

**Manchester City Council  
Report for Information**

**Report to:** Neighbourhoods and Environment Scrutiny Committee – 19 June 2019

**Subject:** Progress Report: Activities to Tackle Flytipping

**Report of:** The Director of Neighbourhoods

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**Summary**

To provide members a progress report on activities to tackle flytipping.

**Recommendations**

To note the contents of the report.

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**Wards Affected:** All

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**Alignment to the Our Manchester Strategy Outcomes (if applicable):**

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
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 help 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	The services in the Neighbourhoods Directorate work closely with both residents and businesses to support them in improving the areas in which they live work and socialise.
A connected city: world class infrastructure and connectivity to drive growth	Reducing flytipping will reduce its impact on the city's infrastructure.

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**Background documents (available for public inspection):** None

## **1.0 Introduction**

- 1.1 Flytipping blights neighbourhoods and is a selfish act committed by a minority of unscrupulous individuals. Litter is waste in the wrong place and flytipping describes the dumping of waste in the wrong place and can be anything from a bin bag of household waste to larger quantities of domestic, commercial or construction waste. It impacts on residents' sense of wellbeing and can negatively affect the perception of a neighbourhood.
- 1.2 The creation of successful neighbourhoods is fundamental to the city's priorities for economic growth, improving resident's wellbeing and satisfaction with their area. Creating a cleaner city which is free of litter and flytipping is key to achievement of this aim. Feedback from residents, visitors and businesses show how passionately people feel about environmental issues.
- 1.3 There has been a significant shift in the public's awareness of environmental issues following the broadcasting of the BBC's Blue Planet series in 2017 and 2018. People are now starting to make the link between the impacts of the things they buy and get rid of, to the depletion of resources; harming wildlife the natural environment and ultimately contributing towards global climate change.
- 1.4 In February 2017, Department for Environment, Food & Rural Affairs (DEFRA) launched 'The Litter Strategy', which recognises the huge challenge litter (and flytipping) poses to the country. The paper sets out aspirations to reduce the impact of littering in all its forms and on all aspects of the environment.
- 1.5 In order to achieve Manchester's ambition to be a cleaner city, recycling more, with better-quality parks, green spaces and waterways; and play our part in limiting the impacts of climate change – the City recognised it needed a clear plan of action to affect a behaviour change. In March 2018, Manchester City Council and Keep Britain Tidy formed a partnership to deliver: 'Keep Manchester Tidy'. This overarching campaign will encourage residents, businesses and visitors to do their bit and deliver interventions for the various types of litter issues experienced across the City.

## **2.0 Background**

- 2.1 The Neighbourhoods Directorate brings together the services responsible for responding to incidents of flytipping and the work undertaken to reduce its occurrence through; engagement, education and enforcement. These services fulfil the Council's statutory duties in respect of ensuring flytipping is removed from public land, protecting the environment and ensuring that businesses and residents comply with a range of legislation to ensure that waste is disposed of correctly.
- 2.2 The city takes an Our Manchester approach to tackling flytipping, working on the principle that most residents and businesses in Manchester want to do the right thing. Through the work undertaken by the Neighbourhood Directorate and Keep Manchester Tidy (KMT) project; campaigns and events are being

delivered to raise awareness about the behaviours which constitute flytipping and the impact this has on the environment. This KMT campaign seeks to empower citizens and businesses to clean up their neighbourhoods and encourage others to do the same and dispose of their waste responsibly. Engaging with young people is key, they are passionate about the environment and managing waste correctly is an important message which can be taken home to family and friends. Sometimes people are not sure what they need to do and our approach to achieving compliance includes working with people and giving them the chance to get it right. However, when evidence is found linking a fly-tip occurrence to a business or individual(s) responsible - appropriate enforcement action is taken.

