

## **Manchester City Council Report for Information**

**Report to:** Neighbourhoods and Environment Scrutiny Committee – 9  
October 2019

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

**Report of:** Strategic Director Neighbourhoods

---

### **Summary**

To provide the Scrutiny Committee an update report on progress in delivering waste, recycling and street cleansing services. This report will include information on the following areas of activity:

- Data at a ward level on cleansing;
- Data at a ward level regarding levels of rubbish collected and levels of recycling collected;
- The approach to the removal of side waste;
- The approach to weed control;
- An update on the impact of the apartment service changes;
- Biffa bin bag collection points;
- Biffa cleaning schedule;
- Assessment and response to 'companies' collecting waste and offering to dispose of at a charge to residents then flytipping it;
- The work of local Housing Associations to promote recycling and reduce waste with their tenants;
- Container Bin reset;
- The use of agency workers and the Biffa contract;
- Leaf clearing programme and cycle lane cleaning / sweeping.
- An update on the work with Universities / landlords to address issues of increased waste from student houses at the end of term; and
- Detail of fly tipping at a ward level, listed highest to lowest ward and compared to the previous year, what we are doing to reduce fly tipping
- Latest recycling figures for 4 bin households, broken down by ward, if possible, and latest recycling figures for flats and apartments too.
- Report on alley cleaning across the City and how we are holding Biffa to account on their service contract for this issue in many wards.

### **Recommendation**

To consider and comment on the content of 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. Proposals to review the waste collection fleet in-line with this target could secure significant carbon reductions if a viable business case can be developed.

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 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	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 fly tipping will reduce its impact on the city's infrastructure.

**Contact Officers:**

Name: Heather Coates

Position: Strategic Lead: Waste, Recycling and Street Cleansing Services

Email: [h.coates@manchester.gov.uk](mailto: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

The Manchester Strategy (2015)

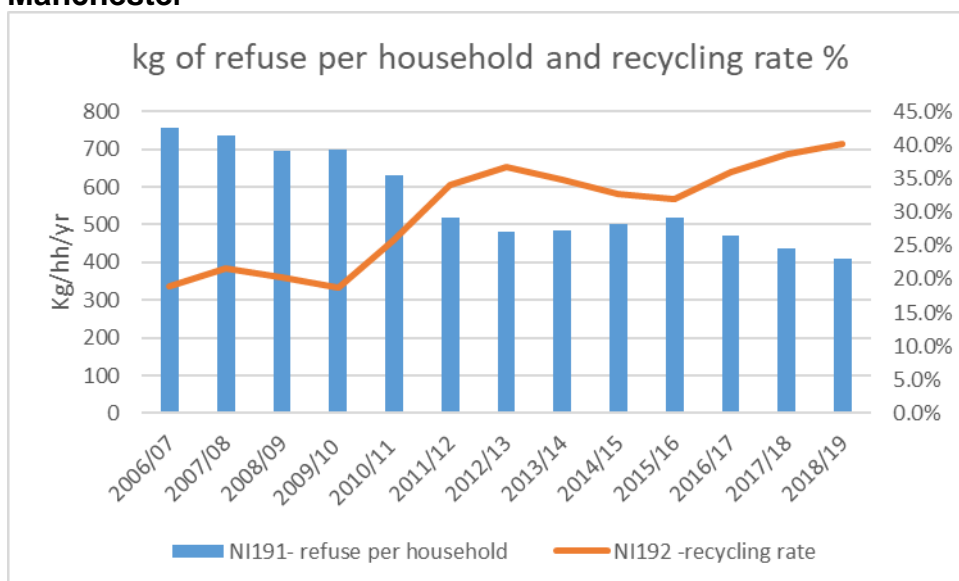
Student Strategy (2009)

State of the City (2018)

## 1 Introduction

- 1.1 Following the Councils declaration of a 'climate emergency' in July 2019; there is a growing momentum amongst Mancunians to be more ambitious in our effort towards achieving the city's target to become zero-carbon by 2038. Residents are starting to make the connection between the things they buy and throw away; and an increasing recognition that by recycling more and wasting less - everyone can contribute towards achieving this.
- 1.2 The City continues to make impressive progress to increase recycling and reduce residual waste arisings (40% overall in 2018/19), as shown in the table below. Improvements in apartment recycling during 2018/19 has on average doubled recycling rates for this property type to 20%. Manchester's recycling performance remains one of the highest amongst the Core Cities. During 2019, the city has embarked on what is believed to be the most comprehensive testing of an electric rubbish collection vehicle (RCV). As part of the city's commitment to reduce its carbon footprint and improve air quality, the fleet is being reviewed to assess potential for an initial tranche of the diesel RCVs to be replaced in 2020 with an electric alternative.

**Table showing historical refuse and recycling rate per household in Manchester**



- 1.3 Following the signing up of the UK to the EU Circular Economy and the impending impact of Brexit, the direction of England's waste strategy remains unclear. This is despite the much-awaited publication of the 'Our Waste, Our Resources: A Strategy for England', Resources and Waste Strategy on 18<sup>th</sup> December 2018. Four consultations on the proposals detailed within the strategy, were released on 18th February 2019 covering: Packaging Tax; Extended Producer Responsibility (EPR); Deposit Return Scheme (DRS); and Consistent Collections. A further consultation on more detailed proposals are anticipated in 2020.
- 1.4 The Litter Strategy for England, published in April 2017, set out the governments ambition to reduce the impact of littering on all aspects of the

environment. As part of the strategy, a baseline of performance across England's Strategic Road Network was measured to understand the current situation. In September 2019, Officers received the results of DEFRA's road cleanliness survey for Manchester – which confirmed streets received a passing grade (Appendix 1). The results of the citywide Local Environmental Quality Report show that street cleansing regime across the city is effective and standards achieved are acceptable (further details in section 7.)

- 1.5 A significant aim of the Litter 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'. This 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.
- 1.6 Working together to achieve a cleaner city is vitally important to protecting the local environment in Manchester. This year saw an overwhelming response from residents, young people, businesses and partners to the Great British Spring Clean - with more volunteers than ever taking part in clean up events. Additional investment in bin infrastructure, fly tip prevention and intervention measures will build resilience for further improvements to be made.

## **2 Background**

- 2.1 Waste and Recycling (collection and disposal) is the largest budget area for the Neighbourhoods Directorate. Significant savings targets (£4.5m) were set to be achieved within the current three-year budget plan. These savings are on track for delivery - helping to protect other valued Council services.
- 2.2 In 2016 the 9 Greater Manchester Authorities, who contribute to the waste levy, agreed to cease the 25-year PFI contract (in year 9) with Viridor Laing - via a negotiated settlement. The procurement for a replacement waste and disposal operator was concluded earlier this year and the contract with the new operator (Suez) commenced in June 2019. This arrangement has secured significant savings for Manchester ensuring achievement of the £2.4m savings target (2019/20).
- 2.3 Whilst significant progress has been made in increasing recycling rates and reducing the levels of residual waste over the last ten years, this work is ongoing with the focus now on improving the areas of lowest performance - now that the easier wins (4 bin service to 157k households) have been secured. During 2018/19, the service focused investment in recycling facilities for the apartment sector (60k households) and review residual capacity in-line with 4 bin households. The recycling rate has now increased from 10% to 20% overall in this sector. In 2019/20 and 20/21 the focus will be to improve recycling capture and quality from passageway properties with shared containers (15k households) and reduce the amount of residual waste (currently 3 times more than 4 bin households).

- 2.4 The quality of recycling collected across the city remains a concern - particularly the pulpable stream (blue bin). Low prices and volatilities in both the EU and international paper recycling market are putting the whole of UK's paper recycling sector under strain. This is a consequence of the significantly tighter quality restrictions which have emerged in China and other Asian countries over the last two and a half years. 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. Improving the quality of material collected remains a priority for 2019/20 and beyond.
- 2.5 As part of the 2019/20 budget setting process the Executive approved additional investment to tackle fly tipping (£500k). This has been used to fund additional Enforcement Officer posts (officers in post since July 2019) to undertake a programme of business inspections to ensure appropriate and sufficient arrangements are in place; investment in additional CCTV cameras; target hardening projects - to design out fly tipping hotspots by installing physical measures to deter fly-tippers and supporting environmental improvement projects (further detail in section 10).
- 2.6 Due to ongoing growth across the city and the resultant increasing numbers of households, additional costs are expected to provide the increased capacity within the waste collection/disposal service. Initial indications are that the annual costs of collection will increase by around £0.510m due to an increase in the number of collection rounds required.
- 2.7 It is expected that following further consultation during 2019, details of the proposed mandatory changes in the Waste and Resources Strategy (2018) will be confirmed in early 2020. The government has indicated that additional funding would be available to support mandatory changes to collection services - which are targeted for introduction in 2023. The most significant of which is the proposed requirement to provide a weekly food recycling service, currently food and organic waste are collected together in Manchester - weekly during the summer and fortnightly during the winter. Additional food collection receptacles and collection vehicles / crews would be required if this change is mandated and this is currently estimated to cost around £1.4m per annum.

### **3 Biffa Contract**

#### **3.1 Background**

- 3.1.1 Following a detailed procurement, the Biffa contract commenced in July 2015 and is now in year 5 of delivery. The first break clause is in 2023. 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.

- 3.1.2 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.
- 3.1.3 The contract allows for deductions to be made via the Price Performance Model (PPM). Member have previously received the detail of this model and how it is applied. In year 4 application of the PPM resulted in £34,100 deductions.
- 3.1.4 In year 5 the challenge remains for Biffa is to deliver a consistent level of service across the City. There is evidence of smarter working in parts and adoption of technology to improve efficiency and accountability is having a positive impact on service standards achieved.

## **3.2 Delivery of the Contract**

### **Staffing**

- 3.2.1 Biffa settled a long-standing staff dispute during 2019, through negotiation with their workforce and Trade Unions. The issue which pre-dated the contract with Biffa, related to waste collection staffs' pay, terms and conditions; of which there are several variations - making it difficult to find a solution which was acceptable to all parties. This brings about much needed stability to this element of the workforce where there was a risk of industrial action should a resolution not have been found.
- 3.2.2 Biffa use agency workers for a variety of reasons including cover for sickness, unplanned holidays, seasonal to cover the increased organic collections and to backfill permanent staff who support the weed removal programme (seasonal). All staff are paid Manchester Living Wage when they start - increasing after the 13-week qualifying period to match the permanent rate of pay. Agency staff have access to workplace pensions with their employer, holidays, training and full PPE is provided to staff. As part of Biffa's selection process for agency suppliers, companies must be compliant with Biffa's Modern Slavery policy. Suppliers are regularly audited by Biffa to ensure compliance. Following discussion at NESC in October 2018, Members raised concerns about Biffa's practice of using 'standby staff', in response Biffa reviewed the arrangement and have now ceased this practice. Biffa have also confirmed that there are no 'zero hour' contracts in place.

### **Health & Safety**

- 3.2.3 Due to inherent dangers posed to members of staff working in waste and street cleansing operations, managing staffs' health and safety is a key priority

for Biffa and the Council. Biffa's health and safety systems and practices were reviewed during 2019 by the lead Health & Safety Officer for Neighbourhoods and reported compliance in all areas. Health & Safety is a standing agenda item at the monthly PCMG meeting and the quarterly Strategic Board meeting.

### **Social value (SV)**

- 3.2.4 Biffa's bid included a detailed social value plan which they provide a monthly progress update to the PCMG meeting. The SV updates from June – August 2019 are included in Appendix F.

