage for Biffa. MCC have extensively monitored this area for several years now and, despite the persistent challenges, have seen a large improvement of bin emptying in these passages. It must be noted that during points over the last 12-month performance dipped when the crews were impacted by COVID absence. This service requires detailed crew knowledge, and it takes time for new staff to familiarise themselves with rounds and the requirements of individual passageways. Biffa are working to address this issue. Officers continue to closely monitor performance requiring rectification if service is not provided to the required standard.

Table showing percentage of passageway bin collections passing checks against collection schedule

Year	2018	2019	2020	2021 (Jan – Aug)
Pass rate	80%	93%	93%	86%

- 4.7 Officers currently inspects around 400 bins in passages per month and without this level of scrutiny these results would certainly fall. The impact of MCC’s monitoring can clearly be shown in the improved pass rate since close monitoring of this element of the service began in 2018. The sheer volume of work and challenging conditions means crews will attempt to cut corners and need close supervision. An area that highlights this issue clearly is sweeping around containers that should occur on a weekly basis. This area requires further improvement.

Passageways (Quarterly cleanse)

- 4.8 All publicly adopted passageways should be cleansed by Biffa on a quarterly basis. This is in addition to bin emptying and sweeping (once per week) around containers in those passages that are containerised. At the NESC (October 2019) Members expressed concern about this area of the service. An audit of this area showed that Biffa were falling significantly short of expected standards for this service. As a result, an escalation to the Strategic Board required Biffa to implement a formal improvement plan in November 2019. Biffa’s response to the improvement plan was to significantly increase resources to recover standards and dedicate a

supervisor to the service. Since the commencement of the improvement plan (commenced Nov 2019), members with passages in their wards are sent pictures and maps showing the completed passageway work. Officers are satisfied that Biffa now complete the programme to expected timescales and standards.

Passageway Container Service Improvement Programme

- 4.9 As discussed at NESC in October 2019, the passageway container service covers 900 sites serving 15,500 properties across the city. During 2020 and 2021 most sites have been converted to reverse lid recycling containers and new low-profile locking posts to tackle recycling bin contamination and reduce litter traps. A small number of streets opted to move to individual wheeled bins. These are properties where residents have previously expressed an interest in moving back to individual bins or where officers felt individual bins would be a better solution than a communal system and most residents agreed.
- 4.10 As part of this project officers also assessed whether each site is still in the best position, if individual bins would be a better option and whether each street has the correct capacity and collection frequency for their refuse and recycling. Officers continue to monitor this as waste behaviour has been uncertain during the COVID-19 pandemic and is now starting to settle. Officers worked closely with Compliance and the Flytip Investigation Team to ensure that businesses and trades are not misusing containers intended for residents and that communities are engaged and supported to potentially improve and beautify their passageways. Steps are being undertaken to consider appropriate interventions for sites vulnerable to fly tipping in conjunction with the target hardening programme.

Apartments

- 4.11 Following a period of significant growth in the apartment sector and an increase in recycling participation, following the apartment recycling programme in 2018-20, additional resource was approved in 2020/21 to support these additional bin collection requirements.

Electric Refuse Collection Vehicles (eRCV)

- 4.12 Following Biffa's successful trial of an eRCV in 2019, a business case was developed with the Energy Saving Trust to recommend the replacement of 27 end-of-life diesel trucks with electric alternatives. In March 2020 the Treasurer and Executive approved £9.4m investment to fund the new eRCVs and electric charging infrastructure. In September 2021, over half of the new vehicles were in operation. The remaining trucks are due to be delivered by the end of 2021. It is believed Manchester now has the UK's largest-ever fleet of eRCVs. They will reduce carbon emissions by an estimated 900 tonnes and hopefully help to halve direct emissions from the bin collection vehicle fleet by 2025. The rechargeable bin trucks will also help improve air quality. The vehicles were launched in March 2021 with a public vote to name five of the

trucks. The winning names for the new vehicles were Sparkus Trashford, Usain Volt, Trashienda, Bin Diesel and Binspiral Carpets.