2.3 The teams which work collaboratively to deliver these services include:

- **Biffa** are responsible for responding to reports of fly-tipped waste on public land (as defined in the contract specification) on a proactive and reactive basis.
- **Waste, Recycling and Street Cleansing Team** are a Citywide support team which manage and monitor the waste collection and street cleansing contract, monitor waste and recycling disposal arrangements, deliver service improvement projects and deliver the Keep Manchester Tidy project
- **Neighbourhood Teams (NT)** – based within the three neighbourhood areas of North, Central, & South, the teams work collaboratively with other service areas to tackle flytipping hotspots through engagement and enablement activities with a range of stakeholders which make up the community.
- **Neighbourhood Compliance Teams (NCT)** – based within the three neighbourhood areas of North, Central, & South, the teams are responsible for waste compliance & enforcement across these areas. Their particular focus is resident & business compliance with waste disposal & recycling; untidy private land; visual disamenity of private buildings & land; and fly-tipping.
- **Environmental Crimes Team (ECT)** - responsible for enforcement support; prosecutions.
- **Neighbourhood Project Team (NPT)** - responsible for investigating incidents of flytipping in conjunction with Biffa and undertaking enforcement action against those who illegally dispose of their waste.

### 3.0 Progress Update:

3.1 Since the last update was provided to the Neighbourhoods and Environment Scrutiny Committee in October 2018, a great deal of work has been undertaken to get a detailed understanding of flytipping in Manchester.

- 3.2 Detailed analysis was undertaken by the Council's Performance, Research and Intelligence Team to examine the context of changes in the number of fly-tipping requests, looking into - source of reporting; enforcement activity, Biffa outcomes, geographic variance across the city and changes to the volume / type of waste tipped.
- 3.3 As part of the 'Keep Manchester Tidy' partnership, Keep Britain Tidy and Manchester City Council have worked together to carry out in-depth qualitative research to better understand why residents fly-tip in Manchester. The research aimed to gather insights to better understand the triggers and barriers to fly-tipping behaviour to inform the development of new interventions to reduce fly-tipping.
- 3.4 A Project Manager was recruited in October 2018 to deliver the 'Keep Manchester Tidy Project'. By having this dedicated resource, it has been possible to build on existing work undertaken by services within the Council, with residents and businesses to better link and co-ordinate efforts. As a result of this there have been a number of high-profile campaigns and events. Details of the most recent event is detailed in Caste Study 1 overleaf.
- 3.5 As part of this year's budget setting process The Treasurer and Executive agreed additional investment in 2019/20 to tackle flytipping (£500k). This additional budget will be used to fund additional Enforcement Officers who will be focused to undertake a programme of business inspections to ensure appropriate and sufficient arrangements are in place to dispose of commercial waste. Additional CCTV cameras will be procured and target hardening projects, where it is possible, design out flytipping hotspots by installing physical measures to deter fly-tippers. This funding will also support beautification projects and schemes to make it easier to clean passageways through re-surfacing.
- 3.6 A detailed review of student end of year waste removal programme has been undertaken and several new approaches will be taken this year to encourage those leaving the city to dispose of unwanted items responsibly. Significant work has been undertaken to link the impact of incorrectly disposed waste on the environment and local communities. The communications have focused on the enforcement action which will be taken if individuals do not comply. Work with landlords will also focus on their responsibility to ensure any waste left behind at the end of a tenancy or created as a result of property refurbishment - is disposed via a compliant route. Compliance Officers from across the service will support targeted monitoring and inspection of hotspot areas at key student departure weekends - to gather evidence linking fly-tipping to perpetrators and take enforcement action as appropriate. Over the summer period, there is traditionally a spike in fly-tipping of builders and refurbishment waste; the aim this year will be to reduce occurrences.
- 3.7 The passageway collection service will be reviewed this year. Three times more residual waste is collected from this property type than compared to a 4 bin household.

## Case Study 1: Great British Spring Clean

Thousands of people took to the streets of Manchester to join the fight against litter and fly-tipping, during this year's Great British Spring Clean.