### **Fleet - Key Updates**

- 3.2.5 **Sweepers:** During 2019 the small mechanical sweeper fleet has been replaced (Johnstone Sweepers). The new sweepers are much more efficient, delivering higher standards of cleanse and meet the highest vehicle standard Euro 6. The vehicle includes updated software and front and rear cameras which provide critical intelligence to Biffa about the standard of cleanse achieved and the rate of deterioration between cycles. This is supported by a re-negotiated maintenance contract which provides improved SLA response for repairs and back up sweepers to ensure the required number of sweepers are always available.
- 3.2.6 **RCVs:** Earlier this year three RCVs were replaced with Euro 6 standard models (current highest RCV standard). A large proportion of the RCV fleet are now quite aged and are the Euro 5 standard.
- 3.2.7 **Electric RCV:** Discussions are underway to consider the replacement options for the remaining RCV fleet which is now due to be replaced – this includes a business case submitted by Biffa and their vehicle partner Electra, to replace 27 Euro 5 models with electric RCVs. This follows the successful trial of an electric RCV for the last 7 months, which has been tested across a range of collection rounds by several of Biffa's drivers. Whilst the EV RCV is around double the cost of a standard RCV, over the life of the vehicle, significant savings will be achieved from fuel savings – which will cover a significant proportion of the investment. As this technology is in its infancy there are some risks associated with the life span of the battery, but the manufacturer guarantees the first 5 years and replacement of some of the cells down the line are factored into the costings. This project is dependent on the city ensuring electric charging infrastructure is available at Longley Lane Depot and Hammerstone Road Depot – which is not without its challenges. There is currently a government grant available for electric HGVs up to £27k per vehicle for the first 200 ordered and £8k per vehicle thereafter. If the business case proves viable, replacement of diesel RCVs with an electric model will release significant carbon reductions and contribute to a reduction in nitrogen dioxide levels. The Energy Savings Trust are currently supporting Officers to review the viability of the EV Business Case. It is expected that a preferred option will be confirmed by the end of the year.

### 3.3 Service Specification

- 3.3.1 The Biffa service specification was discussed in the report presented to NSEC, October 2018. All elected members have been issued a copy of the 'Service Specification' and provided with copies of relevant service schedules.
- 3.3.2 The standards of street cleanliness and refuse collection are described in the UK Code of Practice for Litter and Refuse (CoPLAR), published by DEFRA, 2006. The Code of Practice uses a grading system (A-D) to measure street cleanliness and provides a description and visual example for each grade. Until 2010, all LA's were required to complete street cleansing surveys and submit the results to DEFRA this was known as the National Indicator 195 (NI195). As a result, from 2010-16, Manchester did not collect any NI195 data. The CoPLAR guideline is available online:  
<https://www.gov.uk/government/publications/code-of-practice-on-litter-and-refuse>
- 3.3.3 The City's street cleansing service specification was developed in line with guidelines set out in CoPLAR. This follows the grading system as defined in the COPLAR, Grade B is the minimum standard in Manchester. The contract specification requires that a defined land type must be assessed at a Grade B or higher – if standards fall below this there is a rectification period in which Biffa are required to take appropriate action. The rectification period is a sliding scale dependent on land type – for example 2 working days for arterial roads centre and 5 working days for a residential area. The table below sets out the required standard by land type and the rectification period

**Table showing service output required by land type**

Area Type		Requirement
A	City Centre	Cleansed routinely during key operating hours of 06:30 hrs and 20:00 hrs (must be clean by 08:30 hrs)
B	District Centres	Cleansed routinely during key operating hours of 06:30 hrs and 20:00 hrs (must be clean by 8.30 hrs)
C	Neighbourhood Centres and Shopping Parades	Returned to standard within 1 working day
D	Arterial Routes	Returned to standard within 2 Working days
E	Residential Areas	Returned to standard within a week of the last clean or 72 hours of area becoming unclean

- 3.3.4 The Waste Collection Service standards are available on-line:  
[Manchester.gov.uk/recycling](http://Manchester.gov.uk/recycling).



### **3.4 Contract Monitoring**

- 3.4.1 A key principle of the contract is that responsibility for day-to-day management and performance measurement of the teams on the ground - lies with the Contractor. As such the client monitoring team is relatively lean. The governance arrangement includes regular meetings with the Neighbourhood Teams, Compliance and other stakeholders as appropriate. These Officers provide critical local intelligence about service delivery and work with Biffa to address issues which affect their ability to deliver the service.
- 3.4.2 Biffa are responsible for resourcing and planning a schedule of work that can provide and maintain the cleansing standards required. The specification does not define the method that should be employed to achieve the required standard of cleanse, nor does it define a frequency of service required. The schedule forms the basis for the Contractor's proactive scheduled street cleansing activity and reactive work.

### **3.5 Monitoring Performance**

- 3.5.1 The Contractor is required to demonstrate that they are measuring performance and meeting the service standards set in the contract. Biffa use NI195 style surveys to assess street cleansing standards following cleanse. They also undertake an 'intermediate assessment' between cleanses to assess how clean an area is and determine if additional cleansing is required to meet the service standard. The NI195 survey information provides a genuinely representative assessment of the standards being achieved across the whole contract area and allows historic performance to be compared on a like-for-like basis.

In line with the requirements set out in CoPLAR, the city has developed a client monitoring system, to measure performance across land types and at different points in the cleansing cycle. The Contract Monitoring Officer is responsible for assessing the standard of cleanse and quality of services provided by Biffa. Street cleansing inspections are undertaken across the City on a random basis and without prior knowledge of the Contractor. Officers use the same methodology when monitoring Biffa's performance, example report provided overleaf in Appendix B. Assessments are also completed for reactive requests for service. As and when problems are found for either, remediation requests are submitted to Biffa for action. If these remediation requests are not completed within a set timescale, the 'fault' will be recorded and included for assessment in the monthly PCMG meeting and measured against the Price Performance Mechanism (PPM). If the Contractor's performance does not meet the required Key Performance Indicators set out in the PPM, financial penalties are incurred.

- 3.5.2 CoPLAR suggest it is good practice to periodically undertake an independent assessment of the environmental quality, across different land types. In Manchester this was undertaken by Keep Britain Tidy (KBT), an independent litter charity, in August 2018 and again in August 2019. A citywide assessment was undertaken by surveyors from the organisation using the NI195

methodology to measure Litter, Detritus, Graffiti, Staining, Weeds, Leaf and Blossom fall and Fly posting. Transects of different land types were undertaken in every ward of the city. Surveys are undertaken without knowledge of the service standards or schedules in place. Biffa have no prior knowledge of where surveyors intend to assess standards.

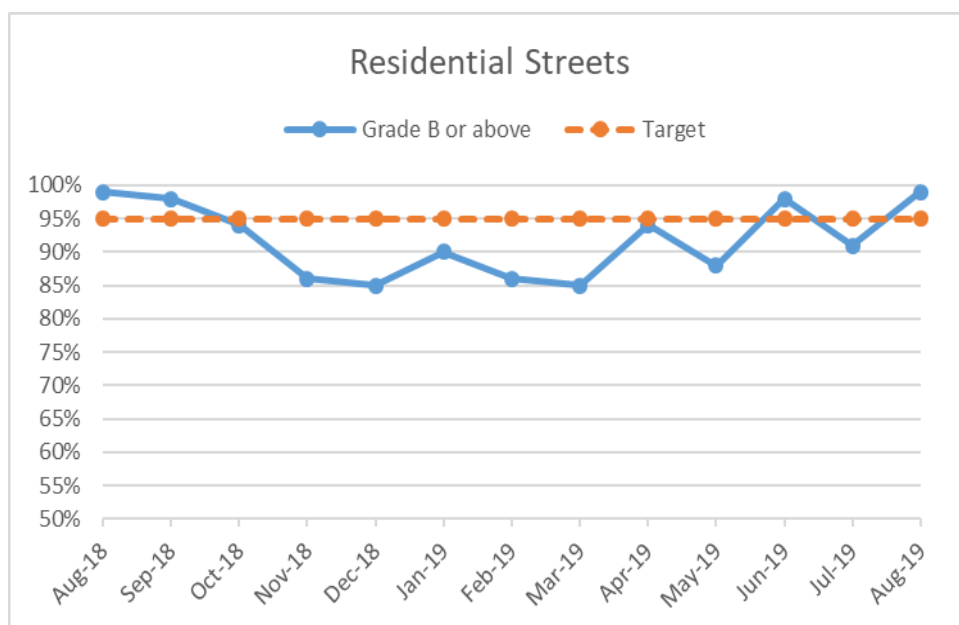
### 3.6 Contract Performance - Street Cleansing Services

- 3.6.1 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). The contract and this system require a robust inspection regime 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.

#### Residential Streets

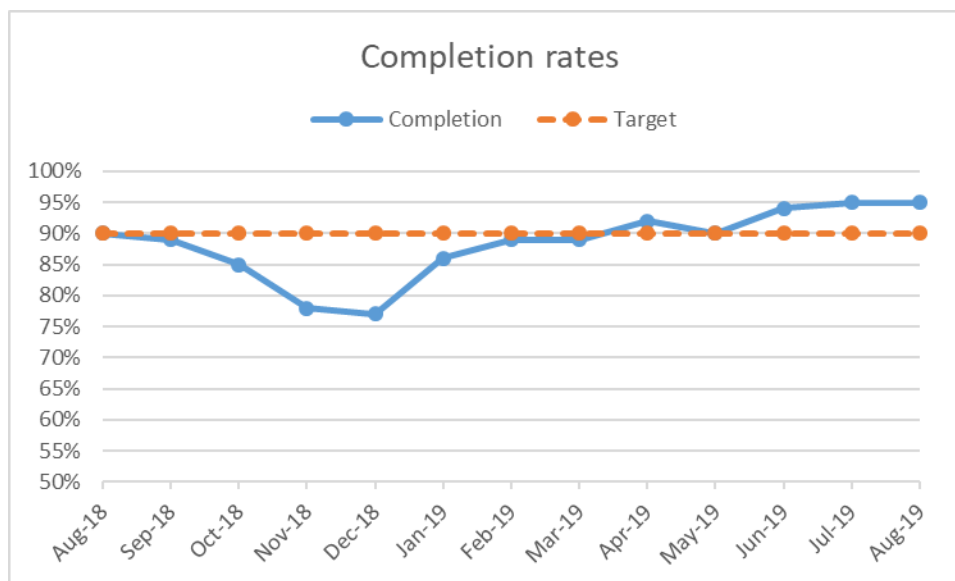
- 3.6.2 The graph below shows that Biffa's performance dipped in Qtr 3 and Qtr 4 2018/19. Performance reduced during the transfer of street cleansing sweepers in Qtr 4 2018/19 to the replacement fleet. Officer's inspections have also shown a disparity in the standards being achieved across the city – which has led to a reduction overall in the standards achieved. Analysis has shown that survey scores in the south area consistently met the target (95% achieving Grade B or above). Officers are encouraged that Biffa have focused on operational delivery in the north and central areas and street cleansing standards are improving as a result.

**Graph showing results of MCC NI195 Inspections (residential streets)**



- 3.6.3 Completion rates reduced in Qtr 3 and Qtr 4 (2018/19) and were below the target rate (90%). The contractor's performance has been on an upward trajectory in Qtr 1 and Qtr 2 (2019/20) – exceeding the target rate in the last period. The average completion rate is now much higher than pre-improvement plan levels – which in some wards were below 50%. Prior to the establishment of the Biffa contract the Council did not have a monitoring system in place and there was very limited management information available with only service requests captured on CRM available as a measure

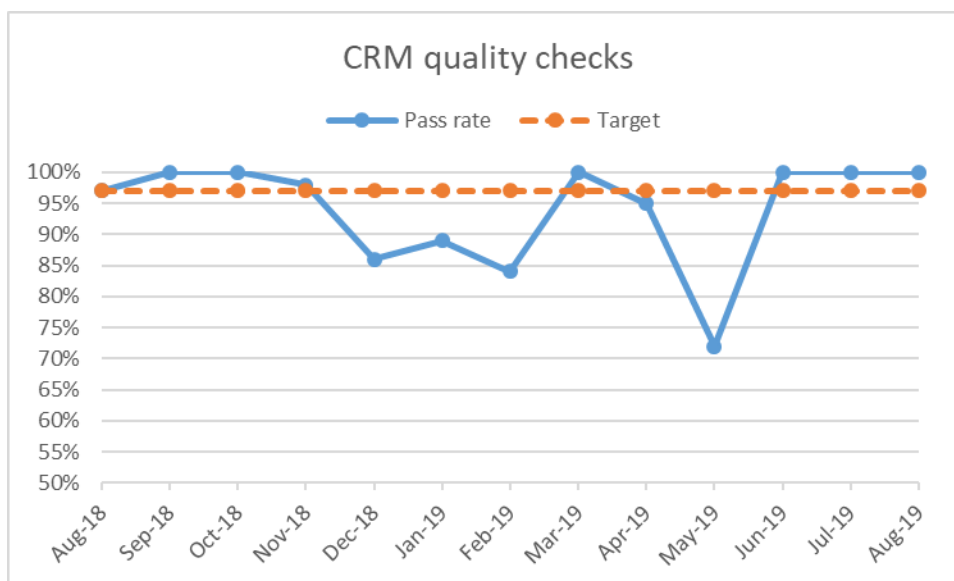
**Graph showing street cleansing completion rates**



### **Reactive**

- 3.6.4 For the majority of last year, Biffa have maintained satisfactory performance levels in their CRM job management – mostly meeting targeted levels. This was a particularly weak area during the early part of the contract and is now much improved. Officers monitor the number of 'Original Jobs Not Done' OJND's logged for the main requested services. The significant dip in performance in May 2019 was investigated by Biffa and related to back office administration issues – this has since been resolved.