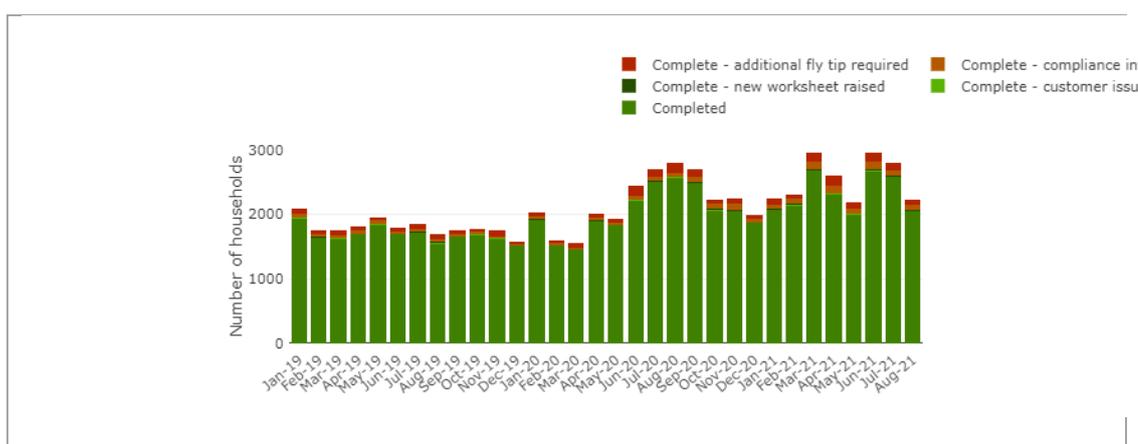
English Resources and Waste Strategy (2018)

- 4.13 The English Resources and Waste Strategy (2018), sets out proposals to reform the country's approach to material collection. Four consultations were released on 18th February 2019, covering: Consistent Collections; Extended Producer; Responsibility (EPR); Deposit Return Scheme (DRS); and Plastic Packaging Tax. There have been significant delays in this process due to Brexit and then the pandemic. Defra released the further consultation documents for the Waste Prevention Programme, EPR, DRS, and Consistent Collections consultations during 2021.
- 4.14 In the future the government may require all collection authorities to collect a consistent set of recycling materials, and some collection frequencies for certain waste streams may be mandated. This may result in residents being required to further separate materials collected at the kerbside (into additional receptacles) and collection providers collecting some streams (food) more frequently.
- 4.15 The government hopes that the implementation of a Deposit Return Scheme (DRS) for certain recyclable items such as bottles (glass and plastic) and cans will reduce littering. It is likely that items will be collected via reverse vending machines. The scheme will have an unknown impact on materials collected from the kerb by collection authorities.
- 4.16 The ambitions of the strategy align with the Councils zero-carbon strategy and fiscal measures to reduce packaging will be helpful. The strategy will require significant investment in recycling reprocessing infrastructure to support the processing of plastic items (pots, tubs, trays, film), for which there is currently a very limited market in the UK. Furthermore, there is a risk that Collection Authorities may not be sufficiently remunerated for additional receptacles households may require and increased collection costs (new burdens). The government has indicated that feedback from the consultations will be provided by the end of 2021, however, it is possible this may extend into 2022. The changes may have a significant impact on the future collections model. A detailed briefing note about the proposals is contained in Appendix 1.

5.0 Fly tipping

- 5.1 Fly tipping incidents increased as restrictions relaxed following the first lockdown (2020), reports then declined towards the end of 2020. However, from the start of 2021 requests rose again, peaking at almost 3,000 incidents in March. Following this, requests declined in April and May, but incidents rose again reaching almost 3,000 requests in June. This trend is not unique to Manchester and LAs across the country have also reported increasing number of incidents.

Graph showing fly tipping jobs completed by Biffa (Jan 19 – Aug 21)



5.2 The majority of fly tipping over the last 12 months (April 20 – May 21) were located on roads and pavements, followed by back alleyways. Waste tipped on roads and pavements rose by 4,415 (36%). Reports of black bags were up 55% (+2,033) and waste described as household increased 25% (+2,332), this aligns with Defra’s analysis that the fly tipping of household waste increased across the country. White goods and unidentified waste also reported large increases and analysis of free text showed building waste was up 38% (1,139). Waste volumes to see the biggest % increases were tipper lorry loads up 118% (+1,509) and significant/multiple loads 100% (+414). Transit van loads reported the largest count increase +3,241 (+46%). Anonymous reports rose by 3,935 from 4,487 in 19/20 to 8,422 in 20/21. Reports made by residents also increased 23% (+2,458), while those made by MCC officers were up 26% (+1,281). Most wards saw reports increase in Q1 21/22 compared to the last two years.