Schools, businesses, organisations, community groups and individuals all answered the call from Keep Britain Tidy and Manchester City Council to help to keep their neighbourhoods clean, with more than 200 events taking place.

More than 500,000 people took part in the national Spring Clean, between 22 March - 23 April. In Manchester, more than 7,000 volunteers took part in over 200 events, using equipment provided by the council.

In north Manchester, schools came out in force to back the campaign, including Crab Lane Primary and St Augustine's Primary, who were featured on CBBC's Newsround. At Boggart Hole Clough, volunteers were encouraged to tackle litter and improve their physical health through a series of 'Fitterpicks'.

In the south of the city, volunteers from Wythenshawe Park, Alderman Rogers Park and the Wythenshawe Waste Warriors removed litter from Hollyhedge Bridge, while pupils from Rack House Primary School, Wythenshawe took part in a day of action at a local shopping district.

In central Manchester, staff from Marks and Spencer collected litter on a walking route from Exchange Square to Castlefield, while Cityco, the city centre management company, brought businesses together to tackle litter and grime on Oxford Street.

This year's Spring Clean officially closed in Manchester with an event on Shudehill, involving volunteers from MacDonald's, Crowne Plaza, NCP, NSL and the council, plus city centre residents.

Claire Benson, from Hulme, took part in two community events during this year's Spring Clean - a clean-up conducted by residents in the Britannia Basin area and a day of action with 30 Year 2 pupils from St Philip's Primary School.

Claire, who tweets as @littermum, said: "It's fantastic that so many people took part in the Great British Spring Clean this year. It shows that people really do care about litter and are ready to do something about it, given the opportunity.

"Meeting people at the events was really enjoyable and I hope we will see more clean-ups in the future, as a result of the new friendships which have been made.

"I'm a firm believer that taking part in events such as these is great for your mental health. It gets you outdoors, keeps you active and allows you to mix with your neighbours - all of which is vital for mental and physical well-being."

## 4.0 Getting rid of waste

4.1 The Environmental Protection Act (1990), places a 'duty of care' on all individuals (citizens and businesses) to dispose of any waste they create responsibly. Manchester residents have access to a range of refuse and recycling collection services collected at the kerbside or via communal arrangements. For larger household items which are no longer wanted, residents have several options:

- **Re-use and Charity Donations:** In Manchester a network of re-use organisations and charities, collect furniture from residents that can be used again. These include; The Mustard Tree (Ancoats); The Wesley (Hulme) and Tree of Life (Wythenshawe). Most supermarkets across the City also provide a range of recycling options including collections for textiles and shoes. At some of the larger apartment developments, building managers now also provide charity textile recycling containers as part of the communal waste facilities.
- **Bulky Collection Service:** A 'bulky' waste removal service is provided for removal of large household items (which are not suitable for re-use), via the Biffa collections contract. All residents are entitled to one free bulky collection per annum of up to 3 items – additional collections are chargeable (£27 for up to 3 items). Bookings for this service are provided on an appointment basis, within a 10-day SLA and can be made online: [manchester.gov.uk/bins](http://manchester.gov.uk/bins).
- **Tip Facilities:** there are 21 Household Waste Recycling Centres (HWRCs) or 'tips' across Greater Manchester which are free to use for all Manchester residents. There are 3 HWRCs located within the city's boundary: Reliance Street (Newton Heath & Miles Platting), Sandfold Lane (Levenshulme) and Longley Lane (Sharston). Residents can take unwanted household items and other domestic waste types to these facilities for recycling and disposal. Further details available at [recycleforgreatermanchester.com](http://recycleforgreatermanchester.com). From 1<sup>st</sup> June 2019, these facilities will be managed by Suez on behalf of Greater Manchester Combined Authority (GMCA).

4.2 **Business Waste:** Any waste that comes from a commercial activity is classed as business waste. Commercial waste collections are chargeable and do not form part of Business Rates. There are a wide range of commercial waste providers which offer a range of collection options for businesses.