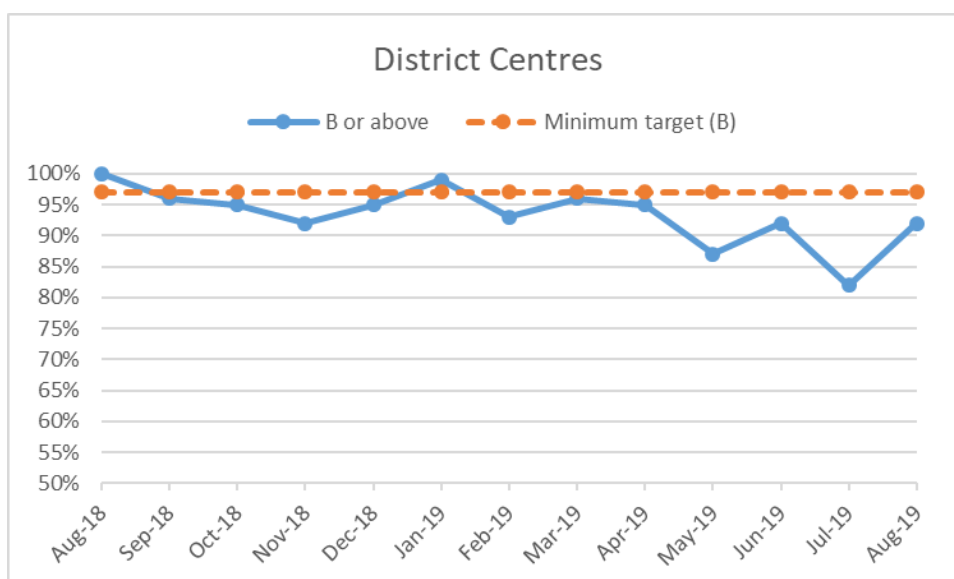
**Graph showing results of MCCs quality checks of requests for service (dust, litter & dirt issues)**



## District Centres

- 3.6.5 The standard of cleanse in District Centres has dipped in parts of the city, poor scores in Cheetham and Longsight are adversely affecting the average score for this land type. Officers are broadly satisfied that standards are being achieved in other District Centres. Biffa have been tasked to focus improving their performance in these areas.

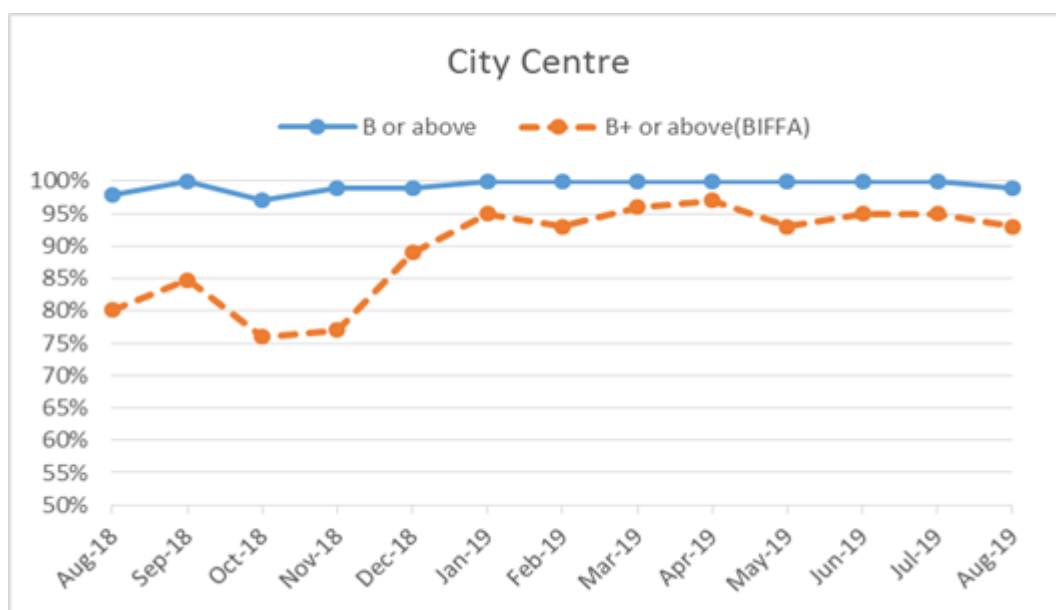
**Graph showing the results of MCC cleansing assessments of District Centres**



## City Centre

- 3.6.6 City Centre inspections have shown a steady improvement in the number of streets being graded at B+ since January 2019 – which is also reflected in MCCs assurance inspections. Biffa have worked to drive improvements in the city centre and are working with Officers on ways they can further improve the service. There is increasing evidence that more detailed cleaning is being undertaken, the time released by the smart litter bins should further improve this.

### Graph showing results of cleansing assessments in the City Centre



### Residential Scheduled Cleansing Frequency

- 3.6.7 In the north and central areas of the city, the scheduled street cleansing is undertaken on a fortnightly basis to meet demand. In the south wards the frequency is three weekly. As detailed in section 3.5.1, 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 what is expected. The rate of deterioration in some parts of the city is very challenging even with a two-weekly cleanse.
- 3.6.8 The table below shows an overview of street cleansing requests received by Biffa, over the last 12 months, grouped by ward. There is a strong correlation between areas of high footfall and numbers of requests made. At the beginning of the reporting period, there were some challenges experienced in Old Moat and Fallowfield – particularly over the weekends when streets deteriorated below the expected standard. Biffa have adjusted the operational approach in this area and improvements have been seen.

**Table showing number of street cleansing requests received by Biffa, grouped by ward and including the main scheduled cleansing frequency. (July 2018 – August 2019)**

<b>Rank</b>	<b>Ward</b>	<b>Street Cleansing Requests</b>	<b>Main Cleansing Schedule</b>
1	Piccadilly	809	Daily
2	Deansgate	635	Daily
3	Cheetham	615	Fortnightly
4	Rusholme	578	Fortnightly
5	Harpurhey	522	Fortnightly
6	Miles Platting and Newton Heath	413	Fortnightly
7	Moston	360	Fortnightly
8	Crumpsall	357	Fortnightly
9	Gorton & Abbey Hey	357	Fortnightly
10	Moss Side	352	Fortnightly
11	Old Moat	350	Three Weekly
12	Levenshulme	331	Fortnightly
13	Withington	304	Three Weekly
14	Ancoats & Beswick	302	Fortnightly
15	Clayton & Openshaw	283	Fortnightly
16	Hulme	277	Fortnightly
17	Longsight	277	Fortnightly
18	Higher Blackley	274	Fortnightly
19	Ardwick	273	Fortnightly
20	Charlestown	240	Fortnightly
21	Burnage	222	Three Weekly
22	Chorlton Park	213	Three Weekly
23	Baguley	180	Three Weekly
24	Fallowfield	156	Three Weekly
25	Whalley Range	156	Three Weekly
26	Woodhouse Park	153	Three Weekly
27	Brooklands	136	Three Weekly
28	Chorlton	134	Three Weekly
29	Northenden	133	Three Weekly
30	Sharston	116	Three Weekly
31	Didsbury West	105	Three Weekly
32	Didsbury East	88	Three Weekly

### **3.7 Passageway Service**

**3.7.1 Passageway Cleansing:** The service standard requires that all passageways which are included in the contract specification should be cleansed every 12 weeks. This area of the service has proven very challenging for Biffa and perceptions of the service are poor. Unfortunately, this land type, in some parts of the city, is affected by significant levels of fly tipping. The surface of passageways also varies significantly which can further impact Biffa's ability to complete the cleanse. Officers have tasked Biffa to make improvements in this area.

**3.7.2 Passageway Container Collection Monitoring:** In response to concerns raised by Officers and Members about the standard of service being provided for this collection type, the Contract Monitoring Officer has undertaken random checks following collection. This has shown that over the last 12 months 92% of passageway containers were emptied to the correct standard.

**3.7.3 Passageways Communal Container Cleansing Programme**  
Over the course of the last 12 months, Biffa have washed all communal containers located in passageways – this is year 2 of the programme. This exercise will now be repeated on an annual basis. Contamination of communal recycling containers remains a challenge in some passageways.

**3.7.4 Passageway Container Service Improvement Programme:** As discussed at NESC in October 2018 and previously, the next focus for service improvement is the passageway container service. This covers 850 sites serving 15,500 properties across the city. As part of this work Officers will assess whether each site is still in the best position, whether individual bins would be a better option and whether each street has the correct capacity and collection frequency for their refuse and recycling. Officers will work 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.

**3.7.5** As part of the programme, bin infrastructure and frames will be upgraded. Over the summer, a successful trial was completed in Fallowfield of a new-style recycling container that reduces contamination and a new low-profile locking post, which reduces litter traps and makes cleaning around container sites more efficient. Officers are now in the process of procuring the groundwork required for cobbled sites -and scheduling work across the 16 wards in Manchester with shared passageway waste and recycling sites. The programme will begin with sites where the surface of the passageway does not require any remediation works, followed by sites that need groundwork in the new year. There is significantly more preparatory work to do at sites that require groundwork, including co-coordinating work with other highways projects, with landowners and homeowners and procuring and programming the services required. Members have received detail of the plans for their ward.

### **3.8 Litter bins and bag collection points**

- 3.8.1 There are over 2500 litter bins located across the city, 750 of which are in the city centre. The service standard requires that no litter bin should ever be full, and bins should be well maintained. This area of the service remains a challenge for Biffa. Currently performance is measured using data collected from CRM and from spot checks undertaken by the Contract Monitoring Officer.
- 3.8.2 Officers have supported Biffa to investigate how a more robust management system can be implemented to drive improvements in the service. Following the trial of 'bin sensor' technology in 2016/17. Biffa have focused on developing the QR code technology, together with Officers and the software developer. The aim remains to develop an asset map of the litter bin network across the City. The QR codes will be placed on every litter bin and can be scanned by operatives to confirm when the bin has been emptied and record bin fill levels. This will help Biffa to build up intelligence about the rate litter bins are filled across the City and develop a schedule to ensure they are emptied at a frequency to match known demand. The technology can also be used to record when bins are found to be damaged or in need of washing - this information can be managed centrally to organise repairs and cleansing. A trial has been undertaken in the city centre over the last year – which has proven to be successful. The next step is to scale the project and deliver it citywide.
- 3.8.3 There has been significant focus on upgrading bin infrastructure in the city centre, to replace standard bins with smart, solar powered compacting bins in the parts of the city with the highest footfall. 51 'Big Belly' bins were installed in August 2019, in London Road, Piccadilly Gardens, Market Street, Cross Street, St Ann's Square, Exchange Square and St Peters Square. Whilst there have been some minor issues operatives are adjusting to the new technology – Biffa are working closely with Officers and the manufacturer to embed the service and ensure full efficiency benefits are realised. The standard litter bins which have been removed will be re-used in other parts of the city to replace older infrastructure.
- 3.8.4 Independent Surveyors undertaking the LEQ survey this year, assessed litter bin condition and cleanliness as satisfactory overall with improved scores compared to last year. Officers are encouraged by this improvement and will continue to seek to drive further progress.
- 3.8.5 In 2018 members raised concerns about Biffa's practice of using litter bag collection points. These are points where pedestrian orderlies deposit full bags of litter collected from the street or litter bins – for collection by a vehicle. Whilst this practice has been in place for some time and predated the Biffa contract, members were concerned that this practice was causing staining to pavements, looks unsightly and contradicted the expectations of businesses to reduce the length of time bags of commercial waste are left on the street prior to collection. Over the last 18 months the number of bag collection points in the city centre has been reduced by around 75%, they have been replaced by



1100L containers wherever possible and within easy access for the 8.5 tonne compactor vehicle. The remaining sites are more challenging, with storage space for containers being a key challenge. Installation of the smart bins will help ease this demand. Sites which continue to be used are jet washed twice a week for hygiene and to remove any staining from spillage. Biffa continue to work with Officers to continually review and reduce these sites with the aim of reducing these sites further.

