

**Manchester City Council
Report for Information**

Report to: Neighbourhoods and Environment Scrutiny Committee – 10 October 2018

Subject: Waste, Recycling and Street Cleansing Update

Report of: Chief Operating Officer

Summary

To provide the Scrutiny Committee with an update report on progress in delivering waste, recycling and street cleansing services (including ward level cleansing), cycle lane cleansing, weed control and the apartment service change. Update to also include:

Fly tipping – private property, residential properties & commercial waste

How to influence behaviour change to improve recycling.

Planning: 1) conditions regarding waste disposal for both domestic and commercial premises; 2) Impact of permitted development on waste; 3) Impact of short term lets (like Airbnb) on flytipping.

Recommendations

To consider and comment on the content of the report.

Wards Affected: All

Alignment to the Our Manchester Strategy Outcomes (if applicable)

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	
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	

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	

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Background documents (available for public inspection): None

1. Introduction

1.1 The waste collection and street cleansing service is the only universal service delivered by the City which all Manchester residents receive; and recognise as being provided through their council tax contribution.

1.2 The City has a statutory obligation to keep streets clean and to collect domestic residual waste and recycling. Further, creating clean environments and successful neighbourhoods, is fundamental to the council's priorities for economic growth, as well as improving resident wellbeing and satisfaction with their area. The consultation on the Our Manchester Strategy showed how passionately people feel about environmental issues. This feedback has been incorporated into the 'Our Manchester' vision to reduce littering, increase recycling and create a cleaner city.

1.3 The City has made impressive progress over the last 9 years to increase recycling and reduce residual waste arising. In 2009/10 the City had one of England's lowest recycling rates at 19%; this has increased in 2017/18 to 39% (50% for properties with their own bins). Improvements in apartment recycling will help offset the growth in this property sector. Manchester's recycling performance is now one of the highest amongst the Core Cities.

1.4 Following the signing up of the UK to the EU Circular Economy and the impending impact of Brexit, the direction of the UK's Waste Strategy is unclear. It's understood that a new UK Waste Strategy is due to be released in November 2018 – which will hopefully provide some clarity around future targets for landfill diversion and recycling targets. It is anticipated that the strategy will include plans to develop mechanisms to achieve some of the aims of the EU Circular Economy and make producers more responsible for waste. This may include development of a recycling Deposit Return Scheme and mandatory food recycling schemes.

1.5 Significant work has also been undertaken to improve the cleanliness and appearance of the City. A series of 'Clean City' projects in 2015/16, delivered by the community and investment in the City's bin infrastructure provided an uplift to the City's environmental quality. The implementation of an integrated Neighbourhood Service in 2016, provides education, engagement and enforcement in a more joined up way. The delivery of street cleansing and bin collections through a single contract has created more efficient and effective services for the City. Closer working relationships with citywide services such as Planning and Highways is starting to place the management of waste and control of litter as key outcomes for consideration in new developments.

1.6 In February 2017, Department for Environment, Food & Rural Affairs (DEFRA) launched 'The Litter Strategy', which recognises the huge challenge litter poses to the country. The paper sets out aspirations to reduce the impact of littering on all aspects of the environment and deliver a national campaign intended to drive a significant behaviour change. Earlier this year, the City embarked on a partnership with Keep Britain Tidy to develop an overarching campaign: 'Keep Manchester Tidy'. This overarching campaign will encourage residents, businesses and visitors to do their bit and deliver interventions for the various types of litter issues experienced across the City.

2. Background

2.1 Since 2010/11 the City has faced a number of significant challenges to deliver street cleansing and waste collections services. As austerity measures came into effect significant financial savings have been achieved through changes to the way in which street cleansing services and waste collections are delivered.

2.2 In 2011/12, around 40% of cleansing staff left the organisation via voluntary severance or voluntary early retirement (VS/VER). Street cleansing frequencies were reduced from weekly to fortnightly and a range of restrictive waste measures were introduced to prioritise the collection of recycling. Refuse collections moved from weekly to fortnightly, leading to a decrease in refuse of 23,535 tonnes (18.7%) between 2010/11 and 2012/13 (full years either side of the change year).

2.3 Further savings were realised from the delivery of the street cleansing and waste collections through procurement of a single contract arrangement, which was agreed by Executive in April 2014. The contract was awarded to Biffa following a competitive dialogue procurement process which resulted in a further £1.6m savings for the City. The delivery of these services through a single contract led to a number of improvements including: routine evening and weekend cleansing and service on bank holidays. Improved management of place – removing the hand off which previously existed between the separate operational arrangements.

2.4 Since the start of the contract (July 2015), Biffa have faced a number of pressures as the City's population has increased by around 6% since the tender information was prepared. There has been growth in the apartment sector - particularly in the city centre and as this has extended through planned development. In recent years Registered Providers have reduced their estate management teams who previously responded to issues of domestic waste issues. Expansion of the city centre, increase in the night time economy and an increase in the number of rough sleepers resulting in high profile littering (particularly of a hazardous nature), has further stretched Biffa's cleansing resources.

2.5 The City has also seen significant increases to the waste disposal levy – a number of measures have been implemented in recent years to reduce this area of spend. Following the service change for 4 bin households in 2016/17, the amount of residual waste disposed by these households reduced by 25% - ensuring achievement of the City's £2.2m savings target from the waste disposal budget in 2017/18 (£34m). 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. Restructuring of the finance arrangements alone will result in significant savings for the City (£2.4m savings target 2019/20). Reprocurement for replacement providers is currently underway and the new contracts will commence in 2019/20.

2.6 Significant savings achieved from waste collection and disposal contracts; reduction in residual waste collected from 4 bin households and implementation of the integrated Neighbourhood Services model has helped to protect valued Council services.

PART A – OPERATIONAL PERFORMANCE UPDATE

1. Biffa Contract Background

1.1 The Biffa contract commenced in July 2015 following a competitive dialogue procurement process. Prior to this all street cleansing activity across the city, and grounds maintenance work on Council owned land including parks, was undertaken in-house by the Neighbourhood Delivery Teams. Staff undertook generic roles to cover seasonal variations across the two services – particularly during the grass cutting season and leaf fall. Residual waste and recycling collections were provided through a Joint Venture arrangement with Enterprise Manchester - the 7 year contract expired in 2015.

1.2 In April 2014 the Executive decided that street cleansing and waste collection services should be delivered through a single service contract model. With a clear aim of achieving cleaner streets, increased levels of recycling and at a lower cost. The grounds maintenance service was not included in the tendered waste and street cleansing contract.

1.3 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, with the exception of 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.

1.4 Since the contract was let, Biffa have focused on integrating the street cleansing services with the waste collection services and implementing an integrated ICT solution to link the Councils CRM system with their operating system (Whitespace). This has allowed Biffa to manage delivery of proactive and reactive services effectively and provide robust management information. In 2016/17 the focus of the City was to deliver the residual service change for properties with their own bins, which saw 157k hh swap their black wheeled bin for a smaller grey wheeled bin. Following the significant reduction in residual waste collected and increased recycling collection rounds were reviewed – resulting in some properties service day changing. In February 2017 concerns were raised by Officers about the standard of street cleansing services being delivered and Biffa enacted a Service Improvement plan – this concluded in November 2017. In year 4 improved performance across all service areas is now being delivered across the City, with focus moving towards detailed cleansing and improved performance management to ensure required contract standards are being delivered consistently.

2. Governance Arrangements

2.1 The City Council manages the Biffa contract through a Strategic Board with representatives from Biffa and the Council including the Executive Member, Deputy Chief Executive and Chief Operating Officer. The Programme and Contract

Management Group (PCMG) chaired by the Contract Manager is a sub-group of the Board which provides formal monthly contract monitoring and compliance and calculation of any failure penalties as defined by the Price Performance Mechanism. The Waste Performance Group made up of City Council representatives meets monthly to review performance of the Biffa contract and Disposal Contract. The Neighbourhood Meetings provide a forum where area specific issues are highlighted with Biffa and areas requiring joint working with Neighbourhood Teams and Neighbourhood Compliance are raised and actioned.