- **Transporting business waste:** Some businesses choose to transport their own waste to a disposal point – for this to be legally compliant they require a waste carrier's licence. Registration is usually free if businesses are only transporting their own waste - otherwise registration costs £154 (<https://www.gov.uk/waste-carrier-or-broker-registration>).

- **Tipping facilities:** In addition to private commercial tipping facilities, businesses can tip at larger HWRCs (where there is a weighbridge facility); in Manchester this includes Longley Lane (Sharston) and Reliance Street (Newton Heath). The cost to tip varies dependent on material, the minimum charge for 'general' residual waste is £80.60 (half tonne). Further advice for businesses is available on the Councils webpages and direct.gov.

4.3 **Removal of Flytipping:** Biffa, are responsible for responding to reports of fly-tipped waste on public land (as defined in the contract specification). Reports of incidents are logged via the Councils webpages or by telephone / email to the Contact Centre. Requests are made by members of the public; businesses; other public bodies; Registered Providers and by Officers. These requests are logged on the CRM system and routed depending on the information provided. Some requests are passed for investigation to the Neighbourhood Compliance Team (NCT) if evidence is provided which may lead to the identification of the perpetrator, or if waste has been deposited on private land – in which case the relevant landowner is contacted. Most reports have insufficient information to pursue enforcement options and are passed to Biffa for removal – they are required to remove non-hazardous fly-tipped waste within 5 working days. There are some land types, which form part of the corporate estate and open green space network which are not included in the street cleansing contract with Biffa. These are managed by other service areas and are not included in scope of this report.

4.4 **Biffa Fly-tip Investigation Team / Neighbourhood Project Team:** Fly-tipped material is also removed proactively by Biffa's flytip investigation team. Biffa currently receive £182,000k, a variation to the main contract to provide a fly tip investigation team, who search through dumped rubbish to find evidence to link incidents to the perpetrator and then work together with dedicated Neighbourhood Project Compliance Team resource to pursue enforcement action (a further £218k). Prior to the creation of the Flytip Investigation Team, fly-tipping was collected via two set processes – 1) perpetrator known and person reporting issue willing to give a statement to that effect and 2) perpetrator unknown – waste to be removed (not searched for evidence). The Neighbourhood Project Team (NPT) was set up to bridge the gap between these processes. This arrangement has proven effective in driving an increase in enforcement action taken against perpetrators of flytipping. Since the initiative started in May 2016 to March 2019, a total of 11,960 fly-tip cases with evidence have been identified and as a result 12,256 Notices have been served and 639 successful prosecutions.

#### 4.5 **Biffa Performance & Achievement of SLA**

- The service standard requires Biffa to remove reported flytipping within 5 working days – unless the material is of a hazardous nature which requires a quicker response rate. The contractual KPI target for fly tipping requires Biffa to achieve the SLA at a minimum rate of 95%. During 2018/19 Biffa consistently achieved this SLA.



- 30,351 bulky jobs were requested in 2018/19 an increase of 11% compared to 2017/18 (27,045). This is a positive increase and shows that residents' awareness of the service is increasing. The increase is linked to the apartment project which saw the bulky service promoted to residents. The service standard requires a customer should be offered an appointment for collection on a day which falls within 10 working days (from date of booking). The flow of requests varies across the year with the peak number of jobs being logged in April – when the bulky count is reset to zero. Following issues early in the contract, Biffa have introduced a mechanism to respond to demand and ensure more appointments are available – performance did not fall below 96.1% during the period.
- The passageway cleansing programme has proven difficult for the contractor to deliver against the agreed SLA and this is an area of weaker performance. The programme is currently running around 6 weeks behind schedule and is an area which the contractor has been requested to make improvements. Some passageways are affected to a greater extent by fly-tipping, poorly managed commercial waste and low rates of recycling at communal waste facilities. This has led to delays in the cleansing programme as some locations are taking significantly longer to cleanse. A project has been commissioned to trial different approaches in small pilot areas to review the factors which are leading to a faster rate of deterioration of passageways in some parts of the city.