## **4 Seasonal Street Cleansing Services: Leaf Removal**

### **4.1 Background**

- 4.1.1 Biffa are responsible for the removal of leaf fall from the highway and the City's Grounds Maintenance Team manage leaf fall in parks. The leaf removal programme in 2017/18 and 2018/19 delivered an improved leaf removal plan, compared to 2016/17, and demonstrated Biffa can maintain street cleansing performance to expected standards during this high demand period.

### **4.2 Approach**

- 4.2.1 Lessons continue to be learnt year-on-year, to inform a more robust delivery programme. Key to Biffa's improved performance, is the continued approach to utilise the full workforce through training and double shifting of vehicles. This ensured a greater degree of ownership from Biffa staff and less reliance on additional contract staff. This also provided greater flexibility to attend at different times of the day and helped resolve many of the issues caused by parked cars.
- 4.2.2 The 2018/19 programme, continued to see close working with Members, Highways, Grounds Maintenance, Neighbourhood Teams and Contact Centre to ensure the approach was understood, progress against the programme clearly monitored and that there was flexibility to respond to localised issues when needed. This has been particularly useful in quickly targeting hotspots, joining up the approach to gully cleansing and building confidence in the service.

### **4.3 Performance**

- 4.3.1 Last year's leaf fall programme began in October 2018, the bulk of the heavy leaf removal programme was completed before Christmas – with smaller amounts being collected thereafter by the regular sweeper programme. In terms of street cleansing performance, the programme was effective – but standards fell slightly below 2017/18 levels. Operationally, the programme was far more efficient and effective at removing leaf fall – but there was slippage in street cleansing standards at points. The focus of the final stage of the programme is detailed removal as opposed to the removal of large tonnages – which was completed as part of 'business as usual' sweeping.
- 4.3.2 Following feedback from Members, there remains a scrutiny of Biffa's performance around cycle lanes – as these areas have previously been

problematic. The number of requests for leaf removal are monitored closely throughout the period, Neighbourhood Officers are asked to use CRM to log any areas which require attention as part of the process.

#### **4.4 Conclusion**

- 4.4.1 Forecasting the onset of the start of leaf fall is a perennial challenge each year and it is important to ensure programmes are designed as much as possible, to be flexible to account for this uncertainty. Officers are encouraged by Biffa's second year of strong performance in this area and support Biffa continue to use this approach in 2019/20. Biffa and Officers now have a much better understanding of hotspots within neighbourhoods – but these need to be approached through closer joint working with Highways and Grounds Maintenance. It is recognised, that there is still further work required to ensure areas of dense parking are not left untreated.

### **5 Seasonal Street Cleansing Services: Weed Removal**

#### **5.1 Background**

- 5.1.1 The Service Standard requires Biffa to complete two cycles of weed treatment across the City on an annual basis. This includes all highways for which the City has maintenance responsibilities. The weed control programme in parks is managed by the Grounds Maintenance Team. Depending on climatic conditions, weed growth can occur for up to 8 months of the year and recent legislative restrictions mean the treatment of this is much less effective than in the past.
- 5.1.2 Biffa can only use contact weed suppressant and not residual. This means the herbicide used needs some weed growth to be effective and this is limited to the plant only. Using contact spray means re-germination on sprayed areas is possible and will not be effective on seeded weeds which have not yet started to show green growth. Previously 'residual' herbicides were used to prohibit this type of growth – these chemicals can no longer be used. Weed spraying is only effective at temperatures above 4 degrees centigrade and in dry conditions. Weed spraying cannot take place when it is raining as the weed killer will simply be washed away; windy conditions also affect application.
- 5.1.3 This is the second year that Biffa have delivered the weed control programme in-house. Prior to this Biffa had appointed a subcontractor to carry out weed treatment, however, after performance evaluation of the 2017 programme, it was felt that a more effective use of resources could be realised through using existing staff. It should be noted that this resource is provided in addition to regular street cleaning and as a result will not impact upon regular cleansing schedules or standards.

#### **5.2 Method of application**

- 5.2.1 The chemical applied in this programme is Rosate 360TF. The herbicide is applied to the plant through contact with green tissue, this causes the

inhibition of growth which quickly takes effect followed by a gradual yellowing and reddening of the foliage. This symptom may take 1-3 weeks to develop, the plant then loses its vigour, collapses and dies.

- 5.2.2 Quad bikes apply the treatment supported by back up teams with knapsacks. There will be 3 teams covering South, North and Central neighbourhoods. A dedicated resource was provided in the city centre resource. Manual removal will occur where spraying is not the most effective method of treatment and during inclement weather when spraying cannot occur. The programme is scheduled to have 2 visits across all areas.

### 5.3 Approach

- 5.3.1 The Weed Suppressant Program is planned and although there is a reactive element built to respond to requests and intelligence, the idea is to follow a fixed schedule wherever possible, as this is the most efficient and effective way of controlling the city's weed growth. The approach to the second phase will be more fluid and will be prioritised according to re-growth rates and demand.

- **Planned**, refers to the schedule of spraying. Scheduled programmes are based on area intelligence and as a result are subject to change, in-line with performance and growth.
- **Reactive** refer to services needed when issues arise and are driven by operatives/customers/officers contacting us using the contact centre or web. This work is then allocated through the CRM system and routed direct to Biffa's Powersuite software. All reactive requests logged through CRM/web will be passed to the weed suppressant team and either completed by the reactive team at the weekend or scheduled for completion upon the prescribed date in the programme.

### 5.4 2019 / 20 Progress Update

- 5.4.1 The weed removal programme commenced in March 2019 and will end in October 2019. Due to inclement weather conditions this summer, there have been significant delays to the planned schedule and due to wet conditions the spray has not been as effective as last year when weather conditions were more favourable. A skeleton crew will remain targeting manual removal of weeds and continuation of weed treatment when conditions allow.
- 5.4.2 In 2019, an increasing number of requests have been received via resident groups and members for certain streets and passageways to be removed from the weed control programme. In some of these areas' residents have taken responsibility for removing weed growth via manual removal (see case study below). Where this approach has not been taken growth is quite significant; some negative comments have been received from some residents in these areas that the weed control programme has not been completed this year. Further consideration will need to be given in 2020 to these requests.

- 5.4.3 Biffa are currently completing the second application. Concerns have been raised with Biffa in relation to the standards achieved on arterial routes. There is an issue with the completion of right hand sweeping on these routes, which has led to a build-up of organic matter - which has created a seedbed for weeds to become established. This is also the case where there are split islands and central reservations in the highway. Significant opportunity exists for Biffa to reduce weed growth through more effective detailed cleansing of these areas. Officers understand that increased health and safety measures, in some cases requiring road or lane closures, need to be taken for some of these routes, however, significant opportunity exists to improve the programming of this work.
- 5.4.4 Overall, Biffa have demonstrated that the current delivery model is still more effective than the sub -contracted arrangements of previous. During periods of inclement weather, the Biffa resource was deployed to use manual methods for weed removal – this flexibility was not previously available in the sub-contracted model. Staff also worked longer shifts when conditions were more favourable. Whilst the programme to remove weeds has not yet been completed to a satisfactory standard; Biffa are in the process of developing a recovery plan to remove weeds from key routes across the city and where hotspots are highlighted by stakeholders.
- 5.4.5 During 2019/20 a working group is to be established with GM colleagues to focus on weed control.

**Case Study: Whalley Rangers approach to weed removal (extract from community group webpage)**

A year ago, I approached our local Councillor, and explained our proposal to end the use of herbicides

in our community. I also enquired about the possibility to use the *Our Manchester Local Investment Fund* to purchase street carts, a shed and tools. She discussed the idea with the Council and they agreed to trial the project over a triangle of streets this year!



We kicked off our project with a series of after-school workshops in our little community garden and organised a festival, '*Weeds are Flowers Too, Once You Know Them*', with live music, local food and crafts stalls ('*Weeds are Flowers TWO, once you know them*' will be held on the 22nd June 2019).

## **6 Cycle Lanes**

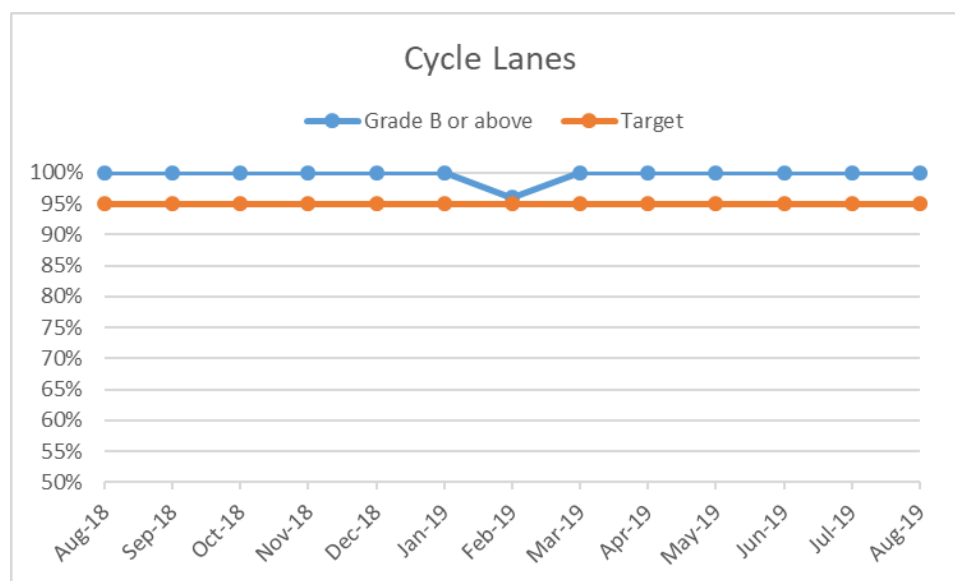
### **6.1 Background**

- 6.1.1 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, not on an arterial road, are cleansed either fortnightly or 3 weekly. They are cleaned the same as any road or footway in the area. A detailed clean takes place on a scheduled day and deterioration monitored in between cleaning cycles. If intermediate monitoring shows cleanliness has dropped below NI195 grade B then Biffa must proactively top up clean to ensure standards are maintained between 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.

- 6.1.2 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 above carries on 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 monitor the standards of the programme.

**Graph showing cleansing scores for cycle lanes**



## 7 Annual LEQ Survey Results

### 7.1 Background

- 7.1.1 Surveyors from Keep Britain Tidy (KBT) undertook a Local Environmental Quality study in August 2019. The Manchester survey included 919 assessments of different land types in every ward of the city including the city centre. The KBT Surveyor did not complete the assessments post cleanse – they were undertaken randomly without Biffa's knowledge.

- 7.1.2 The results show that overall Manchester has improved performance compared to last year (2018); and is performing better than the national survey in Litter and Detritus and Fly posting - the graffiti score is slightly lower.