Table showing number of fly tipping requests by ward

Top 10 wards	Jan - Jul 2020	Jan - Jul 2021	Count Change	% Change
Harpurhey	1,394	1,569	175	13%
Levenshulme	1,017	1,386	369	36%
Moss Side	551	1,247	696	126%
Clayton and Openshaw	1,071	1,231	160	15%
Gorton and Abbey Hey	956	1,209	253	26%
Miles Platting and Newton Heath	795	1,115	320	40%
Cheetham	1,023	1,061	38	4%
Moston	866	905	39	5%
Longsight	602	798	196	33%
Crumpsall	580	686	106	18%

5.3 At the end of 2019 Officers from Neighbourhood Services worked together with Policy, Performance, & Reform to undertake a deep dive analysis looking into fly tipping in the top 10 wards for highest reports. This was to understand how different factors may be contributing higher reports within each ward. Following the increases observed at the beginning of 2021, further ‘deep dive’ sessions were undertaken in July 2021. The analysis shows that the hotspot

areas have not changed, but in some localities the number of incidents has increased. There appears to be a common set of factors which are present in the fly tip hotspots:

- Lower Super Output Areas (LSOA) affected are in the bottom 10-20% of the most deprived LSOAs in England
- Dense property count and dense population count x2+ (compared to city average*)
- low car ownership (city average 44.5%*)
- higher % rented properties and Registered Provider properties in some clusters
- lower % of adults speak English as main language (compared to city average 81%*)
- higher % of population classed as digitally excluded.

* *Data source: Census 2011*

- 5.4 It is acknowledged the pandemic has impacted the delivery of projects and actions that were developed in response to 2019 analysis. Action plans are being developed at ward level and partners are being engaged to support activity. There is wider research underway with GM Districts and Core Cities to understand alternative approaches being taken to tackle fly tipping and the impact of policy frameworks. It is recognised that engagement, education, and enforcement need to increase for a step change in behaviour change to occur. It will be important for all land managers, social landlords and other key stakeholders to play an active part in this approach.

Fly tip Intervention Investment

- 5.5 In 2019-20 an extra £0.5m was committed by the city to tackle fly-tipping through additional compliance officers, CCTV and 'target hardening' projects. Regular updates have previously been provided to Members about this investment. This update focuses on 'target hardening', which is the process of installing physical deterrents that make a fly-tipping target harder to access or less desirable (such as bollards, barriers, and beautification). So far, 40 fly tip intervention projects have been completed and 15 further projects are in progress. The images below are fly tipping on an industrial scale on the whole stretch of a street, and the intervention installed to deter dumping.



6.0 Keep Manchester Tidy

The Growth of the Keep Manchester Tidy Litter Picking Community

- 6.1 2019 marked the start of increasing volunteer numbers with many residents, schools, businesses, community groups and organisations getting involved in the annual Great British Spring Clean. Thousands of volunteers were poised to get involved again in 2020. Although it was cancelled due to the pandemic, Keep Manchester Tidy wanted to hold onto the goodwill and enthusiasm of participants so began trialling Covid safe litter picking stations and offering equipment to enable people to litter pick locally as part of their daily exercise.
- 6.2 The Keep Manchester Tidy Facebook Group was used to help connect solo litter pickers. As the group membership grew, Anna Kom - Litter Hero Ambassador helped establish specific area groups to keep people motivated and enable them to connect with other litter pickers in their neighbourhood. These groups compliment established resident's groups across the city such as the Wythenshawe Waste Warriors and their various off-shoot groups in South Manchester. All these groups have been provided with litter picking equipment by Keep Manchester Tidy and Biffa have supported by ensuring that the litter that is collected by volunteers is then removed from the street. Keep Manchester Tidy also receives enquiries every week from corporate organisations wanting to get involved. Where possible, litter picking is hosted for the organisation, or they are supported to organise their own corporate event.