2.2 Chart providing an overview of the Biffa Contract Governance Arrangements



3. Service Improvement Plan (February – November 2017)

3.1 The Neighbourhoods and Environment Scrutiny Committee discussed concerns about Biffa’s street cleansing performance in December 2016. Biffa had struggled to achieve expected standards through the most challenging part of the year and the management of the leaf removal programme was a significant factor to this. As part of the City’s street cleansing inspection programme, issues were noted in relation to the cleanliness of streets across the City, which were not consistently meeting the specification standards either in terms of quality or coverage.

3.2 In February 2017, Biffa implemented a ‘Service Improvement Plan’. They implemented significant changes to make Supervisors and Operatives more accountable for their work. Biffa have sought to create a culture of performance improvement, using data more effectively to measure the output of teams and identify areas where improvements were needed.

3.3 The Strategic Board met in August 2017 and noted that improvements had been made in performance, but that further time was needed to ensure that improvements continued to the level that is contractually expected. The service needed to be fully tested in the high demand periods of the year where failures previously occurred. As part of the Service Improvement Plan extension, additional stretch targets and milestones were set for Biffa to further improve their performance and demonstrate more intelligent methods of performance management were being deployed.

3.4 Biffa provided evidence to the Strategic Board in November 2017, to demonstrate that contract service standards were consistently being met. The Service Improvement Plan was concluded on this basis - but with a clear expectation for Biffa to further improve services provided and deliver more effective performance management. During 2018, close scrutiny of Biffa's performance has continued through the contract governance arrangements.

4. Service Standard & Contract Monitoring

4.1 The standards of street cleanliness and refuse 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 Local Authorities were required to complete street cleansing surveys and submit the results to DEFRA this was known as the National Indicator 195 (NI195). From 2010-16, Manchester did not collect any NI195 data. Some local authorities still report on a voluntary basis to Keep Britain Tidy. Training to undertake surveys which use this methodology is provided to the City and Biffa, by Keep Britain Tidy, a national environmental charity. The COPLAR guideline is available online:<https://www.gov.uk/government/publications/code-of-practice-on-litter-and-refuse>

4.2 A key principle of the Contract is that responsibility for day-to-day management and performance measurement lies with the Contractor. The contract specification for street cleansing is output based and sets cleansing standards for different land types. 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.

4.3 Historically, when the street cleansing service was delivered in-house the service was delivered on a frequency basis – every three weeks. However, crews regularly failed to visit all areas due to be cleansed that day, which meant that some parts within a ward did not get cleansed on a regular basis. The Council did not have a monitoring system in place, standards achieved were inconsistent and perceptions of environmental quality in parts of the City was low. There was very limited management information available with only service requests captured on CRM available as a measure.

4.4 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.

4.5 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 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. Officers also use the same methodology when monitoring Biffa's performance.

4.6 The City's 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. 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 in the PPM, financial penalties are incurred.

4.7 Bin collections and other requested services, such as Bulky Waste requests and Bin Deliveries are monitored using management information provided by Biffa. This information is tested for robustness by the Data Analyst and compared with information collected from the CRM system. Further measures have been developed to ensure Biffa are delivering these services to the required standards and within SLA. Reports of Original Jobs Not Done (OJND), is used as measure to provide assurance that Biffa are actioning service requests – not simply closing them as complete. The Contract Monitoring Officer also undertakes checks involving a sample of service requests to ensure they have been completed satisfactorily. Issues are raised for rectification by Biffa and form part of the suite of KPI's set in the Price Performance Mechanism.

5. Performance

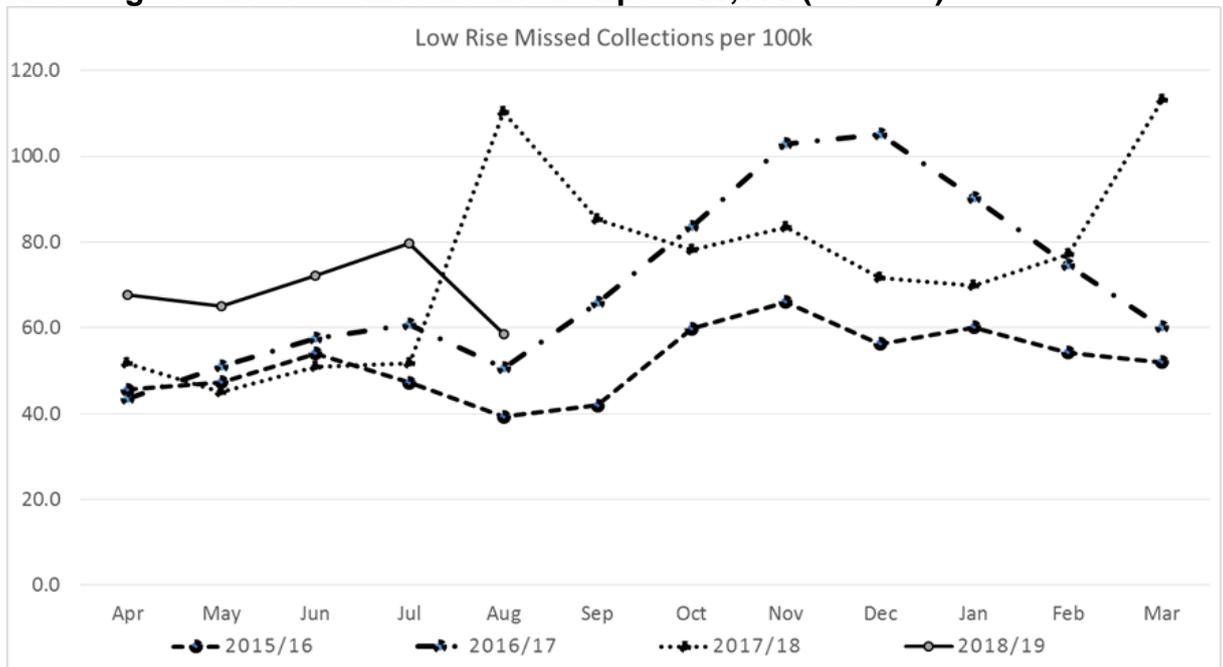
Bin Collections

5.1 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. To generate continuous improvement officers expect that Biffa to identify collection rounds that are performing both well and those that require improvement and putting measures in place to bring the standard up to the levels of the best performers.

5.2 In 2010/11 the Executive agreed that as part of a range of budget saving measures, the collections provider would only be required to return for reports of 'whole streets' missed. Individual reports of missed collections would be sent sacks to provide additional capacity until the next collection. Biffa are required to monitor

missed collection performance by vehicle to ensure that repeat missed collections are addressed and normal service reinstated.

Graph showing number of missed collections per 100,000 (4 bin hh)



5.3 Following the collection day change in 2017/18 (summer), the number of missed collections increased. Inclement weather in February and March 2018 led to a spike in reports of missed collections. The number of reports for missed bin collections has shown an increase in quarter 1 (18/19) compared to (17/18). Whilst performance is still within the required range for the contract, Officers have raised concerns with Biffa about this slight decline in performance. It is understood that following service change in 2015/16, more residents present their residual bin every collection and more residents are recycling – which means that overall more bins are being emptied. Biffa regularly report access issues due to highway maintenance road closures or due to parked vehicles – again, these are rectified as soon as Biffa can gain access. Officers are working together with Highways and other stakeholders to improve communications with residents when this happens.

5.4 Officers are concerned that there has been an increase in number of missed collections due to vehicle breakdowns. Whilst the contractor is required to ensure such collections are completed the following day, there is concern about the impact on quality of service for residents. Officers have also raised issues with Biffa about the communication of missed collections to the Contact Centre and Neighbourhood Teams – who in turn share this detail with elected members. This is an area where Biffa have been requested to make improvements. Biffa are in the process of reviewing the fleet and replacements for the most problematic vehicles are being prioritised. Performance in this area continues to be closely monitored.