**Table showing the results of KBTs survey of Local Environmental Quality in Manchester**

	2018				2019			
Element	Manchester		National Survey		Manchester		National Survey	
	Pass%	Fail%	Pass%	Fail%	Pass%	Fail%	Pass%	Fail%
Litter	90	10	86	14	91.4	8.6	86	14
Detritus	87	13	75	25	91.47	8.53	75	25
Staining	97	3	N/A	N/A	98.48	1.52	N/A	N/A
Leaf and blossom fall	94	6	N/A	N/A	97.12	2.88	N/A	N/A
Fly posting	99	1	99	1	98.8	1.2	97	3
Graffiti	97	3	97	3	96.41	3.59	99	1
Weed Growth	91	9	N/A	N/A	92.82	7.18	N/A	N/A

## 7.2 Conclusion

- 7.2.1 The results for Manchester have been compared to the results from the national survey which includes NI195 survey data collected from Towns and Cities throughout England. Officers are encouraged that Manchester compares favourably to the results of the National Survey. The detailed findings of the survey will be used in planning for delivery of the Keep Manchester Tidy campaign and to effectively target problem issues and areas. The data collected will provide a baseline to be able to monitor the impact and effectiveness of any activity that aims to reduce littering, improve local places or increase recycling.

## 8 Waste Collections

### 8.1 Missed Collections

Biffa empty in the region of 2.5 million bins every month. Outside of periods of service change 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. 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. This is an area of strength within the contract but in order to secure further improvements, 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.

## **8.2 Side waste**

All crews are instructed to remove side waste. Where crews report repeat presentation of side waste, this is reported compliance team for further investigation. Further work required to better understand the scale of the issue across City.

## **8.3 Bulky Waste**

28,568 bulky jobs were requested (September 2018 – August 2019). Households are entitled to one free collection of up to three items every year. Subsequent collections are charged at £27 per three items. 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 normally being logged in April – when the bulky count is reset to zero. This year increased demand continued into July. Biffa have developed a mechanism to respond to demand and make more appointments available which they service via a hired additional vehicle. Biffa now consistently achieve high performance in this area.

# **9 Flytipping**

## **9.1 Background**

9.1.1 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 City's website 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.

9.1.2 The service standard requires Biffa to remove reported fly tipping 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%. The average rate achieved July – August 2019 is 98%. There were two occasions when performance dipped to 94% due to higher than normal levels of white goods being fly tipped.

## **9.2 Biffa Investigation Team/ MCC Neighbourhood Project Team**

- 9.2.1 Fly-tipped material is also removed proactively by Biffa's flytip investigation team. Biffa currently receive £182k as 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).
- 9.2.2 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 – further details is provided in part B of this report, section 3. The Performance, Research & Intelligence team have been commissioned to undertake an annual detailed analysis of the fly tipping situation in Manchester. This will help provide intelligence for the 'Keep Manchester Tidy' campaign.

## **9.3 Fly tipping and commercial waste management (£500k)**

- 9.3.1 As part of the 2019/20 budget setting process the Executive approved additional investment to tackle fly tipping (£500k). This has been used to fund: extra Enforcement Officer posts (officers in post since July 2019) to undertake a programme of business inspections to ensure appropriate and sufficient arrangements are in place; and investment in additional CCTV cameras which have been operational since the start of August 2019 (£140k). The extra budget has been used to fund target hardening projects, to design out fly tipping hotspots by installing physical measures to deter fly-tippers and supporting environmental improvement projects - there are currently several projects in the pipeline for delivery (£90k). Two of these projects will require Traffic Regulation Orders (TRO's) and will therefore be subject to further consultation. The service is in the process of developing a framework to procure resurfacing groundworks required for passageway sites which will make it easier for Biffa to cleanse and reduce litter and dirt traps. After discussion with Procurement and Highways it has been determined that none of the existing frameworks are appropriate for this project, it is expected that this framework will come on-line in Qtr 4 2019/20 (c£250k). A governance process has been established to progress flytipping intervention requests which includes representative from the Neighbourhood Teams, Compliance and Highways. PRI are supporting with flytipping hotspot intelligence. It is expected that all of the budget will be allocated to projects in 2019/20.

## **9.4 Unlicensed Waste Removal Companies**

- 9.4.1 Officers are aware of the issue of unlicensed individuals collecting waste from residents for a fee, only for that waste to be fly-tipped at locations across the city. This is a particularly challenging issue, since many such individuals



operate on social media or through online classified advertisement sites such as Gumtree - the anonymous nature of these platforms presents difficulties in tracing the offender. Furthermore, the vehicles involved in such activities have often been found to be unregistered with the DVLA or registered to erroneous addresses.

9.4.2 Such cases usually become apparent when fly-tipped waste is found containing waste relating to a residential address and when contacted, the resident states that they have passed the waste to a third party, usually for a fee. When residents are able to provide adequate details regarding the individual to whom they have passed the waste and are prepared to provide a witness statement, this will always be followed up by the Environmental Crimes Team and such intelligence has led to criminal convictions in the Magistrates' Court. Furthermore, where vehicles are known to be involved in fly-tipping activities and there are anomalies with the registration of the vehicle, the City Council will seek to seize the vehicle, which will then be destroyed or sold if no owner comes forward.

9.4.3 During 2019, 3 vehicles have been seized by the City Council to date. On some occasions, where the resident who has passed over the waste and is unable or unwilling to provide this information and/or provide a statement, action has been taken against that resident for a 'household duty of care' offence, for which a Fixed Penalty Notice was introduced in 2018 of £400 with a reduced payment of £250 if paid within 10 days. The introduction of this Fixed Penalty Notice was accompanied by a national 'crime not to care' campaign led by Keep Britain Tidy. It is clear however, that the City Council's preferred approach would be to pursue action against the fly-tipper, although each case is considered on its own merits and on the available evidence.

9.4.4 Further detail on approach to tackling fly tipping via Keep Manchester Tidy project is detailed in section 15.0.

## 9.5 Flytip data by ward

**Table showing the number of bulky requests and flytip reports by ward allocated to Biffa for removal. Data ranked highest to lowest. Period: September 2018 – August 2019. (Source: Biffa Whitespace)**

### Fly tipping

Ward Name	Sept 18 - Aug 19	Rank
Harpurhey	2565	1
Gorton & Abbey Hey	1976	2
Levenshulme	1836	3
Clayton & Openshaw	1658	4
Cheetham	1639	5
Miles Platting and Newton Heath	1392	6

### Bulky

Ward Name	Sept 18 - Aug 19	Rank
Harpurhey	1291	1
Miles Platting and Newton Heath	1223	2
Sharston	1196	3
Woodhouse Park	1193	4
Chorlton Park	1167	5
Charlestown	1160	6

Moss Side	1386	7
Moston	1304	8
Crumpsall	1227	9
Longsight	1106	10
Rusholme	952	11
Whalley Range	941	12
Ardwick	806	13
Piccadilly	716	14
Ancoats & Beswick	680	15
Hulme	650	16
Higher Blackley	556	17
Fallowfield	539	18
Charlestown	534	19
Old Moat	512	20
Withington	480	21
Burnage	440	22
Deansgate	373	23
Chorlton Park	359	24
Woodhouse Park	336	25
Brooklands	298	26
Northenden	286	27
Baguley	280	28
Sharston	268	29
Chorlton	225	30
Didsbury East	192	31
Didsbury West	183	32

Burnage	1138	7
Baguley	1132	8
Higher Blackley	1081	9
Clayton & Openshaw	1058	10
Brooklands	968	11
Northenden	925	12
Old Moat	920	13
Moss Side	909	14
Gorton & Abbey Hey	898	15
Crumpsall	878	16
Longsight	866	17
Cheetham	857	18
Moston	852	19
Whalley Range	851	20
Hulme	838	21
Levenshulme	800	22
Ancoats & Beswick	779	23
Withington	743	24
Fallowfield	724	25
Didsbury East	707	26
Ardwick	689	27
Rusholme	657	28
Didsbury West	656	29
Chorlton	631	30
Deansgate	399	31
Piccadilly	382	32

## 10 Complaints

### 10.1 Background

10.1.1 Biffa are required to respond to all stage 1 complaints about their service area, in-line with the Councils complaints process. Appendix D provides an overview of the number of complaints Biffa received about their service via the Councils complaints process during 2018/19. On average Biffa received 36 complaints a month and provided a response within the target SLA 98% of the time. Biffa provide a detailed analysis of the complaints they receive at the monthly PCMG meeting by reason and ward. The top 3 reasons for complaint during this period were: 1) missed collections (residual and green bin types are the highest), 2) street cleansing insufficient and 3) bin not returned. The ward where the highest number of complaints received was Harpurhey. Biffa are providing evidence now that they are analysing complaints and service requests to identify where there are issues with crews or service areas. Biffa are now progressing the use of 365-degree CCTV on collection vehicles to improve quality of service provided.

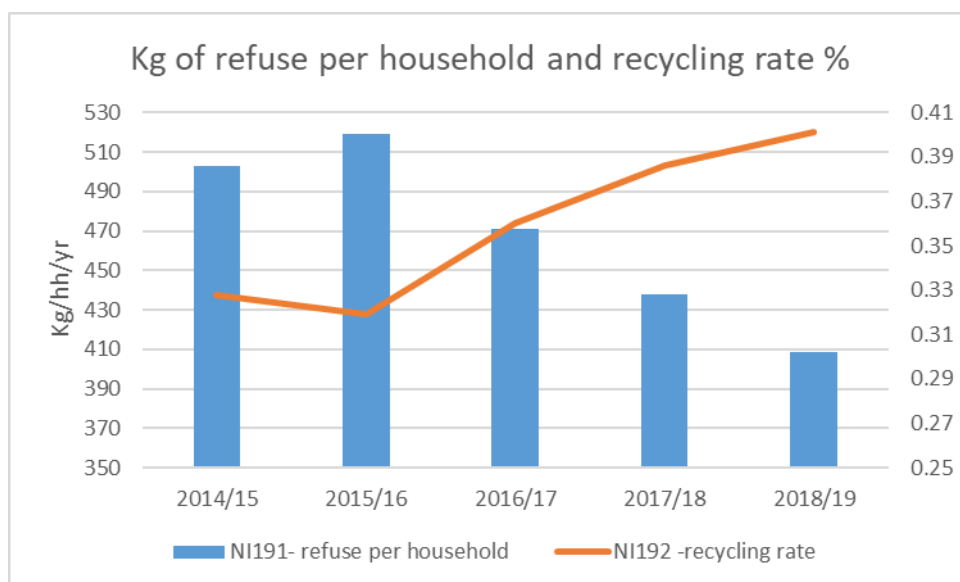
10.1.2 Officers would like to enhance the city's current monitoring of bin collection issues and complaints to drive an improvement in customer satisfaction with the service received. Officers have discussed with Biffa where small adjustments to the execution of the bin collection service are likely to lead to increased satisfaction from residents. Officers regularly receive feedback about haphazard bin returns, failure to clean up spillages and overwhelmingly crews' failure to leave caddy liners when requested. This will be an area of focus over the next 12 months.

## 11 Recycling Performance

### 11.1 Overview

11.1.1 The graph below shows the significant improvements achieved in recycling since the 4-bin household service change was completed in 2016/17.

**Table showing kg of refuse per household and recycling rate %**



11.1.2 Appendix C provides an overview of recycling and refuse collected by ward for low rise properties including passageways. The large differences between wards can be seen where residents have their own bins exclusively and wards with a mix of passageway containers and bins. Moss side and Cheetham have the highest kg/hh/yr of refuse partially due to the high capacity provided per property by passageway refuse containers.

11.1.3 Chorlton and Hulme have the lowest kg/hh/yr of refuse a contributing factor here could be the residents per property and property type in Hulme. Properties in the central wards of the city produce on average 37% more refuse than properties in the south of the city. Sharston produces the most dry recycling per household 224kg/hh/yr whereas central wards on average only produce 132kg/hh/yr. Wards in the south of the city produce more organic waste due the greater availability of garden waste in these areas. Hence wards in the south of the city have a significantly higher recycling rates due to the additional garden waste produced in the south of the city.