Littering in parks and green spaces

- 6.3 Last summer the city's parks and green spaces were well used by residents. As temperatures soared, people took to picnicking and barbequing at levels usually seen only on a sunny bank holiday. This created enormous pressure on local facilities, with bins vastly overflowing. Many residents expressed concern about the untidy state that Manchester's parks and green spaces were being left in. This summer, littering incidents were not as widespread but some parks, such as Platt Fields, suffered litter problems and therefore benefitted from targeted clean ups organised by Keep Manchester Tidy.

The 2021 GB Spring Clean and Love Parks Week

- 6.4 Building on the successful model of COVID safe litter picking stations, Keep Manchester Tidy hosted 15 events throughout the GB Spring Clean and Love Parks Week. All the events were well attended and have secured the two campaigns as permanent fixtures in the Keep Manchester Tidy annual calendar.

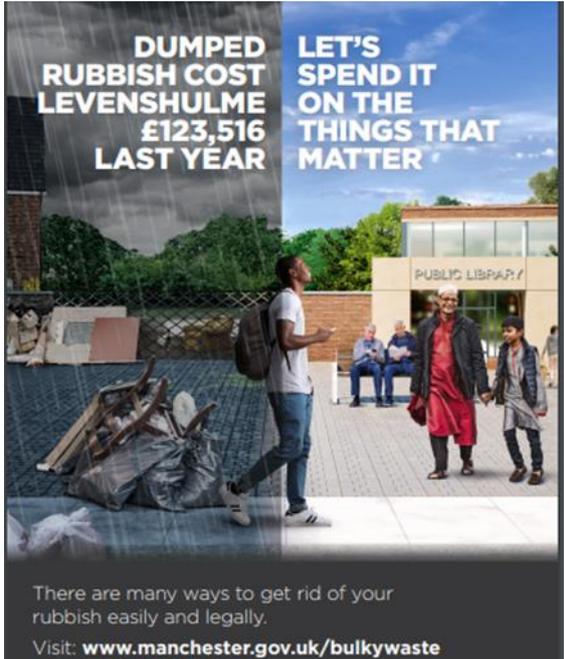
Behaviour Change Campaigns

- 6.5 Keep Manchester Tidy has been involved in trialling new campaigns across the city. The 'Less is More Campaign' has been developed by Keep Britain Tidy to tackle incidences of fly-tipping by encouraging residents to think about

the amount of money that is wasted on clearing up dumped rubbish and how that money could be better spent on things that matter to the community. The campaign is currently being evaluated by Keep Britain Tidy, but initial feedback is that that the value-based messaging used in this campaign would be welcomed in many of the city's wards.

- 6.6 Keep Manchester Tidy has also trialled a chewing gum campaign in the city centre using materials provided by Mars Wrigley. In addition, gum recycling facilities have been put up on Cutting Room Square and an engagement day was held in the area. Members of the public were very surprised to learn that chewing gum can be recycled due to its plastic content. This campaign is currently being evaluated by BMG, an independent research company.
- 6.7 Existing campaigns are still being run in targeted areas. These include dog fouling, cigarette litter, on the go food and drink, fly tipping, and campaigns encouraging people to use a bin or take litter home. Keep Manchester Tidy campaigns were also featured at some of the city's major festivals including Manchester International festival and Manchester Pride. The LGBT Foundation reported that the pocket ashtray pouches were a great talking point and were particularly well received by the public.
- 6.8 Keep Manchester Tidy has two further campaigns to launch this year. One is a new dog fouling campaign called 'Do it for your dog' which has already appeared on social media. It will be followed up with a launch of the physical assets in a hotspot area. The second is a campaign which can be used by volunteers to highlight areas that have cleaned up. This campaign encourages the public to respect volunteers' efforts and be inspired to join a local litter picking group.