Passageways (Communal Collections)

5.5 In response to concerns raised by Officers and Elected Members about the standard of service being provided for this collection type, the Contract Monitoring

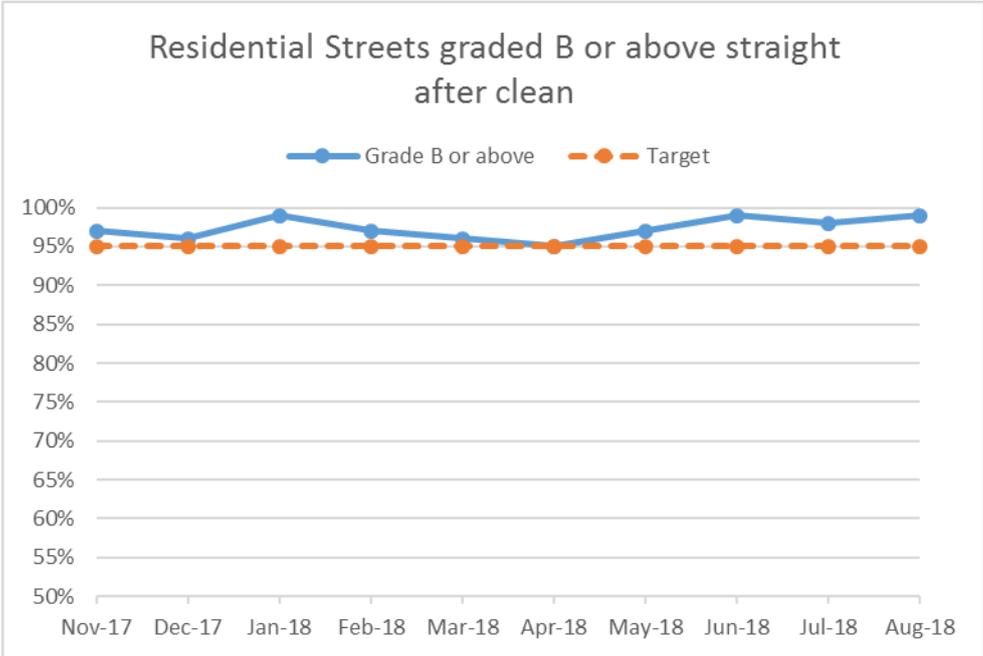
Officer has undertaken random checks following collection. This has shown that crew performance on residual waste has been below expected levels. Biffa achieved a 90% pass rate during June, July and August 2018, falling short of an expected level of 95%. Over the course of the last 12 months, Biffa have washed all communal containers located in passageways. This exercise will now be repeated on an annual basis. Contamination of communal recycling containers remains a challenge in some passageways. In 2018/19 and 2019/20, work will be undertaken to review this service.

Street Cleansing Services

5.6 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.

5.7 The graph below shows how Biffa have maintained the progress made during the 2017 improvement plan and have ensured, since its conclusion in November 2017, that expected standards have not dropped. Officer’s inspections have shown that survey scores of residential streets have not fallen below targeted levels on any occasion since the end of the improvement plan. Overall completion rates on day of cleanse have also been consistent and generally meeting the targeted level of 90% since the improvement plan ended. The average is much higher than pre-improvement plan levels. In some wards completion rates were below 50%.

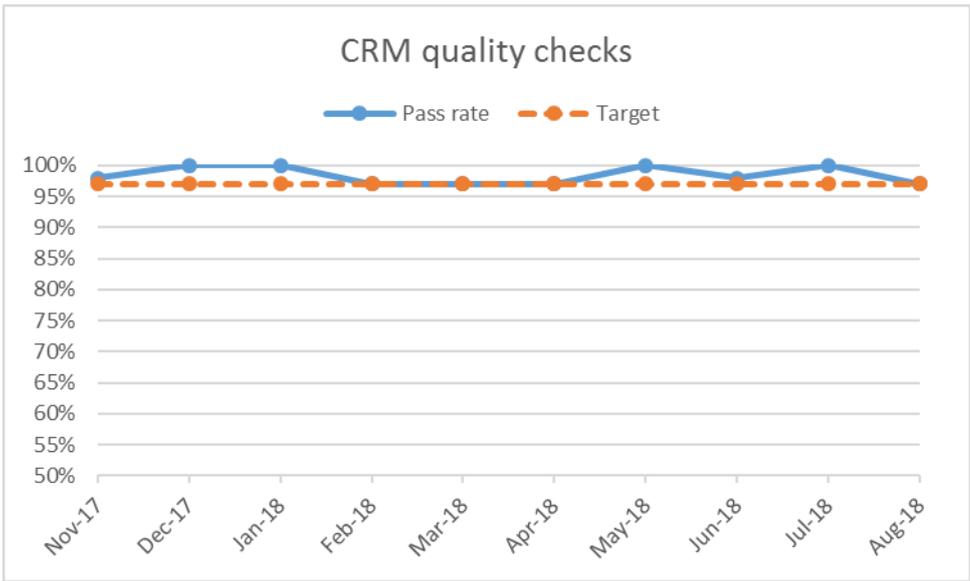
Graph showing results of MCCs assessment of cleansing standards (post cleanse)



Reactive Street Cleansing Requests

5.8 Biffa have maintained good performance levels in their CRM job management - meeting targeting levels consistently. This was a particularly weak area during the early part of the contract and is now much improved. Officers monitor the number of OJND's logged for the main requested services. In 2017/18 a monthly average of 4.5% of jobs were reported as OJNDs by customers. This has improved to 2.6% in 2018/19.

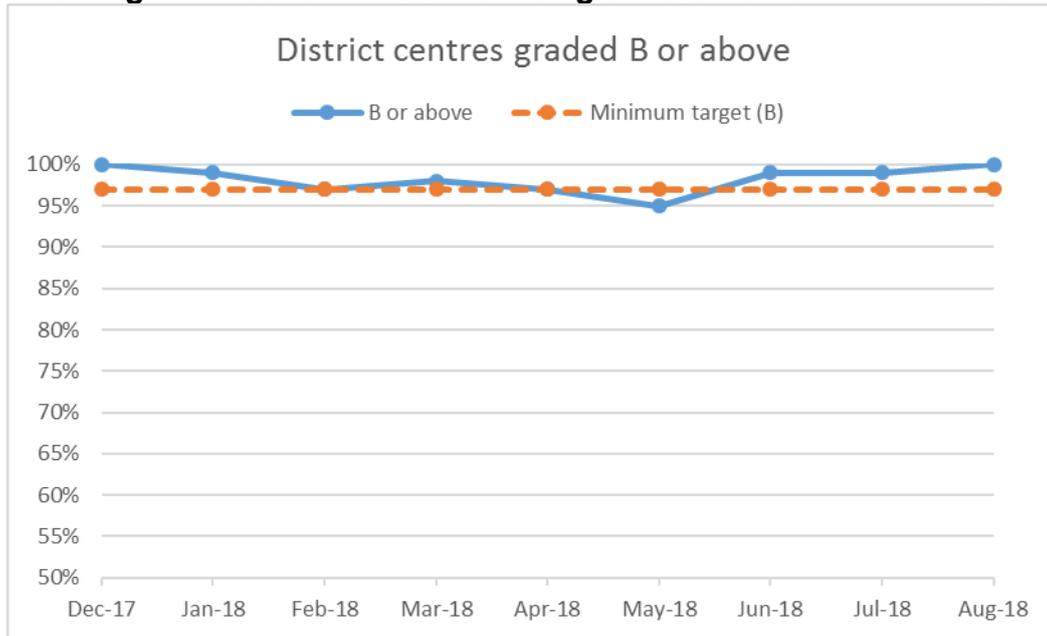
Graph showing results of MCCs quality checks of requests for service (dust, litter & dirt issues)