## **5.0 Key Flytipping Statistics**

- 5.1 For the 2017/18 year, Manchester dealt with 17,497 fly-tipping incidents. This represented a decrease, following an increase in 2016/17 which saw Manchester rank 3<sup>rd</sup> in rates of fly-tip incidents for Local Authorities (LA) in England. Following a reduction in incidents in 2017/18, Manchester ranked 8<sup>th</sup> – as shown in Table 1 overleaf. The ranking information for 2018/19 will be available in Qtr 3 2019/20.

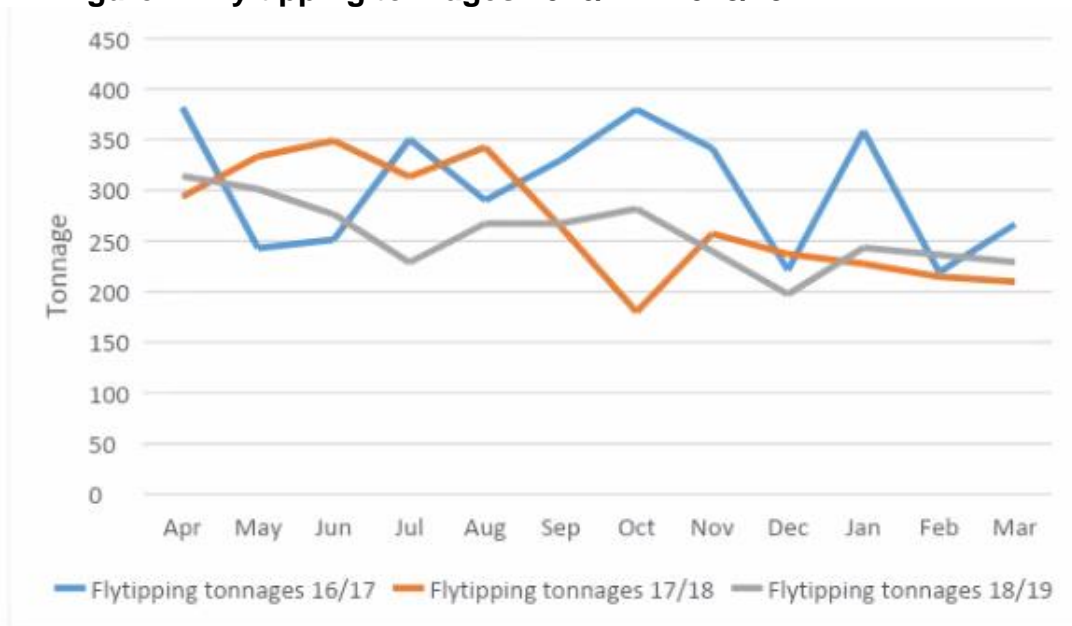
**Table 1: Fly-tipping – LA Performance Table (2017/18)**

LA Name	Region	Total Incidents 17/18	16/17 rank
Leeds	Yorkshire and The Humber	26831	11 <sup>th</sup>
Haringey	London	23549	2 <sup>nd</sup>
Liverpool	North West	20576	6 <sup>th</sup>
Croydon	London	19198	4 <sup>th</sup>
Hammersmith and Fulham	London	18652	12 <sup>th</sup>
Brent	London	18609	9 <sup>th</sup>
Northampton	East Midlands	18393	8 <sup>th</sup>
Manchester	North West	17497	3 <sup>rd</sup>
Hounslow	London	17063	5 <sup>th</sup>
Birmingham	West Midlands	15993	13 <sup>th</sup>

Source: Waste Data Flow

- 5.2 Figure 1 shows that fly-tipping tonnages have fallen from an average of 302 tonnes per month in 2016/17 to 256 tonnes per month in 2018/19; a 15% reduction.