Examples of behaviour change campaigns delivered

 <p>Your rubbish, your responsibility</p> <p>Crime No To Care</p> <p>Are you doing the right thing with your waste? Find out or you could end up with a criminal record. www.keepbritaintidy.org</p> <p>KEEP BRITAIN TIDY.</p>	 <p>DUMPED RUBBISH COST LEVENSHULME £123,516 LAST YEAR</p> <p>LET'S SPEND IT ON THE THINGS THAT MATTER</p> <p>There are many ways to get rid of your rubbish easily and legally. Visit: www.manchester.gov.uk/bulkywaste or call: 0161 234 5000</p> <p>KEEP MANCHESTER TIDY.</p>
<p>Crime not to care campaign</p>	<p>Less is More - Values based campaign</p>
 <p>WHY DO YOU DROP LITTER HERE?</p> <ul style="list-style-type: none"> <input type="checkbox"/> I'm lazy and don't care about the community <input type="checkbox"/> I'm careless and put wildlife at risk <input type="checkbox"/> I'm selfish and expect others to clear up my mess <input checked="" type="checkbox"/> All of the above <p>DO THE RIGHT THING. BIN IT OR TAKE IT HOME.</p> <p>MANCHESTER CITY COUNCIL KEEP MANCHESTER TIDY.</p>	 <p>ASK YOURSELF THIS - WHY IS THERE LITTER?</p> <p>DON'T SPEND £150 ON YOUR LUNCH.</p> <p>CIG-REGRET.</p> <p>LITTER. £150 FINE.</p> <p>KEEP MANCHESTER TIDY.</p>
<p>Litter Campaign</p>	<p>City Centre Litter Campaign</p>

Greening and Beautification Projects

- 6.9 It is well recognised that litter and fly tipping can be deterred by greening and beautifying areas. Keep Manchester Tidy set up a network of people with expertise to help identify and highlight top tips for greening and beautification projects. Keep Manchester Tidy supported projects such as alleyway greening and provided plants to groups and organisations leading their own initiatives.

Youth Engagement

- 6.10 Keep Manchester Tidy has supported the work of the Holidays Activity Fund by providing 5 workshops in collaboration with Biffa and other partners. These events saw more than 100 children and young people learn about litter and recycling before getting involved in a local clean up.

Eco Schools

- 6.11 With the declaration of the climate emergency, Keep Manchester Tidy is keen to support environmental work in schools. 17 schools signed up to attend the recent Eco Schools briefing meeting which highlighted new changes to the Eco Schools programme. This meeting effectively re-launched Eco Schools in Manchester. Working with Climate Change leaders, Keep Manchester Tidy will support these schools to achieve their green flag.

Case Studies

- 6.12 There are many individuals and groups involved with Keep Manchester Tidy and 3 of them are highlighted in the case studies below. Local artist Ciara Leeming has also produced a document illustrating the motivation and passion of some of Manchester's litter pickers. This is available via the following link: <https://www.dropbox.com/s/5014m7xf474yulr/Picking%20up%20the%20Pieces.pdf?dl=0>

Case Study 1 - Introducing the Hong Kong Volunteers

Manchester has become home to many people from Hong Kong who have opted for resettlement due to the worsening political situation in the country. Andrea Chow, heads up the Hong Kong

Volunteers and, driven by a strong sense of civic duty and a desire to give something back to Manchester, she wanted to get involved with Keep Manchester Tidy. She received litter picking equipment from Keep Manchester Tidy and now organises

bi-monthly litter picks. These are proving very popular with at least 30 volunteers turning up to most events. The group have been keen to make a difference and chose Monsall as a particular area to target, having noticed a significant amount of litter near the metro link station. They partnered with established litter picking group The Fitter Pickers, turning litter picking into a cultural exchange, and have made a noticeable difference to the area. Keep Manchester Tidy have continued to work with the volunteers and have supported them to apply for funding which will help to formalise the group and secure its future.



Case Study 2 – NG Bailey and Continuing Corporate Social Responsibility



Engineering firm NG Bailey are currently working on the Town Hall project. They were keen to get involved in additional projects to support their ambition to demonstrate social value. They took part in Love Parks week by getting stuck in with a clean-up at Platt Fields. Louise Logan, Social Value Manager, then got in touch to say they wished to continue supporting Keep Manchester Tidy and would be getting their partners involved too. Since then, they have completed a clean-up at Philips Park

and a clean and green project in the Northern Quarter. They plan to make Keep Manchester Tidy projects a regular fixture in their calendar.