District Centres

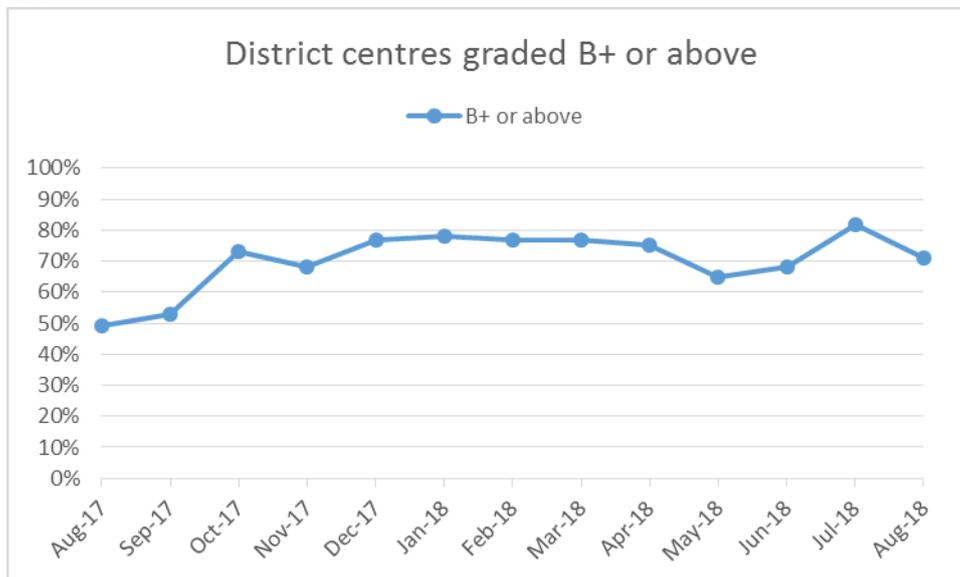
5.9 The standard of cleanse in District Centre has improved since the end of the improvement plan. Officers had requested Biffa continue to improve service provided in these areas as performance was inconsistent. District centres scoring grade B (minimum standard required) or above regularly exceed targeted levels of 95%.

Graph showing the results of MCC cleansing assessments of District Centres



The graph below shows that the number of assessments in District Centres, following cleanse with graded B+, has increased by an average of over 20% compared to 2017 figures.

Graph showing the results of MCC cleansing assessments in District Centres Grade B+



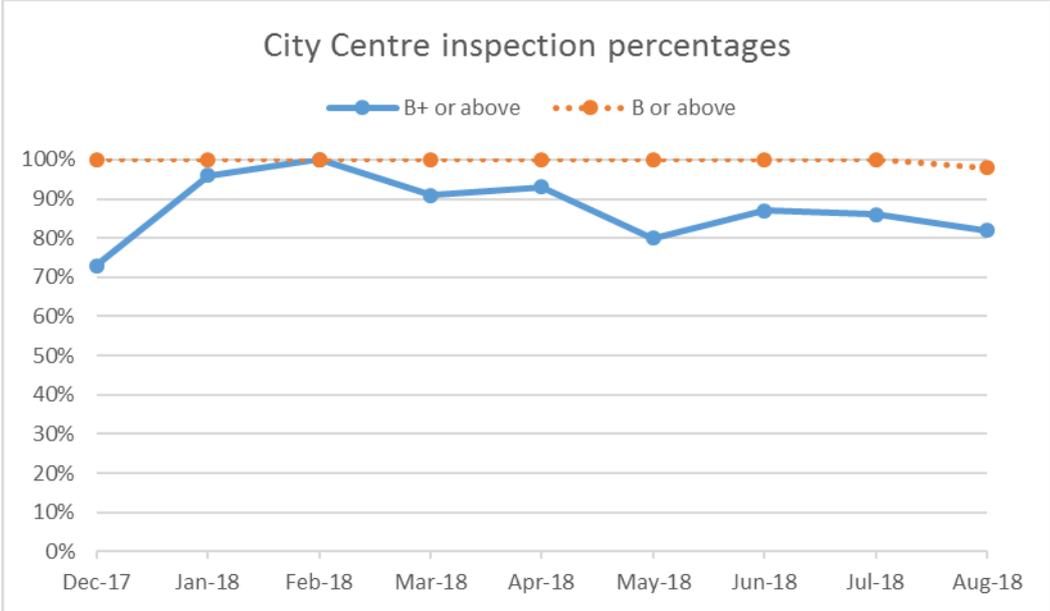
City Centre

5.10 The Contract Monitoring Officer’s assurance inspections have shown a steady reduction in the number of streets being graded at B+ since February 2018 – which is also reflected in Biffa’s inspections. The Contractor reports that growth in the City Centre, since the contract was let, has had a significant impact on street cleansing. They suggest that following cleanse, streets are deteriorating much quicker than they did at the start of the contract – requiring them to cleanse high footfall areas more

often. Analysis by Officers has shown that since the contract was let footfall in the City Centre has increased by 16% due to population growth; 15% increase in jobs and increasing visitor numbers to the City. An increase in street cleansing issues attributable to rough sleepers, has resulted in an increase in request for service from Officers, GMP and other support agency's which isn't captured on the CRM system. The waste is often of a hazardous nature and requires a quick removal response. Poorly managed commercial waste also contributes to litter removal issues for Biffa.

5.11 Whilst the City recognise that these factors are posing significant challenges, Officers are concerned that following cleanse the standards achieved are not high enough. This is due to a lack of attention in some areas, to removal of litter and detritus – particularly against obstructions such as street furniture and building lines. Biffa have accepted improvements are needed in the city centre and are working with Officers to review ways of working to raise standards of the service. The detailed cleaning is currently holding Biffa back from achieving higher scores and an area that needs further improvement.

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



Litter Bins

5.12 The service standard requires that no litter bin should ever be full and bins should be well maintained. Officers have raised concerns with Biffa about their performance in this area. Perceptions of the litter bin collection system employed by Biffa is low – concerns are regularly raised by elected members and Officers that bins are regularly overflowing and not maintained to the expected standard. The litter bin collection frequency in parts of the City is not effective, information about collection frequency and bin condition is also poor. Currently performance is measured using data collected from CRM and from spot checks undertaken by the Contract Monitoring Officer. However, the number of issues reported about litter bins is very low. Officers are aware there is a disconnect between the quality of service provided and the number of issues reported.

5.13 Officers have had to support Biffa to investigate how a more robust management system can be implemented to drive improvements in the service. In 2016/17 litter bin monitoring equipment was trialed, a device was fitted within the top of the bin to monitor fill level and send a notification to Biffa once full. Whilst the technology proved successful, the cost of the system was not deemed to be financially viable by Biffa. This year an alternative system has been agreed by both parties which uses QR codes and associated data software 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 also 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 on a sufficient frequency. 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. It's expected that this technology will be in place by December 2018.

Flytipping

5.14 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. The majority of 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.

5.15 The service standard requires Biffa to remove reported flytipping within 5 working days – unless the material is of a hazardous nature which requires a quicker response rate. The contractual KPI target for fly tipping requires Biffa to achieve the SLA at a minimum rate of 95%. Table 2 in Appendix A shows that Biffa are completing in excess of 95% of all requested flytips within the SLA. However, Officers are concerned that some of the flytip jobs which fall within the 5% which do not achieve the target SLA for removal are being left, in a small number of cases, for a significant period of time. This is clearly unacceptable and provides a poor quality of service for customers who logged the service request. Biffa have advised that some of the fly tips which fall in this category have been very challenging to remove – either due to the size, location or nature of the material fly tipped. On occasion third party contractors have to be engaged by Biffa to remove the most problematic flytip's. Officers are concerned that Biffa are not effectively communicating these challenges to the customer and relevant stakeholders. Timescales for removal of such fly tips are longer than can be deemed to be reasonable. Officers are challenging Biffa robustly about these issues and expect to see improvements in this area.

Biffa Investigation Team/ MCC Neighbourhood Project Team

5.16 Fly-tipped material is also removed proactively by Biffa's flytip investigation team. Biffa currently receive £182,000k as a permanent 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).

5.17 Prior to the creation of the Flytip Investigation Team, fly-tipping was collected via two set processes – 1) perpetrator known and person reporting issue willing to give a statement to that effect and 2) perpetrator unknown – waste to be removed (not searched for evidence). The Neighbourhood Project Team (NPT) was set up to bridge the gap between these processes. This arrangement has proven effective in driving an increase in enforcement action taken against perpetrators of flytipping. Since the initiative started in May 2016, a total of 9,888 fly-tip cases with evidence have been identified and as a result 9,650 Notices have been served and 416 successful prosecutions. Further details is provided in part B of this report, section 3.