**Figure 1: Fly-tipping tonnages 2016/17 - 2018/19**

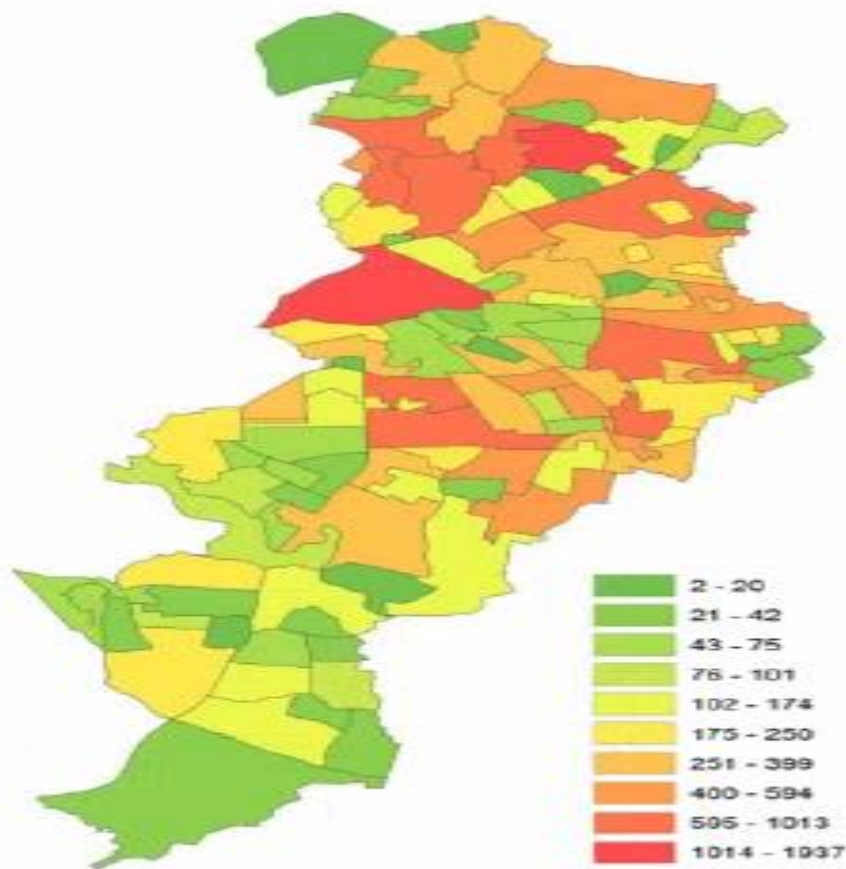


Source: Weighbridge data – Redgate Holdings

5.3 A detailed analysis of flytipping was undertaken for the period November 17 – October 2018.

- Fly tipped waste the size of a small van and transit van load are by far the biggest reported sizes. However, in the previous 12 months both sizes have declined, -8% and -1% respectively. In contrast, waste the size of a car boot load (+282), significant/multiple loads (+234) and single black bags (+206) have all risen. Officials statistics from the Defra show “significant [or] multi-loads” of waste in 17/18, increased of 43% on the previous year’s total of 10,120.

**Diagram 2** Shows requests for flytip removal across the city



- The analysis showed that fly tipping requests are highest across the City Centre, Cheetham, Moston Lane, Openshaw and Fallowfield. The lowest requests come from non-residential areas, as well as Wythenshawe in general.
- Fly tipping requests in the City Centre have increased as a result of proactive reporting from MCC officers. Reports from officers have more than doubled from 310 to 747 and issues relating to commercial waste has risen 61%. Requests from residents have fallen -24% (-72) compared to the previous year.

- Across the city reports from residents make up the biggest proportion of fly tipping requests. However, reports from registered providers and MCC officers have been increasing. MCC officers have become increasingly proactive and the number of reports has risen year on year. Between Nov 14 –Oct 15 and Nov 17 – Oct 18 reports have almost doubled (+80%).
- Although low in count commercial waste has risen 24% (+548) in the last 12 months, whilst household and other waste has declined, -1% and -9% respectively. Fly tipping described as building waste is up 10% on a year ago.