Case Study 3 – The GB Spring Clean in Hulme

Councillors in Hulme set themselves the challenge of making this year's GB Spring Clean the biggest one ever. They started by contacting organisations, community groups and individuals across the ward and inviting them to attend GB Spring Clean briefing sessions. Keep Manchester Tidy gave a presentation at the sessions outlining why people should get involved and what support was available to them. A Hulme Litter Pickers group set up on Facebook was used to promote the GB Spring Clean. The neighbourhood officer also played a key role in recruiting participants and ensuring that everyone had equipment to be able to take part. At least 12 events took place including events led by One Manchester, Loretto College, Martenscroft Nursery, Friends of Hulme Park, Aquarius and Gaskell Gardeners and several resident's groups. The litter picking stations, one in Hulme Park and one in Barracks Park, were well attended and supported by local businesses and housing providers. The Hong Kong Volunteers also joined the Hulme Park event. The active promotion and provision of equipment certainly ensured that Hulme took the top spot as having the biggest ever GB Spring Clean.



7.0 Recycling Campaigns and Initiatives

- 7.1 Environmental concerns are increasing, and more residents are aware of climate change. However, the link between waste, recycling and climate change is not generally understood. In terms of household recycling, 18 million tonnes of CO₂ are saved a year by recycling, the same environmental impact as taking 12 million cars off the road. (Source: WRAP Recycle Week 2021). Recycling plays a crucial role in protecting our environment and preserving our finite natural resources such as oil, sand, aluminium, iron ore and trees. Most people now regularly recycle; however, evidence suggests that there are still opportunities to increase recycling, just over half of households still dispose of items that could be recycled in their general waste bin, mainly aerosols and foil.
- 7.2 There is also an urgent need to address contamination, 80% of UK households put items in the recycling that are not collected. The impact of this means that once it enters the recycling system, it can potentially contaminate clean recycling thereby reducing the overall recycling rate and increasing the demand on raw materials.

- 7.3 Globally, the production of food accounts for up to 37% of greenhouse gas (GHG) emissions and requires significant resources including land, energy, and water. However, up to 40% is wasted. In the UK, 70% of UK food waste comes from households, equivalent to a value of over £14 billion a year and 20 million tonnes of GHG emissions. Supporting households to reduce food waste will support carbon reductions.
- 7.4 Ensuring information about bin collection services is accessible for all is a key priority for the service. Work has been undertaken with the Equality Team to review the current approach and is reflected in some new initiatives.

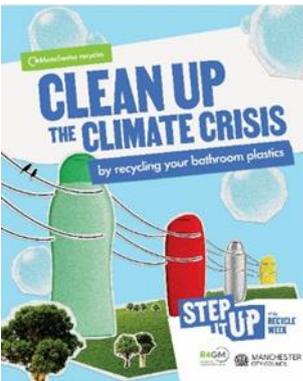
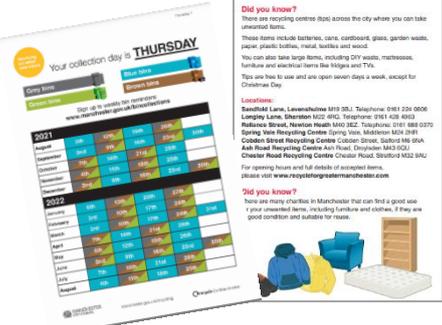
Bin Alerts

- 7.5 In July 2021 a new email reminder service was launched for bin collection days. Residents can sign up to receive an email the day before their bins are due for collection to remind them to put the correct bins out in time. The most visited page on the Manchester City Council website is the bin collection day checker, with over 1.17m visits in the last year. Email bin alerts will deliver this information directly to resident's inbox in a timely manner. In time, it will provide another communication channel to provide very targeted communication to improve recycling performance, share information about service changes and reassure residents in the event of disruption (such as spells of inclement weather). Sign up to this service is now available via the online bin collection day checker.

National Recycle Week (20-26 September 2021)

- 7.6 This year Manchester and Recycle for Greater Manchester (R4GM) supported National Recycle Week, this year's theme was 'Step it Up'. This year's campaign highlights the links between recycling and climate change and encourages all citizens to do more. With the UN Climate Change conference meeting in Glasgow for COP26 in November, this year's Recycle Week is a launching point to kick start efforts to address the climate crisis. 18 million tonnes of CO₂ are saved a year by recycling, the same environmental impact as taking 12 million cars off the road. WRAP's Recycle Week assets were shared with internal and external stakeholders to amplify key messages. The assets will be edited to be district specific; an example of the advert is below (pre edited): R4GM promoted out of home advertising with Transport for Greater Manchester (TfGM) – this consists of tram covings, digital screens on the free buses, and digital advertising on the TfGM website