## **12 Update on Apartment Service Changes**

### **12.1 Background**

- 12.1.1 During 2018/19 all apartment buildings in the city, with shared rubbish and recycling facilities were assessed. Over 40,000 apartments across more than 800 buildings were included in the project. Some buildings had rubbish capacity reduced to bring it in line with the service standard across all apartment buildings, some just needed extra recycling capacity and some needed signage and other materials. The project was delivered in a phased approach and concluded in March 2019. Further detail about the approach taken is contained with reports submitted to NESC in May, June and October 2018.
- 12.1.2 The communication campaign to support these changes included a letter and leaflet, door-to-door canvassing, targeted social media posts and notifications placed on the rubbish containers, as well as additional communications from the building managers via existing building networks, building staff, notice boards, meetings and letters. Officers also attended events and forums where there was an opportunity to speak to residents who live in apartments. Where appropriate follow-up canvassing and hard-copy communication to any building that needed it has been repeated.
- 12.1.3 The changes made were completed in March 2019, Officers continue to monitor the impact and provide support where required. It is too early to provide a full year of data, but early indications show the weight of rubbish collected is going down and recycling going up. When comparing January 2018 and March 2019, there has been a decrease in the amount of rubbish containers emptied at existing residential apartment buildings of 24%. This has translated to a reduction in rubbish of 15% and an increase in recycling of around 30%.
- 12.1.4 The average recycling rate across the sector has moved from 10% to around 22%. A full set of recycling performance for apartment will be available in Quarter 1 2020/21. Due to fluctuations in rubbish and recycling levels, a 12-month set of data is required to provide accurate information about recycling performance across the apartment sector.
- 12.1.5 Growth and pipeline developments in the apartment sector are now placing pressure on the collection vehicles which service this property type. Capacity within the collection rounds released by the apartment recycling project has now been utilised and some scheduled collections has to be undertaken over the weekend to meet demand. It is expected that the waste collection provider will require additional resources to meet the growth demands in the apartment sector.

## 12.2 Approach

12.2.1 During this project, the equivalent of over 850 rubbish containers have been removed and more than 1,150 extra recycling containers provided - on top of what was already present. Where rubbish container was removed from a building, it was refurbished into a recycling container (paint, new lid, new lock, new bin floor and new parts where needed).

12.2.2 Clothing banks have been installed in buildings with the space to accommodate them, by working with building managers and charitable organisations. This is a mutually beneficial arrangement which provides a convenient route for residents to recycle unwanted textiles, stock for charities involved and a diversion of material from the rubbish container. There has been a significant increase in the amount of textiles collected and it is expected this trend will continue to increase.

## 12.3 Examples of Good Practice

12.3.1 Case studies from across the city provide an indication of how buildings have responded to the recycling project and achieved some impressive recycling rates for their buildings.

### **Case study: Castlefield Locks, Hulme**

This building has 226 apartments is now at a 33% recycling rate - increased from 23%. Their rubbish capacity went from 71 litres per flat to 58 per flat and their recycling capacity (litres) has now increased from 44l per flat to 71l - flipping the waste to recycling ratio.

### **Case Study: Egerton House & Blantyre House, Deansgate**

This building has 47 flats and had no recycling bins when this project began. Recycling containers were installed, and some excess rubbish containers removed. This building now has a recycling rate of 30%.

### **Case Study: Cotton Field Wharf**

New buildings coming online are starting their residents off with good habits; for example Cotton Field Wharf in Ancoats & Beswick has an average 33% recycling rate.

## 12.4 Partnership Working with Registered Providers and Next Steps

12.4.1 Officers have worked with registered providers through the Manchester Housing Providers Partnership to support delivery of the apartment recycling project. All have committed more time, resources and focus on recycling in apartment blocks than they ever have before. Northwards, One Manchester,

Jigsaw and Wythenshawe Community Housing Group have all provided significant support. There have been decreases in the weight of rubbish collected from sites operated by these providers and increases in the amount of recycling. This focus continues to see steady improvements to recycling performance. Officers provide performance data on a building-by-building basis, to allow comparison and benchmarking of different buildings and to share best practice - replicate what works.

12.4.2 The legacy of this project is now the shared focus. It is important to maintain progress and make further improvements where possible. Our waste collection contractor, the City Council and all building managers now have a robust communication channel. Every vehicle servicing apartment buildings has an in-cab system that can be used to photograph and report issues directly to caretakers and building managers. Building managers have told us that this instant communication allows them to respond to any waste issues in a timely manner.

12.4.3 Communication with residents in apartment buildings remains important too. Experience has shown that the most effective communication channel with residents living in this property type is a combination of digital and traditional notice boards, virtual residents' forums and targeted social media. Officers continue to work with building managers to ensure all information is kept up to date and a targeted social media promotion will be undertaken annually.

12.4.4 Residents moving into apartments, whether an existing building or a new development, now have clear recycling instructions in their bin stores and building managers have stocks of any materials required to assist them - such as food caddies, liners and split recycling bags.

## **12.5 Recognition for Approach**

12.5.1 Increasing recycling rates in apartments is a challenge experienced across the UK. As this sector poses several challenges, it is often deprioritised in order to focus on easier wins. During the research for this project, Officers found few examples of projects to increase recycling from this sector of scale or any examples of best practice. In 2019, in recognition of the approach taken in Manchester, the city's apartment recycling project was shortlisted as finalists for waste industry recycling awards. This included the APSE Service Award and Awards for Excellence – winning the National Recycling Award in June 2019. Officers have also been asked to attend Lets Recycle Live Conference, May 2019 and LARAC, October 2019 – to share best practice developed in Manchester.

## **13 Update on the work with Universities and Landlords to address issues of increased waste from student houses at the end of term**

### **13.1 Background**

13.1.1 It is widely recognised that the city region has one of the largest student populations in Europe. The University of Manchester and Manchester

Metropolitan University attracting approximately 73,500 students in 2016/17. In 2016/17, 47,750 of these students lived in the city, plus a further 4,450 who live in Manchester but attend other universities (source: State of the City 2018). Increasingly this includes a growing proportion of international students and postgraduates. The contribution made by students is invaluable and significantly benefits the city. In recent years the student housing market has shifted northwards towards the city centre and away from the traditional student neighbourhoods. This migration matches a long-term aim to free up homes in the south of the city and ensure that students are housed in well-managed accommodation. In the city centre and along the Oxford Road Corridor, increasing housing demand from students is being reflected in the development of accommodation targeted at students.

13.1.2 Where students still choose to live in traditional 'student neighbourhoods', a negative impact continues to be felt on non-student residents living in a limited number of central and south Manchester neighbourhoods. For these communities the effect of peaks and flows in the local population residing and visiting the area; the surplus waste and litter this creates; and the resulting impact on the local environment is challenging. Dealing with waste issues arising from students leaving for the summer recess has historically been problematic, with a considerable amount of waste being left within neighbourhoods having to be cleared by the Council. The waste left by students has historically attracted further fly tipping and builders waste, further compounding the problem.

## **13.2 Approach to managing students waste in neighbourhoods**

13.2.1 **Standards:** The following standards and guidance documents provide a framework for all key stakeholders connected to students living in neighbourhoods and places responsibilities on all stakeholders to play their part. There is a golden thread which runs through these standards which consistently sets out the responsibilities of landlords and tenants with regards to managing refuse and recycling during the tenancy and at the end. These include:

- The Good Neighbours Team Guide  
<https://www.manchesterstudenthomes.com/Pages/Community>
- MSH Landlord Accreditation Scheme Standards  
[https://issuu.com/msh9/docs/code\\_of\\_standards\\_2018-2021\\_final](https://issuu.com/msh9/docs/code_of_standards_2018-2021_final)
- Homes in Multiple Occupation  
[https://www.manchester.gov.uk/downloads/download/5357/hmo-policy\\_standards\\_and\\_conditions](https://www.manchester.gov.uk/downloads/download/5357/hmo-policy_standards_and_conditions)
- Selective Licensing  
[https://www.manchester.gov.uk/downloads/download/6720/selective\\_licensing\\_conditions](https://www.manchester.gov.uk/downloads/download/6720/selective_licensing_conditions)

13.2.2 **Partnership Arrangements:** A well-established governance arrangement is in place to implement the 'Student Strategy', set out in 2009 and respond to neighbourhood challenges at both a strategic and local delivery level. The

arrangements bring together the Universities, Manchester Student Homes (MSH), GMP, the City Council and local community stakeholders.

- The Student Partnership Group is chaired by the Strategic Lead for Neighbourhoods South and consists of senior representatives from the University of Manchester and Manchester Metropolitan University, Manchester Student Homes, Greater Manchester Police and the Student Unions.
- The Neighbourhood Partnership meeting is held bi-annually and includes representatives from local community groups in South Manchester, businesses, Landlords, Manchester Student Homes, South Neighbourhood Team and ward Councillors. The meeting is chaired by Councillor Akbar. The purpose of the meeting is to discuss and identify initiatives to mitigate the impact large concentrations of students in the neighbourhoods.
- The Housing Environment Partnership (HEP) subgroup which reports to the Student Strategy Partnership and consists of officers from Neighbourhood and Compliance Teams, the Universities, Biffa, British Heart Foundation (BHF) and the Student Unions. The purpose of the HEP is co- to develop and deliver campaigns mitigating against the impact of large concentrations of students.
- Once a year a citywide Neighbourhood Forum is held at which residents, students and landlords are invited to attend and discuss student matters with representatives from GMP, the Universities, neighbourhood and compliance teams and ward Councillors. The last forum was held in November 2018 chaired jointly by Councillor Akbar and Councillor Murphy.
- The Neighbourhood Teams (south and central) engage with communities impacted upon throughout the year and attend community meetings to discuss issues. This includes; Upping It in Moss Side, Fallowfield Community Guardians and South East Fallowfield Resident Groups.

### **13.3 Approach to Education, Engagement and Enforcement**

13.3.1 There are three distinct periods over the course of the academic year which require a co-ordinated and collaborative approach to the delivery of education and engagement with students, landlords and other stakeholders within the local community:

- Phase 1: Student return – September to October
- Phase 2: Business as usual – November to April
- Phase 3: Student departure – May onwards

13.3.2 For students living in university halls the approach has historically been to establish good recycling behaviours in students during their first year. The material types collected align to those collected via domestic collections. Students moving to live in neighbourhoods need to receive instructional information, soon after arrival, reminding them what materials can be recycled in Manchester and how to dispose of larger unwanted household items – via the bulky service or at the Household Waste Recycling Centre. Collections in the neighbourhoods are provided by communal containers (in dense terraced areas with limited external storage) or, via 4 wheeled bins. Properties with 6 or



more occupants are entitled to additional residual capacity – most properties which meet these criteria have this provision in place. The biggest adjustment for students with their own bins is remembering when to present bins for emptying and returning them back onto their property afterwards. The GMCA's 'Recycle for Greater Manchester' app is a useful tool for students and sends a reminder text before collection day to remind users which bin should be presented and day of collection. Available to download for free at: <https://recycleforgreatermanchester.com/app>

**13.3.3 Target areas:** The following wards have large student populations: Moss Side, Ardwick, Longsight, Rusholme, Fallowfield, Withington and Old Moat. These areas are targeted for intervention, to varying degrees by the Neighbourhood Team and other stakeholders who support engagement and education. The areas are reviewed annually by the waste collection provider and Officers (Neighbourhood Teams).

#### **13.4 Key issues and lessons learnt from student departure 2018**

**13.4.1** In July 2018, the Council Committee discussed the amount of waste being generated during the student departure period - describing it as unacceptable and seeming to be increasing year-on-year. Measures to increase disposal capacity within the neighbourhoods through additional containers or skips was deemed unlikely to be successful due to the extent of demand and considered an unfair advantage - compared to the limits in place for other household types across the city. The committee recognising that whilst the city collects normal household waste from properties, it is not responsible for the collection of excessive waste generated by the massive number of household clear outs during student departure. Members agreed that students must take responsibility for disposing of their own excess waste and this principle needs to be embedded at the start of the academic year. The focus shifting towards preventing the issue in the first place, rather than having to clear and enforce against those dumping the waste with its high impact on the community, the environment and draw on resources.