## 6.0 Key Findings from Qualitative Research (May 2019)

6.1 The research was undertaken by Keep Britain Tidy, using focus groups with residents from each of the North, Central and South areas of the city. Where possible, they were recruited from fly-tipping hotspot locations, as identified by data provided by the council. All the focus group participants had fly-tipped unwanted items or waste over the past year, as this was a requirement for participation in the research. The first draft of the research is currently being reviewed and assessed by Officers.

6.2 The research identified the following drivers of fly-tipping:

- *There is an expectation that fly-tipped items will be collected quickly and without repercussions – the suggestion is that existing systems and processes are creating unintended consequences.*
- *There is a lack of understanding of what behaviours constitute fly-tipping*
- *There is a lack of understanding about the impacts of fly-tipping (and the Councils waste collections services)*
- *Fly-tipping is often motivated (or excused) by a perception of ‘helping someone out’*
- *Limited awareness of Householders Duty of Care*
- *Residents use communal containers to dispose of excess waste when their wheelie bin is full.*
- *There is extensive use of the ‘scrap man’ to dispose of unwanted white goods – but little awareness of how these are being disposed of and what happens to unwanted components of such items.*
- *There is wide awareness of the city’s approach to enforcement, support for fining fly-tippers but recognition that for some the cost of the fine is cheaper than compliantly disposing of the waste.*
- *There are opportunities for residents to recycle more – there is some confusion about the systems in place.*

6.3 This research will be made available to scrutiny members once finalised, together with an updated action plan to incorporate recommendations from Keep Britain Tidy.

## 7.0 Next Steps:

7.1 Fly-tipping remains a constant challenge for the city, an ever-evolving issue and one which there is no simple remedy for. Across the city fly-tipping varies significantly in terms of material fly-tipped, size of deposit and location. In developing interventions, it is important to understand this variance and use an evidence-based approach to understand why people are flytipping and review systems, processes and communication material in response to this. Working collaboratively with other agencies and partners to deliver a wide range of interventions will help the city towards achieving its aims to reduce the number of incidents. In order to develop campaigns and interventions which are effective, Officers will need to work closer with residents to co-design solutions. During the recent Keep Manchester Tidy Task & Finish sessions, representatives from the community expressed a desire for the Council to be more inclusive in their approach to addressing fly-tipping and other issues which affect neighbourhoods.

- Continued collaboration with Registered Social Landlords and housing companies.
- Focused work with Private Landlords to ensure tenants understand how they use domestic waste collections and that they dispose of any waste at the end of tenancies responsibly.
- Support the GMCA Task & Finish group to review HWRC tipping arrangements.
- Customer Journey Mapping of existing flytipping and bulky processes to understand if current business rules are creating unintended consequences and consider research feedback to improve bulky service.
- Workshop with residents / community representatives who participated in the GB Spring Clean to review flytipping interventions.
- Utilise the £500k investment to install physical interventions and surveillance measures to deter fly-tipping at persistent hotspots – to include measures such as additional CCTV cameras, bollards and barriers. Additional compliance officers to work with businesses to ensure they are complying with their responsibilities to manage compliant disposal of business waste and ensure they are taking responsibility for litter related to their premises and land.
- Using the insights from the KBT research and PRI analysis a focussed campaign, which is specific to challenges faced across the city, to be developed in collaboration – through the ‘Keep Manchester Tidy’ partnership. This will need to focus on what behaviours constitute flytipping and what compliant routes exist to dispose of all waste types.
- Continuing to investigate fly-tipping in alleyways and educate and enforce on the perpetrators of alleyway dumping.
- Ensure the linkages between incidents of flytipping are considered as part of the passageway container improvement project.
- Work with Biffa and other services within Neighbourhoods Directive to trial a different approach in passageways to support the development of a more effective passageway cleansing programme.