5.18 The Performance, Research & Intelligence team have been commissioned to undertake a detailed analysis of the flytipping situation in Manchester. This will help provide intelligence for the 'Keep Manchester Tidy' campaign.

Bulky Waste

5.19 27,045 bulky jobs were requested in 2017/18. Households are entitled to one free collection of upto 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 being logged in April – when the bulky count is reset to zero. Officers raised concerns with Biffa in 2017 that they were not effectively managing the peaks in requests for service and consequently the 10 day SLA was not being achieved. 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. Further detail provided in Appendix A.

Bin Deliveries

5.20 32,667 bins and 17.6m caddy liners were delivered to residents in 2017/18. The SLA for delivery is within 5 working days. Biffa consistently achieve this SLA.

Complaints

5.21 Table 1 in Appendix A provides an overview of the number of complaints Biffa receive about their service via the Councils complaints process. On average Biffa receive 33 complaints a month and provide a response within the target SLA 95% 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 are 1) missed collections (residual and green bin types are the highest), 2) street cleansing insufficient and 3) no caddy liners left. The ward where the highest number of complaints have been received from in 2018/19 is Cheetham. Biffa are providing evidence now that they are analysing complaints and service requests to identify where there are issues with particular crews or service areas. Biffa have discussed

the potential to use the 365 degree CCTV on collection vehicles to improve quality of service provided – but outside of complaint investigation this has not yet been progressed.

5.22 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 that small adjustments to the execution of the bin collection service will lead to increased satisfaction with Biffa's service. 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.

6. Seasonal Street Cleansing Services: Leaf Removal

Background

6.1 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 Neighbourhoods and Environment Scrutiny Committee discussed concerns about Biffa's street cleansing performance in December 2016. Biffa had struggled to achieve expected standards through the most challenging part of the year and the management of the leaf removal programme was a significant factor to this. As part of the City's street cleansing inspection programme, issues were noted in relation to the cleanliness of streets across the City, which were not consistently meeting the specification standards either in terms of quality or coverage. As part of the Service Improvement Plan, additional targets and milestones were set for Biffa to stretch their performance and demonstrate more intelligent methods of performance management are being deployed.

6.2 The leaf removal programme in 2017/18 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.

Approach

6.3 Lessons learnt from 2016/17 informed a more robust delivery programme last year which corrected fundamental issues with operational deployment of resource to manage leaf removal and how this responded to intelligence and feedback from stakeholders.

6.4 Key to Biffa's improved performance this year, has been the full utilisation of 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.

6.5 The 2017/18 programme saw greater co-ordination 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

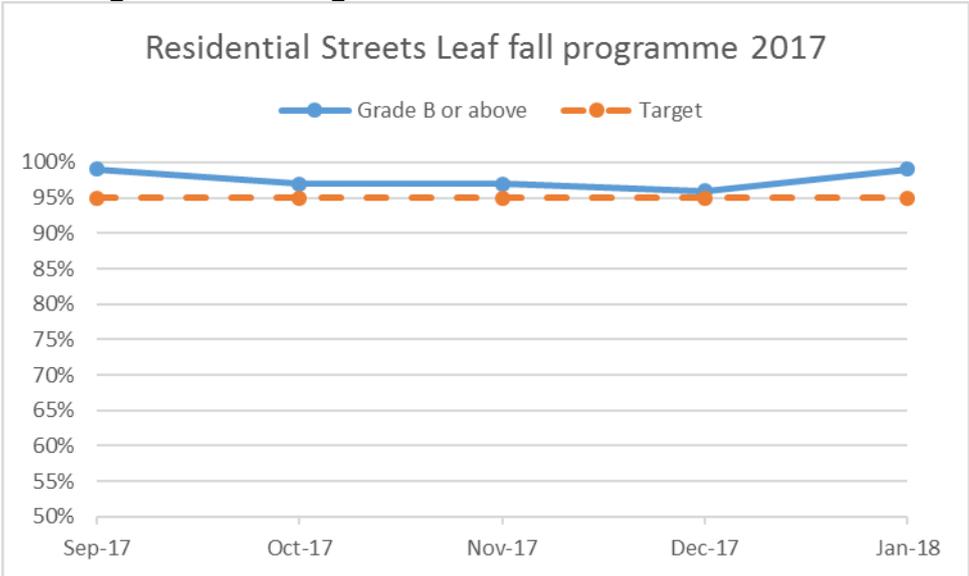
cleansing and building confidence in the service. There are a number of opportunities to build upon and improve the outcomes of this partnership working.

Performance

6.6 Last year’s leaf fall programme began on 23 October 2017, 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 more effective and standards far exceeded 2016/17 levels. Operationally, the programme was far more efficient and effective at removing leaf fall. By the end of November 2017, the bulk of the leaf removal was complete with in excess of 2600 tonnes of leaves collected and the majority of leaves fallen. The focus of the final stage of the programme being detailed removal as opposed to the removal of large tonnages – which was completed as part of ‘business as usual’ sweeping.

6.7 In previous years, leaf fall season has had a significantly negative impact on both the level of cleanliness of the streets and the number of streets attended on each scheduled day (completion rates). The performance of last year’s leaf fall programme ensured that high standards of street cleanliness, were maintained. The graph below shows the cleanliness of streets when checked after the scheduled day of clean by the Council.

Graph showing the results of MCC cleansing assessments of Residential Streets During Leaf Fall Programme 2017/18



6.8 Following feedback from Members, there was closer scrutiny of Biffa’s performance around cycle lanes – as these areas were problematic in previous programmes. Whilst this was much improved this year, compared to 2016, there exists a number of opportunities to make further improvements. Some cycle lanes prove more challenging to sweep than others, due to their design and difficulty gaining access with mechanical sweepers. The number of requests for leaf removal have been monitored throughout the period, Officers have been asked to use CRM to log any areas which they felt required attention as part of the process. As leaf fall occurred at a different time in 2016, much later in the season, direct comparisons have been difficult to draw.

Conclusion

6.9 It's understood that weather conditions in autumn 2017 were particularly conducive to supporting Biffa's leaf fall removal programme. Forecasting the onset of the start of leaf fall will continue to be a challenge each year and it will be important to ensure that future programmes are as much as possible, flexible to account for this uncertainty. Officers are encouraged by Biffa's improved performance last year and are supported that a similar approach should be taken in 2018/19. 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's recognised, that whilst performance is better than last year, there is still further work required to ensure areas of dense parking are not left untreated.

2018/19 Programme

6.10 This year's programme intends to build on the success of last year's programme and continue to further develop the partnership working approach. Regular workshops will be held with relevant stakeholders and further detail about the programme will be shared. The aim is to increase the neighbourhood focused work around hard to clean areas affected by issues such as heavy parking and join up the programme with other services such as gully cleansing. There will also be increased monitoring around CRM job resolution

7. Seasonal Street Cleansing Services: Weed Removal

Background

7.1 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.

7.2 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.

Programme Improvements 2018

7.3 Previously Biffa have 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. Biffa have:

- Upskilled existing staff to be trained in the application of weed suppressant
- Purchased equipment to carry out the programme internally

- Resourced 3 teams and a dedicated city centre resource rather than 2 teams provided previously.
- Resourcing of a small reactive team to pick up CRM jobs
(NB this resource is provided in addition to regular street cleaning and as a result will not impact upon regular cleansing schedules or standards.)

Method of application

7.4 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.

7.5 Quad bikes will 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.

Approach

7.6 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.

2018 /19 Progress Update

7.7 The weed removal programme commenced in April 2018 and will end in October 2018. Due to favourable weather conditions this summer, the first application of the weed suppressant was completed on schedule and was relatively effective at controlling weeds. Unfortunately, as part of the first round of application some tree pits were included in the programme which should not have been. This issue was addressed in phase 2 and a broader engagement with stakeholders was completed to identify any areas which should not be included in the programme.