**13.4.2** To generate a change of attitude, a refreshed approach required stronger messages – linked to enforcement consequences and actions from all partners, to include:

- At the beginning of term, a stronger communications campaign involving the door knocking exercise and university campaigns explaining that students will be responsible for taking their excessive waste away at the end of the academic year and it cannot be left in the neighbourhood.
- Stronger promotion of opportunities to donate unwanted items to BHF, other students etc.
- Students being clear of the sanctions for not disposing of their waste properly to include exploring with the universities how the improper disposal of waste can be linked to the universities disciplinary processes (like ASB) as well as the council serving notices on the properties.

- Working with all partners, residents, Manchester Student Housing, Universities and others, to ensure the strong re-enforcement of these messages throughout the year.
- More rigorous application of HMO conditions, mandatory licensing conditions and requirements set out under the MSH landlord accreditation scheme to ensure landlords play a greater role taking action against students who breach their tenancy agreements; as well as disposing of their waste appropriately when doing refurbishment work.

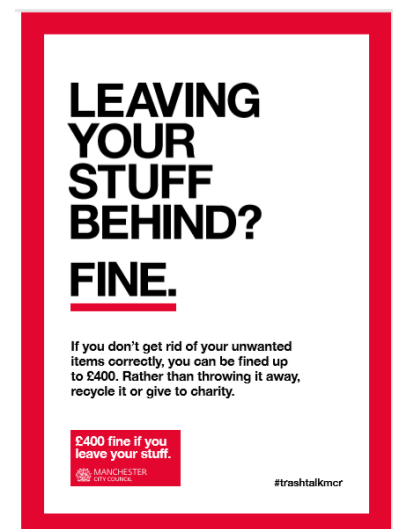
### 13.5 Student Departure – Approach 2019

13.5.1 As in previous years the Council and partners worked together with the Universities and the British Heart Foundation to deliver the ‘Give It Don’t Bin It’ (GIDBI) campaign. The approach was refreshed in line with lessons learnt from 2018. Information on the campaign can be found on the following website [www.giveitdontbinit.co.uk](http://www.giveitdontbinit.co.uk).

13.5.2 **Engagement with landlords:** An increased focus on landlords and letting agents outlining their responsibilities for ensuring the correct disposal of waste by their tenants and ensuring that builders waste from house refurbishments is disposed of properly. The correspondence to Landlords was e-mailed to HMO licensed landlords within Moss Side, Ardwick, Longsight, Rusholme, Fallowfield, Withington and Old Moat wards. The messages were reinforced through Manchester Student Homes circulating information to their accredited landlords.

13.5.3 **Engagement with students:** Communications materials set out the expectations for students disposing of their waste, how to do it compliantly and the consequences if they didn’t. (Image below shows an example of the ‘tougher’ tone of messaging used.)

- On campus - recycling packs consisting of GIDBI leaflets plus BHF recycling bags, were packed by student and landlord volunteers at the Fallowfield Campus on 30<sup>th</sup> April & 3<sup>rd</sup> May. The GIDBI packs were distributed to halls of residence and off campus neighbourhoods (undertaken on 9<sup>th</sup> and 10<sup>th</sup> May). Events also took place to support students with the transition from halls to living in their own property and how to manage their waste (see Case Study below).
- Off campus - the distribution of a leaflet outlining to students how to donate unwanted items and dispose responsibly of their waste. The leaflet included information about the bulky service, their nearest HWRC, in addition to re-use routes via the British Heart Foundation, the Tree of Life and the Mustard Tree Charities was delivered to 6000 households.
- Interns from Manchester Student Homes audited known problem streets and encouraged students in these streets to properly present their waste



for collection and recycle. This led to a significant improvement in waste disposal in the targeted streets.

- Additional door knocking by compliance, neighbourhood teams and University staff educating and informing students of the end of year clear out arrangements (6k households).
- Key messages re-enforced through the Council's and University social media platforms - co-ordinated by Manchester Student Homes.

#### Case Study: Halls to Home Event (April 2019)



This event is designed for students moving from residential halls of residence to houses in Manchester neighbourhoods, enabling them to discover the services which are available to them that they may require before and after transition. Biffa's Social Value officers hosted a stand to promote recycling and offered advice on how to report any bin related problems they may encounter.

**13.5.4 Operational approach:** Extensive engagement took place with BHF and the Councils waste collections provider, to optimise collection arrangements during peak departure periods and return the neighbourhoods back to the expected standard as quickly as possible.

- The British Heart Foundation (BHF) is the lead charity for donations of unwanted items both on campus and off campus. There is a network of donation banks across the university campuses and 15 of these are located within central and south neighbourhoods.
- An extra Biffa crew was in operation from mid-June 2019 for a six-week period to empty containers and to reset the bins from individual properties in student neighbourhoods.
- For the student clear out weekend the operations targeted known hotspot sites which suffer from overloading of containers and suffer from fly tipping. This included areas around; Moss Side - Great Southern Street, Longsight/Ardwick - Hathersage Road, Fallowfield – Fallowfield Brow, Withington – Filey Road & Whitby Road, Booth Avenue, Old Moat – Granville Road, Victoria Road and Wellington Road. Alleyways to the rear of Lausanne Road and Davenport Avenue.

**13.5.5 Compliance:** During the peak student departure period, from 17 June to 5 July 2019, Officers responded to 39 requests for service (RFS), regarding untidy private land and alarms. Officers worked proactively in student areas

and visited 27 properties in relation to domestic waste issues and 9 in relation to waste on land. Resulting in 30 notices served - Prevention of Damage by Pests Act (23) and FPN for litter (3). Officers proactively engaged with builders at properties where refurbishment work was being undertaken to ensure sufficient waste disposal arrangements were in place. This can be broken down by ward: Fallowfield (4), Old Moat (9), Withington (5), Rusholme and Moss Side (7). Section 34 notices, Environment Protection Act, 1990, (3) were served where builders failed to show evidence.

- 13.5.6 Key departure weekend:** A significant progression in this years' approach was the addition of 'Supervision' of the neighbourhoods in south and central Manchester during the key handover weekend (28<sup>th</sup> to 30<sup>th</sup> June). This took place during the day and into early evening by neighbourhood, compliance and enforcement teams. Seven hotspot areas were identified where teams were located to oversee charitable donations, advise students and direct waste collection crews on the build-up of waste (see Case Study 2). The teams were supported by BHF vans collecting from the banks and additional collection points set up for the weekend. A waste collection crew worked the weekend to clear from sites where excessive waste built up. Through co-ordination between the neighbourhood teams and waste collection crews the overloading of container sites and fly tipping was significantly reduced.

**Case Study: Key Handover Weekend (28-30 June 2019)**

Every year a huge number of students move out of Manchester and leave behind a lot of waste. This year MCC and partners worked together to reduce as much waste as possible. Over the key move out weekend (28<sup>th</sup>, 29<sup>th</sup>, 30<sup>th</sup> June) there were 7 teams covering areas in Withington, Fallowfield and Rusholme. A gazebo was put in each area as a donation point for students. Students were encouraged to donate unwanted items instead of putting them in the general waste bins, such as clothes, toiletries (even half used), pots/pans etc. The areas were covered from 9am-6pm on each day. The weekend proved to be a great success. The British Heart Foundation reported that over the weekend they collected 1,500 bags INSERRT PIC from Manchester City Centre banks and community donation points.

- 13.5.7 Outcome:** The approach taken during student departure 2019, has been sighted as being more successful compared to previous years with positive feedback being received from community organisations, residents, ward Councillors and Biffa (detailed in figure 1). Performance highlights include:

- All complaints concerning student waste issues are channelled through the Neighbourhood Manager during the move out period. During June and July there was a reduction in 66% in the number of complaints and feedback received compared to 2018.
- There was a total reduction in fly tipping removal requests of 18.5% and street cleaning requests of 15.5% between June/July 2019 compared to the previous year across the wards where students live.

- During the student key handover weekend BHF collected 1,500 bags from banks and donation points with a value of £21,000 to the charity, diverting 12 tonnes of unwanted items having to be disposed of through general waste. Overall this year's collections of donated items to the BHF has increased by 5% compared to the previous year.
- Biffa (waste collection provider), reported that though the tonnage collected by the extra bin crew increased by 15%, which was due to emptying containers to ensure capacity during the student clear out weekend, this was offset by a lower amount of builders' waste and flytipping. The length of time taken by Biffa to clear container areas and reset individual bins after the student clear out weekend was reduced from 3 weeks to 2 weeks.

#### **Highlights of feedback received following key student departure weekend, June 2019**

*'For me, this has been our most successful year to date.'*

**Supervisor from Biffa**

*'I just wanted to get in touch on behalf of the Withington ward councillors to say how grateful we are for the tireless work of our neighbourhoods team, partner organisations and volunteers over the last month- and particularly last weekend- as we've reached the end of the academic year.*

*I can't tell you what a difference it's made locally, particularly compared to all the issues we had last year. I would say that this is the best clear out we've had, certainly since I became a councillor. I know residents really appreciate it too- we've had very positive feedback so far. It's amazing that we've managed to save money and environmental harm by saving so much from land fill. I do hope we can replicate this work again next year.'*

**Councillor Rebecca Moore, Withington Councillor.**

*'Just wanted to say a big thank you to you and your teams for all your hard work and efforts over the weekend. It was great to see so much pro-active work taking place to help students recycle and give to charity. The gazebos were an excellent idea.*

*Please pass on my thanks to all involved. There is still a bit of rubbish and side waste at all our container sites in Old Moat, but certainly not as much as this time last year.'*

**Councillor Gavin White, Old Moat Councillor.**

#### **13.5.8 Lessons Learnt and Next Steps**

- The 2019 student clear out campaign has broadly been successful, and Officers and partners expect to replicate most activities during the 2019/20 academic year. The main challenge is the scale of waste and unwanted items left by students remains high.
- A focus at the beginning of the academic year will be to discourage students from bringing unnecessary items into their homes and using charities to purchase recycled goods. Landlords have been asked to assist with providing this message to their tenants and ensuring they have facilities within their properties to encourage recycling. This is accordance with HMO license conditions. It is planned to engage with the student unions more proactively in promoting this message.

- The strategy for 2020 student departure will be developed through the Housing and Environment Partnership, which is accountable to the Student Strategy Partnership. Discussions through the HEP have for the next academic year have involved discouraging students from bringing unnecessary items into their homes and using charities to purchase recycled goods. Landlords have been e-mailed requesting assistance with providing this message to their tenants and ensuring they have facilities within their properties to encourage recycling. This is in accordance with HMO license conditions. Closer working with student unions to promote key messages.
- There will also be a focus on students living in apartments in the city centre to ensure they are linked to key messages.

## 14 Update on the Keep Manchester Tidy Partnership



### 14.1 Background and Introduction

14.1.1 The Keep Manchester Tidy Partnership was formed last year with the aim of tackling all forms of litter across Manchester. This is the first partnership of its kind between Keep Britain Tidy and a local authority. Through the partnership, we will use and develop interventions and will work towards becoming the first 'Tidy City' by the end of 2020.

14.1.2 This report details the activity of the partnership and highlights some of the early impact. The report also outlines the direction of travel over the coming months. Two case studies have been included with this report in order to illustrate Keep Manchester Tidy in action.

### 14.2 Activity

14.2.1 Initial work commenced mid 2019 with the launch of a number of Keep Britain Tidy Campaigns in Manchester City Centre. These were;

- *Bin the Butt* – A hard hitting campaign highlighting the dangers to marine life from cigarette litter.
- *Still Littering* – A campaign to remind people that leaving on the go food and drink litter behind is still littering.
- In addition, there was a soft launch for *Don't be a Tosser* (a campaign to deter littering from vehicles) and *Crime not to Care* (a campaign to alert residents to the fact that they have a duty of care when it comes to disposing of waste).