Examples of recycling campaigns and initiatives delivered

	<h1>GET THE LATEST BININFO...</h1> <p>Sign up for FREE email reminders about what bins to put out and when, plus the latest recycling news. It's free, quick and easy to sign up, and you can unsubscribe at any time.</p> <p>For more information, visit: www.manchester.gov.uk/bincollections</p>
<h3>Nappy contamination campaign</h3>	<h3>Bin collection email reminder system</h3>
	
<h3>National Recycling Week campaign</h3>	<h3>Translated recycling videos</h3>
	
<h3>Annual recycling calendar and leaflet</h3>	<h3>Pulpable recycling campaign</h3>

Pulpable Recycling Contamination (blue bin)

- 7.7 The quality of recycling collected across the city remains a concern - particularly the pulpable stream (blue bin). Under the GMCA disposal contract if pulpable recyclable material is rejected, the material will be downgraded to residual and the cost for processing will increase significantly from >£10 per tonne (variable due to market fluctuations). Feedback has been received from the operator that, some pulpable material collected in Manchester contains black bags of rubbish, food, and nappies – amongst other non-recyclable materials. Earlier this year Manchester and other GM Authorities supported Keep Britain Tidy's campaign to highlight the issue of nappies being incorrectly disposed in the pulpable bin. This campaign included a livery design for two collection vehicles and a targeted social media campaign. Since September 2021, canvassers from Biffa working under direction of the Waste & Recycling Team are targeting rounds with the highest rates of contamination to engage with residents about what materials can and cannot go in the blue bin. Improving the quality of material remains an ongoing priority.

Making recycling information accessible for residents (language)

- 7.8 During 2020/21 Waste & Recycling Team, Communications Team and partners Biffa worked together to produce videos explaining about recycling. In recognition that that English may not be the first language for many residents, a project was undertaken to make information about how to use the service more accessible in other languages. The idea was brought forward following insight gained by the Biffa Social Value Officers delivering 'recycling workshops' with the Adult Education service to over 650 learners (March 2019 to April 2020). By connecting with learners who took part in Talk English courses and ESOL courses (English for Speakers of Other Languages), the teams spoke to residents about: 1) How to recycle correctly in Manchester, 2) The importance of recycling correctly, 3) How to dispose of bulky household waste and 4) How to use Manchester City Council's website for waste-related issues.
- 7.9 Following the success of the workshops and in-person learning, a three-minute-long pilot video was created that could be used to reach an even wider audience. The concept was tested with the students and a group of Members and Officers. With help from the Translations teams and student volunteers who were fluent in other languages, the video was translated into the top 10 most widely spoken languages across Manchester. A British Sign Language version was also created. The videos can be shared on social media, by email or even shown to residents on a tablet or phone in person. The videos are available from the Council's webpages, along with subtitles and transcripts to make sure they are fully accessible. The toolkits have been shared with community partners and Neighbourhoods Teams for them to share with residents. The videos on 'how to use your bins' are available in the following languages: Arabic, Bangla, Cantonese, English, Farsi, Gujarati, Kurdish, Polish, Punjabi, Somali, Urdu and British Sign Language.

8.0 Conclusions and Next Steps

- 8.1 It is likely that the impact of the pandemic and Brexit will continue to impact delivery of waste collection and street cleansing services for all Local Authorities over the next 12 – 18 months. Maintaining delivery of services through the winter period, mitigating the loss of HGV drivers, reducing missed collections, and improving quality of service provided are key priorities for the Biffa contract.
- 8.2 The next 6 months will be a key period for the city to consider what the key priorities will be from the future collections model, which will also be shaped by the outcome of the English Resources and Waste Strategy (2018).
- 8.3 Tackling fly tipping and reducing littering is a key priority for the city. Significant efforts will be needed by all land managers to better protect the physical environment and work together with key partners and points of influence within the community to engage and educate residents, young people, and businesses. It is incumbent on all stakeholders in the city to tackle this issue and hold perpetrators of fly tipping to account.
- 8.4 Linking climate change to recycling behaviours and waste disposal choices, provides an opportunity to refocus resident and business actions. Increasing opportunities to educate young people through the Eco Schools programme will support these aims.