7.8 Biffa are currently completing the second application. Assessments are indicating that from late summer when the City started to see some rainfall weeds have grown significantly in some areas. This has not been helped by a build-up of detritus in central reservations of key routes and where pavement lines meet obstructions. This in effect creates a seed bed for weeds to become established. Significant opportunity

exists for Biffa to reduce weed growth through more effective detailed cleansing of these areas. Whilst this year Biffa have proven to be more successful at completing the programme of weed spraying, the programme to remove weeds has not yet been completed to a satisfactory standard. Officers have raised these concerns with Biffa and they 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. A review of the programme will be undertaken at the end of the season.

Local Environmental Quality Survey

7.9 This year as part of the Citys’ partnership with Keep Britain Tidy, an independent assessment of the Citys’ local environmental quality has been undertaken by Surveyors from the organisation. An independent review of the local environmental quality (LEQ) was carried out to identify key issues and assess standards. This information 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.

7.10 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. The NI195 survey includes assessments of Litter, Detritus, Graffiti and Fly posting. The Manchester survey included 806 assessments of different land types in every ward of the City (except City Centre). The scope of the survey also included staining, leaf & blossom fall and graffiti. The KBT Surveyor did not complete the assessments post cleanse – they were undertaken randomly without knowledge of Biffa’s cleansing programme.

7.11 The table below provides an overview of the results from the survey. The results show that overall Manchester is performing better than the national survey in Litter and Detritus and Comparable in Graffiti and Fly posting.

Element	Manchester		National Survey	
	Pass%	Fail%	Pass%	Fail%
Litter	90	10	86	14
Detritus	87	13	75	25
Staining	97	3	N/A	N/A
Leaf and blossom fall	94	6	N/A	N/A
Fly posting	99	1	99	1
Graffiti	97	3	97	3
Weed Growth	91	9	N/A	N/A

7.12 Officers are encouraged that Manchester compares favourably to the results of the National Survey. The detailed findings of the survey will be used to inform the Keep Manchester Tidy campaign.

8. Cycle Lanes

Approach to cleansing

8.1 Cycle lane cleansing is completed as part of the overall Street cleansing programme and as such the road type and rates of deterioration governs 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 presented monthly.

Approach to Leaf Removal

8.2 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.

8.3 During the leaf removal programme, any cycle lane in areas with large amounts of leaf fall will receive additional sweeping above the standard cleanse described above. 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 will have dedicated supervisors for the duration of the programme. MCC will also be monitoring the standards of the programme.

Approach to Gritting

8.4 In previous years the treatment of the highway has been undertaken by Carillion and the treatment of primary and secondary route footways / cycle ways was undertaken by Biffa (as a variation to the waste collections contract). This year treatment of both elements will be undertaken by Balfour Beatty.

8.5 Cycle ways that are part of the road are treated as per the carriageways on which they are situated. The 8 kilometers of segregated cycleways in Manchester are treated separately to the carriageways as the grit will not hit these areas due to the physical obstructions to treatment i.e. kerbs. Gritting is instead carried out using quad bikes which spray a liquid de-icer onto the cycleway's surface. This is more efficient than gritting as it does not rely on mechanical action (crushing) of the pedal cycles to activate the de-icing material. During the winter months the weather is monitored continuously and if weather event has been forecasted, treatment of the cycleways will be ordered and this will be done before the onset of ice or snow.

8.6 The Well Maintained Highway Code of Practice recommends the response time for reactive treatment of primary route footways and cycleways to be 12 hours, with the target response time for reactive treatment of secondary route footways and

cycleways being 24-48 hours. However, with the introduction of the liquid de-icer footways and segregated cycleways will be treated in a cyclical manner to ensure the surfaces are always treated prior to the onset of ice or snow. This is because the de-icer can remain active for three to four days even following such events.

8.7 Monitoring of the activity will be by means of a GPS tracker fitted to all quad bikes and also by a visual inspection to determine the de-icer's effectiveness. Due to the nature of the de-icer there isn't a tell-tale mark to show if a section has been treated or not. Therefore; its effectiveness can only be determined following a weather event i.e. if the surface is clear of ice or snow, then the treatment has been effective, however if snow or ice can be seen then, either the section hasn't been treated or the treatment wasn't sufficient in terms of quantity applied.

8.8 Following any gritting operation the contractor is required to input details of the treatment carried out onto a dedicated computer system and will include information about sections of segregated cycleway or footway that have been omitted together with the reasons for the omission(s), which would normally be due to roadworks causing sections of the highway to become inaccessible, or due to another type of incident e.g. a road traffic accident, construction works, temporary traffic regulation order, etc.

9. Apartment Service Update

Phase 1 feedback and lessons learned:

9.1 Phase 1 saw 194 buildings (circa 11,000 apartments) assessed and adjustments made. Some had residual waste capacity removed and additional recycling capacity provided. Affected buildings are located in Ancoats & Beswick, Charlestown, Cheetham, Clayton & Openshaw, Crumpsall, Deansgate, Harpurhey, Higher Blackley, Miles Platting & Newton Heath, Moston and Piccadilly

9.2 A communication campaign included a letter and leaflet; door-to-door canvassing; targeted social media posts and notifications placed on the residual waste bins. This was supported by additional communications from the building managers via existing building networks, building staff, notice boards, meetings and letters. In response to concerns that residents were not being effectively engaged in the service change, efforts have been made to identify more opportunities to engage with residents affected by the changes. Recycling Canvassers and Officers have also attended events and forums where there is an opportunity to speak to residents who live in apartments and have arranged follow-up canvassing and hard-copy communication to any building that needs it.

9.3 The equivalent of 233 x 1100 litre containers worth of residual waste capacity have been taken out of circulation. 276 X 1100 litre recycling containers have been added, on top of the recycling capacity already present. Where a residual waste container is removed from a building, it is refurbished into a recycling container (re-painted, new lid, new lock and new parts where needed) Improved signage and other materials also installed at buildings where it was not already in place.

9.4 A small number of enquiries and complaints have been received from residents, and Officers continue to work with them to resolve any teething troubles. So far, this includes - 3 stage 1 complaints.

9.5 It is too early to confidently report an embedded behaviour change, however: 75% of the affected buildings that had a reduction in residual waste capacity have also seen a reduction in the average tonnage collected. In most buildings there has been an increase in the average weight of the residual waste container. In most cases this is within reasonable limits and shows the building making the best use of their capacity. In some this has been excessive and has been tackled directly with the building manager. An increase has also been observed in the recycling tonnage collected with the % increasing from between 20 and 22% to between 26% and 28% so far.

9.6 There have been a small number of cases of contamination of recycling bins, but this tends to be in the old style containers with poor quality locks. Building Managers are offered a reset. Where appropriate, building managers are being asked to fit more robust locks. This issue isn't widespread.

9.7 Clothing banks have been installed in buildings with the space to accommodate them, by working with building managers and charitable organisations and we continue to encourage this practice, as it benefits the residents of the buildings, the charities involved and the city council. The charity that has been able to share stats with us has said that they have seen a 300% increase in tonnages collected and are working towards increasing this further.

9.8 There has been a small increase in requests for food recycling to be installed or re-invigorated (had the bin, but needed liners and caddies to relaunch), but this has not been mandatory and remains the least popular form of recycling. Approx 2000 caddies and liners delivered so far. Bulky waste collection service has been advertised in all electronic and hard-copy communications and on all new signage. We have seen an increase of 50% in bulky item collections requested.

9.9 There have been some anecdotal reports of commercial abuse of waste bins - mostly from businesses based in the same building as residential properties, and some from contractors (such as carpet fitters) using the bins when they do jobs on site. Solutions vary from informal advice to compliance action to building manager intervention (signage, CCTV, locks being the main tools used to tackle this).

9.10 Changes to collection arrangements for buildings included in phase 2 will commence on Monday 8th October 2018.

10. Waste Disposal Arrangements Update

10.1 The Greater Manchester Waste Disposal Authority (GMWDA) was abolished and all its functions transferred to GMCA on 1st April 2018. Waste disposal is now a GMCA function (but not a Mayoral function). The statutory responsibilities for waste disposal include making arrangements for the management and disposal of municipal waste from the nine constituent waste collection authorities (WCAs) and

the management of Household Waste Recycling Centres (HWRCs). These statutory functions are discharged via contract arrangements.