14.2.2 In October 2019, a project manager was employed to help drive the partnership. An action plan was put in place. The key areas of the action plan are;

- Campaigns, communications, and key events
- Working with Stakeholders and Businesses
- Volunteering and Communities
- Specific projects in every ward

- Eco Schools
- Evaluation

14.2.3 The table below details some of the main activities that have taken place under each area of the action plan.

Campaigns, communications, and key events	<ul style="list-style-type: none"> <li>• Launch of the Dog Fouling Campaign</li> <li>• Research into Flytipping behaviours</li> <li>• Defining what a Tidy City looks like</li> <li>• The Great British Spring Clean and the Celebration Event</li> <li>• Keep Manchester Tidy High Street Week</li> <li>• Keep Britain Tidy Network Conference Awards (winner of the GB Spring Clean category)</li> <li>• BBC Don't Mess with Manchester</li> <li>• Internal and external coms (various articles in MEN) and support for community-led social media presence</li> <li>• Presenting at conferences</li> </ul>
Working with Stakeholders and Businesses	<ul style="list-style-type: none"> <li>• Attending numerous engagement events e.g – University Go Green Week and Eid in the Park</li> <li>• Direct work with internal stakeholders</li> <li>• Engaging businesses directly and through City Co</li> <li>• Enabling the business community to demonstrate social value and corporate social responsibility</li> <li>• Collaboration with GM projects</li> </ul>
Volunteering and Communities	<ul style="list-style-type: none"> <li>• Supporting groups to develop capacity to tackle litter and dog fouling</li> <li>• Working in partnership with Litter Hero Ambassadors</li> <li>• Employer supported volunteering opportunities and support</li> </ul>
Specific projects in every ward	<ul style="list-style-type: none"> <li>• Tackling drug litter at Ancoats Green</li> <li>• Strangeways sustained volunteer clean ups</li> <li>• Dog fouling and clean-up campaign at Unity Community school</li> <li>• Tackling dog fouling and fly tipping in Newton Heath</li> <li>• Sale Circle Beautification project</li> <li>• Central alleys fly tipping campaign trial (using Crime not to Care)</li> <li>• Mersey Bank community action</li> </ul>
Eco Schools	<ul style="list-style-type: none"> <li>• Keep Manchester Tidy Schools information and Networking Event</li> <li>• Youth Climate Change Action summit</li> <li>• Skills for Life programme support</li> </ul>
Evaluation	<ul style="list-style-type: none"> <li>• Keep Britain Tidy Surveys and Reports</li> <li>• Case Studies</li> </ul>

## 14.3 Focusing on Fly-tipping

14.3.1 Keep Manchester Tidy and Biffa undertook some community engagement at the end of last year with residents at shopping districts in North, South, and Central Manchester. This work identified the following:

- People are familiar with the term fly-tipping and mostly describe it as 'dumping rubbish where it should not be'.
- There was a general lack of awareness about the duty of care concerning waste disposal and people were surprised.
- there was high degree of satisfaction with the household recycling facility (the tip). A lack of transport was the main reason why people didn't use it.
- Leaving things out for the scrap man is common practice.
- People were generally happy with the Council's free collection service (which is one collection of up to 3 items a year) but didn't always use it and many thought that the council could offer more with this service. Some people cited problems with the allocation e.g - a bed can be classed as 3 items as its separated into a headboard, base and mattress.
- Most people see fly-tipping as the council's responsibility.

14.3.2 This information helped to inform more in-depth discussions through two focus groups undertaken by Keep Britain Tidy. The focus groups also revealed that;

- Communal bins are regularly used by residents for disposal even when they know they should not be using them.
- Only 1 participant considered what the scrap man does with waste. The scrap man is seen as a quicker option than using the bulky waste service.
- Residents mainly use the tip when having a major clear out. Not everyone knew you can recycle there. Finding a communal bin was the preferred option to going to tip as people know it will get picked up in a communal bin.
- Participants were not fully aware of the bulky service or what the conditions are.
- Not all types of fly tipping were recognised as such including side waste (black bin bags next to the bin) or leaving bags of clothing next to a full clothing recycling bin.
- Fly tipping is seen as quickly cleared, therefore not harmful. The expectation is that the council will clear it quickly.
- Participants did not fully understand the impacts of fly-tipping and excused fly-tipping behaviour using the premise that leaving things out on the street can benefit others.
- People would not generally report fly-tipping unless it was on their doorstep.
- There is a general belief that fly-tippers won't get caught.
- Residents thought more bin capacity, rather than behaviour change, would be the solution to fly-tipping.

14.3.3 Keep Britain Tidy produced a report following the focus groups (the executive summary is included in the appendices of this report). The recommendations for future campaigns are:



- use value based communications promoting responsibility for own waste (how money spent on clearing could fund things in the community).
- use images of the fly-tipping people don't recognise including side waste (black bin bags).
- use crime tape (for three days to show it's a crime under investigation).
- help residents to reduce waste and maximise bin capacity.
- undertake mapping of the resident's journey for bulky disposal - eg where a resident has a reusable item but no car.
- promote the bulky waste service to residents and make clear the terms and conditions of use.
- consider an extended service trial where the council acts as a direct competitor to white van man.
- develop the website to build understanding of the social, environmental, and economic consequences of fly-tipping.

14.3.4 Activity has begun in order to implement the recommendations above.

Community groups were consulted at the Great British Spring Clean Celebration event about fly-tipping interventions. There was positive support for the use of crime tape for fly-tipping and Keep Manchester Tidy is now liaising with neighbourhood teams to implement the use of crime tape. Residents have also taken part in a consultation with the coms team in order to develop the visuals and messaging for a new city-wide campaign tackling fly-tipping. Both Keep Britain Tidy and Biffa regular attend community engagement events to talk directly with residents about the bulky waste service and these messages are also delivered to residents by officers in our neighbourhood teams.

## 14.4 Impact

14.4.1 Although litter and fly-tipping remains a huge problem across the city, evidence is emerging to suggest that there is positive change towards improving both the understanding of litter and improving litter related behaviours as a direct result of the Keep Manchester Tidy partnership. Most evident, has been the response to this year's Great British Spring Clean where more than 7000 volunteers turned up to over 200 events in Manchester; hugely dispelling the stereotype of the litter-picker as an 'odd do-gooder' or a 'criminal on community payback'.

14.4.2 Evaluation work from Keep Britain has evidence the positive impact of the *Bin the Butt* Campaign. Most significantly;

- Almost nine in 10 smokers each felt that the campaign was aimed at people like them (88%) and that the campaign has made them more aware of the negative impacts of dropping cigarette butts in the street (87%)
- Eight in 10 felt it made them more concerned about the effects of dropping or leaving cigarette butts on the ground, now they knew that they may end up in the sea, releasing toxins that may kill or harm marine life (80%)
- Around two-thirds each felt the campaign made them think the council was doing something to tackle the problem of cigarette litter (66%) and that it

made them think something is being done to improve the cleanliness of the area (63%).

- 83% of those who didn't already bin their butt said the campaign was likely to encourage them to use a bin.

14.4.3 Regular monitoring of campaign sites has shown positive results for both the dog fouling campaign and Crime not to Care campaign. In the area outside New Islington Free School, dog fouling was reduced to zero incidents in the months following the campaign. In the central Manchester alleys trial sites, there were no incidents of fly-tipping following the campaign trail.

14.4.4 Most importantly, by running campaigns, Officers have been able to better understand why campaigns may not work in certain areas. This has helped us to shape an 'all area' approach to tackling litter which is having a positive impact. This approach is illustrated in the case studies included later in this report.

## 14.5 Future Direction

14.5.1 Keep Manchester Tidy has identified five priority areas for the next six months:

- **Fly-tipping** - Officers will undertake a review of current processes and map the waste journey for residents as suggested in the report from Keep Britain Tidy. Continue to develop and launch targeted fly-tipping communications campaign and work together with colleagues to monitor the impact of the campaign. This campaign will also supplement a wider programme of fly-tipping intervention across Manchester, including work by the GMCA and Suez at the Household Waste Recycling Centres. In addition, Keep Manchester Tidy has agreed to participate in a Keep Britain Tidy national anti-fly-tipping campaign trial involving value based messaging. Following the Behaviour Change and Waste Task and Finish Group, there were a number of recommendations relating to fly-tipping. Keep Manchester Tidy will continue to work collaboratively to support the Executive Member for Neighbourhoods to implement these recommendations which included work with the student community and promoting the bulky waste service.
- **Cigarette and Gum Litter** - Following the evaluation of the Bin the Butt campaign, it is evident that this campaign works. We will be making sure that this campaign reaches many more people across the city. As well as focusing cigarette butts, we will also tackle gum litter by installing gum recycling facilities. These two very small items of discarded waste hugely spoil our city centre, so we will be taking a creative approach to tackle this big and dirty problem.
- **Eco Schools** - Keep Britain Tidy run the international Eco schools programme. The vast majority of schools in Manchester have signed up to the programme at some point over the last 5 years. However, the number of schools achieving green flag status is very low. Keep Manchester Tidy is currently working to understand the issues and barriers to achieving green flag and is developing an offer to support schools to engage with the

programme. This work is closely linked to schools involvement in the climate change agenda.

- **GB Spring Clean 2020** - The 2019 GB Spring Clean was phenomenal. Our ambition is that the 2020 GB Spring Clean will be even better. This time, we will engage even more volunteers and make improvements to systems so that we can better capture data to evidence the impact. We will also boost our relationships with the business community helping them to sustain clean ups beyond the GB Spring Clean.
- **Special Projects in Each Ward** – At the end of 2020, we would like every resident to experience something in their ward that helps them to identify Manchester as a 'Tidy City'. To this end, we are working with internal and external stakeholders to help bring litter busting projects to life.

### Case Study – A Challenge to Design out Litter and Fly-tipping in Newton Heath

Keep Manchester Tidy (KMT) first became involved with St Wilfred's School in Newton Heath through the GB Spring Clean. Head Teacher, Anne Fox, highlighted some of the difficulties that the school faced due to significant dog fouling around the school perimeter. KMT's response was to initiate the dog fouling campaign in the area. This involved using campaign material and speaking to dog owners.



After monitoring the campaign, it was evident that it had not been a success. Campaign signs were ripped down on numerous occasions and were replaced to no effect. Keep Manchester Tidy felt that if the area received a 'beauty boost' the campaign may just work better.

Keep Manchester Tidy consulted with various groups and individuals to gauge appetite for a project. The responses ranged from excitement to dismay, with some people fearing that any improvements would be a magnet for vandalism. The enthusiasm for a project quickly took over though and it was agreed that we should go ahead.

A group of young volunteers from the National Citizen Service were engaged as part of the Challenge programme. The group were set the task of redesigning the land outside the school. To bring in a wildlife element to the project, the group were supported in their work by Lancashire Wildlife Trust. The North Neighbourhood Team were also on board, ensuring a community engagement element to the project. Unfortunately, initial plans were



thwarted when it was discovered that the overgrown land was in fact completely solid

underneath. Fortunately, the grounds maintenance team and social value partner Redgate Holdings came to our rescue helping us to get two robust planters in place.

The young people worked solidly to clear, plant, tidy, and transform the area. Additional volunteers came down to help litter pick the vicinity and prune the alleyway; the project soon began to feel like 'Our Manchester' in action.

The young people engaged with residents offering them a free hanging basket and watering can in return for a little help in keeping the plants alive over the hot summer. The results were blooming amazing; an ugly stretch of fly-tipped land that hid the school is now bursting with colour and has made the school entrance more inviting.

It was a joy to see the reaction from the school and passers-by. It was Anne's last day as Head Teacher before retiring, so this felt like a fitting tribute that brought a few tears to her eyes. She gave her assurances that the school would be happy to be involved in the upkeep of the project.

Over the summer, Keep Manchester Tidy has been keeping an eye on the area. There has been no fly tipping outside the school and no dog fouling seen in the alley. We are now looking forward to working with the school and the new Head Teacher to help prepare the area for the winter period. Keep Manchester Tidy and the Neighbourhood Team are also currently planning ways to link this work to the High Street, other local schools, and the older generation in Newton Heath helping to Keep Newton Heath Tidy.