10.2 GMWDA previously let and managed a 25 year PFI contract entered into in April 2009. The PFI contract ceased on 29th September 2017 via a negotiated settlement with the contract providers (Viridor and Laing) and the financing Banks. The PFI contract was formally wound up on 8th March 2018. Operations are currently being delivered via a short term contract with the existing operator, Viridor, while GMCA procures the future operating contracts. Access to the waste capacity of the Thermal Power Station (TPS) at Runcorn continues through a Residual Value Contract (RVC) entered into between GMCA and TPSCo (the Runcorn Special Purpose Vehicle - SPV), which will be in place until at least 2034 (the original PFI contract termination date).

10.3 The procurement process is following a competitive dialogue approach and is being led by specialist technical, legal and financial resources; and overall the process has input and support from GMCA, Local Partnerships and the Waste Collection Authority officers – including Officers from Manchester City Council. The deadline for final submission tenders is Qtr4 2018/19 and the new contract will start in Qtr 1 2019/20.

PART B – APPROACH TO EDUCATION, ENGAGEMENT & ENFORCEMENT

1. Influencing a Behaviour Change

Background

1.1 The consultation on ‘Our Manchester Strategy’ showed how passionately people feel about environmental issues and this feedback has been incorporated into the ‘Our Manchester’ vision. The City has set clear priorities to reduce littering, increase recycling and create a cleaner city. Biffa understand they play a key role in providing an effective street cleansing and bin collection service. Residents have provided feedback that getting these basic services right is important to them. Whilst we accept there are areas where Biffa need to make improvements to their service – overall they are providing a regular and reasonably effective service across the city. To create a cleaner city - residents, businesses and visitor’s need to play their part to deliver a stepped change.

1.2 Every neighbourhood across the City is unique and is made up of different housing types, infrastructure, and population type - with varying demands on the Councils service. Some neighbourhoods in the city are relatively stable and have seen little change in recent years. The rate of change in some parts of the city has been rapid – both in terms of growth of population and physical transformation of neighbourhoods. Over the last 10 years there has been a significant shift in tenure, with a large increase in the number of people living in private rented accommodation. This change is partially linked to the rise in the number of apartment blocks that have been developed within the city. In other parts of the city, private rented accommodation is synonymous with high levels of transiency. This has created both challenges and opportunities for neighborhoods.

1.3 It is widely understood that many factors influence a behaviour change and a 'one sized approach' cannot be adopted to achieve this. The City is working together with industry experts including Keep Britain Tidy and Waste Resources Action Partnership (WRAP), to understand the 'rules' which govern behaviour and how we can use their knowledge and experience to shape interventions and approaches which encourage people to do the right thing. The City recognises a change in approach is needed to move away from telling people what to do – to helping them to do it.

Approach for Recycling

Background

1.4 Most of Manchester residents use the waste and recycling collection service well and this is reflected in the City's improved rate of recycling. Manchester's recycling performance is now one of the highest amongst the Core Cities. Since 2010/11, increasing recycling and reducing residual waste from households has been a key priority for the City. Improved performance has delivered significant budget savings which have been used to deliver Council services resident's value. Service change for households with their own wheeled bins (4 bin hh), has resulted in more recycling and less residual waste being collected. This change has been driven by a reduction in available residual capacity which has forced residents to adjust their recycling behaviours. The Apartment Recycling project, which is currently being delivered across the City, will provide improved access to recycling facilities and education about how residents can recycle.

1.5 In 2015, Eunomia undertook a series of focus groups with residents from different property types and with varying commitment and attitude towards recycling. The aim of the study was to get an insight into the motivations and barriers for Manchester residents to using the recycling service. The feedback provided key learning points for the City about services provided to 4 bin hh, apartments and high density properties with communal facilities. Appendix B provides an overview of some of these key points. This insight was used to influence the approach the City adopted to delivering the Apartment Recycling Project. The next area of focus will be to review the communal arrangements provided for high density terraced properties. A small number of pilots will be undertaken in 2018/19 to test interventions to improve these facilities. Learning from this will inform the best approach for future delivery of this service across the City.

1.6 The City's priority is to support residents to recycle as much as they can and more importantly 'recycle right'. In response to significant changes in the international recycling markets, there has been a significant drive to improve the quality of recycling collected. Putting the wrong items in the recycling bin can jeopardise the viability of a whole recycling load. If a load is rejected this results in increased disposal costs for the City.

Partnership with WRAP

1.7 Recycle for Greater Manchester (R4GM) is a partnership between the national recycling charity WRAP, the Greater Manchester Combined Authority (GMCA) and the 9 Greater Manchester Waste Collection Authorities who contribute towards the waste levy. The approach is based on the model used by the London Authorities

(Recycle for London). The aim of the partnership is to maximise resource use for the benefit of Greater Manchester. Deliver a strategic work programme to increase recycling and improve quality of recycling collected. It provides an opportunity to apply expert guidance at a local level, learn from regional insights, share and test new approaches. It also provides access to developed tools and methodology, and tested campaigns and resources.

1.8 WRAP have developed a recycling tracker which explores UK householders' knowledge, attitudes and behaviour in relation to recycling. The WRAP waste tracker is a customer survey carried out annually by WRAP to gather data on resident's current attitudes, knowledge and behaviour in relation to recycling. 2017 was the first year that Greater Manchester has had a statistically representative sample. This allows progress of behavioural indicators to be tracked and provides key insights to inform service delivery. Based on results of the WRAP tracker, there is potential to increase capture – 53% of households in Greater Manchester are not recycling all the items they can in their area. Contamination remains an issue and consumers are still confused about what can and can't be recycled through local services.

1.9 Marketing segmentation is used widely across the marketing industry. Following research, WRAP have provided segmentation profiles of Greater Manchester (GM) residents to enable us to tailor our communications. The profiles focus on resident's behaviours and characteristics towards recycling and provides insight into how each group prefer to receive information. The profiles are being used in day-to-day communications and will continue to be embedded into future campaigns. GM is split into 6 segments based on resident's attitude and behaviours to recycling. Understanding the target audience will allow for delivery of targeted campaigns and moves away from "one size fits all" approach. Communication methods, platforms, messaging and tone can be moderated to target specific segments. This means that campaigns can be focused on audiences where there is the biggest potential for change. Further details about the results of the WRAP tracker and segmentation profile for the City is provided in Appendix B.

1.10 WRAP's research has shown that there are lots of internal and external elements that influences a person's decisions in ways we are not aware of. Social norms are one of these elements. They are informal understandings that shape the behaviour of members of society. Put simply social norms are subconscious 'rules' that shape our behaviour. Norms exist around recycling behaviour as well. The right messages in communications can influence perceptions of these norms and provide a psychological nudge to recycle more. It can be as simple as implying a person's neighbours are recycling a lot; subconsciously this will make them feel they are expected to recycle by those around them. The positive effect of normative messaging on citizen behaviour has been shown in numerous trials and experiments. The images below show how social normative text has been incorporated into recycling campaigns.

Examples of social normative text: Mancunians Do, Manchester does



1.11 During 2018/19, the partnership will deliver a series of campaigns and engagement events across the conurbation – further detail is provided in the table below.

Reducing contamination in residents' recycling bins and education focusing on what can be recycled

- Using Waste Collection Authority data sources to target intervention campaigns in areas of high contamination. In Manchester a campaign will be targeted at 4 bin hh with the aim of reducing contamination of the blue recycling bin (paper and card).
- By delivering a programme of Greater Manchester wide campaigns and engagement events focusing on educating residents and eradicating confusion over what items can be recycled in our four bin waste stream system. This will focus on items which can be recycled but have a low capture rate – such as plastics from the bathroom.
- Development of a phone app which residents across GM can download to access information about services in their area and receive reminders about what bin to present on collection day.

Increase food waste recycling

- By using Waste Data Flow and Waste Collection Authority data to target intervention campaigns in areas of low participation
- By delivering a programme of Greater Manchester wide campaigns focusing on educating residents and eradicating confusion over what items can be recycled within our 4 bin waste stream system
- By developing partnerships and initiatives within Greater Manchester to promote food waste recycling

Promote waste minimisation

- By influencing and, where appropriate, link with national campaigns
- By delivering a programme of campaigns to promote waste prevention/minimisation
- By developing partnerships and initiatives within Greater Manchester to promote food waste recycling

1.12 The City will also be working with R4GM to develop a 'Moving in Greater Manchester' guide, which builds on Resource London's work in the domestic rented sector. WRAP have identified that 52% of all moves across GM are into the private rented sector. Renters are predominately segment 1 "What's in it for me?" – commitment to recycling is low and contamination rates can be high. 54% of people prefer to receive information about recycling services within their first week of moving home. The research suggests that there is a 3 month window of opportunity for communication after relocation and suggest that major life disruptions can be a good opportunity to embed new behaviours. Feedback suggests that people in social or privately rented properties prefer information to be provided by the housing association or landlord and homeowner prefer to receive this from the Council. The City recognises that communicating with this cohort of residents is a priority.

1.13 It is imperative we get the right messages to the right people and deliver them in the right way. Engagement methods need to be tailored to different audiences, based on levels of compliance and willingness to engage. In order to achieve this aim the City is aware that there needs to be a more coordinated approach to the sequencing of education, engagement and enforcement. Contamination remains an issue and consumers are still confused about what can and can't be recycled through local services.

The City's Approach to Communication

1.14 Messages about waste and recycling need to reach all residents. It is important that we recognise that our residents all demonstrate different attitudes and behaviours towards waste and recycling. Broadly speaking they can be split into the following categories:

1 Committed recyclers: Residents who recycle consistently. These residents could always be prompted to recycle additional materials that they may be unsure about or to reduce contamination where they think they are doing the right thing.

2 Unreliable Recyclers: Residents who do recycle sometimes but are not committed. They are unlikely to be recycling everything they can especially food and sometimes get things wrong.

3 Non-Recyclers: Residents who are not recycling and not willing to engage with us. They will need compliance or service change to force them to change their behaviour.

4 Aware but undermined: Residents who are engaged (or want to be engaged) but are undermined by neighbours through communal facilities where recycling isn't used correctly. This covers some residents within container areas and flats.

1.15 Our overall aim is to increase recycling rates across the City and encourage residents to 'recycle right' by providing clear, engaging and consistent messages as well as offering advice and support where needed. This can be broken down into the following objectives:

a. To directly influence some people to recycle, recycle more and recycle right Demonstrating what you can recycle and how easy it is

Explaining or directing people to what happens to their recycling

Providing or directing people to information on why people should recycle (green and financial reasons)

Generating discussions / conversations e.g. via social media or PR

b. To provide information for others to influence residents to recycle

Providing information that can easily be shared

Generating discussions / engage in conversations eg via social media or PR
Targeting community groups, members, partner organisations and those who are active in their communities

c. To maintain recycling levels for those engaged

Providing information on what happens to their recycling and combat any myths
Provide information on how well they are doing at a local and city wide level
Thanking people / groups that do well

d. To provide clear and concise information to those doing the wrong thing with their waste

Providing communications to make sure residents realise what they are doing wrong (which will initially be positive) and what the consequences are.

e. To ensure all MCC employees have access to key info that helps them become advocates

Demonstrating what residents can recycle and how easy it is
Providing or directing staff to information on why people should recycle and the benefits for the City
Encouraging Officers to influence residents, neighbours or friends

Our Manchester

1.16 When delivering these objectives we need to ensure that we meet the principles of Our Manchester by:

- Working with residents to address recycling rates in their areas
- Listening to their feedback
- Setting clear expectations about the role communities can play
- Being positive – focusing on the can do not the can't do

1.17 Residents need to be able to easily help themselves and have tools to help influence others. Our communications need to engage with those who will listen to the Council directly but also needs to be easily digestible to be shared by friends and neighbours with those who are willing to engage with their local community but not necessarily the Council.

Our communications will:

1) Ensure information is engaging and is displayed as simply as possible:

Where possible information will be displayed pictorially to overcome literacy issues and language barriers

Plain English will be used, no waste jargon

Factual messages will be displayed in a way to make them more engaging, digestible and easily shared within communities for example via short films or infographics online.

2) Use appropriate communications channels:

Listening to the residents feedback and by evaluating the success of the communications we will endeavour to continue to improve how we provide information to residents

Use a mix of channels to meet the communication preferences of our residents whether that be information through the door, canvassing, social media, PR or community channels

Clear, concise and easily digestible information will be on our website. Residents need to be able to easily locate and access the information they need. Links to other websites will provide those interested with a more in-depth understanding or interest of the recycling process

3) Be targeted when needed:

We will use a targeted communications approach to get messages to the right households - thank those doing the right thing and ensure those doing the wrong thing are made aware and what the consequences are

Working with the waste and recycling team to establish areas that need direct messaging on different topics – for example areas not recycling plastic correctly or those not recycling food

4) Be open and honest:

Communications will be open and honest. Residents need to trust what we are asking them to do and why.

Residents need to feel changing their behaviour will lead to a better Manchester and want to understand what impact this has on them and their community locally.

Where possible, share data with residents and groups to be able to get a sense of how well their areas are doing in comparison to the rest of the City

2. Education and Engagement

2.1 Universal communications: WRAPs research has shown that over a quarter of residents use and retain recycling calendars provided by the City. In 2018/19 all residents across the City will receive a recycling calendar and 'universal' information about how to 'recycle right'. The table below provides an overview of the recycling information sent to resident by property and service type.

4 bin hh (157k hh) – properties with their own wheeled bins	<ul style="list-style-type: none">- Recycling calendar and information about how to recycle more and contamination information.- R4GM information leaflet targeting contamination in the blue bin.- Christmas tag provides info about collection day changes	<ul style="list-style-type: none">- July 2018- October 2018- December 2018
Apartments (55k hh) – communal collections - sack collections	<ul style="list-style-type: none">- All hh have received a leaflet explaining how to recycle.- Instructional info for a small no of hh who receive sack collections- As part of the apartment recycling project hh will receive additional communications.	<ul style="list-style-type: none">- February 2018- Various dates throughout 18/19 to coincide with the phased delivery plan.

Terraced (15k hh) – communal collections	- Green bin recycling calendar and information about how to recycle more and contamination information.	- September 2018
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Canvassers (part of Waste & Recycling)

2.2 The City has a small team of canvassers who speak to residents on the doorstep to provide education and raise awareness about recycling and correct management and presentation of domestic rubbish and recycling. This team have provided much valued support to the City's service change projects for four bin households in 2016/17 and 2017/18. In 2018/19 the team are supporting the apartment recycling project. This team also provide local support to NTs where canvassing support is required to support projects and INM initiatives.

Neighborhood focused communications and engagement

2.3 Neighbourhood Meetings (part of the governance arrangements for delivery of the Biffa contract), are used to shape education, engagement and enforcement plans dependent on a neighbourhood needs. These meetings include stakeholders from the Neighbourhood Team (NT), Neighbourhood Compliance Team (NCT), Biffa, Waste & Recycling Team and others. The group review performance information and intelligence, working together to address localised issues. The Ward Plan sets out the priorities for place, the NT track progress and work with stakeholders to deliver projects, campaigns and interventions to achieve these aims.

2.4 The approach to engagement with residents and key partners is to focus on achieving a behavioural change, establishing good practice and reducing demand on resource by realising more sustainable communities. Engagement in this context involves changing and challenging behaviours, with partners and with residents to establish good behaviours as the social norm. Using an Our Manchester approach – Officers engage stakeholders using a strengths based approach. As a last resort Enforcement will be used to ensure residents and businesses comply with agreed policies. This will include use of fixed penalty notices where it is clear that all other avenues have not had an impact on behaviour.

2.5 Approach for Flytipping - This is included in the Keep Manchester Tidy report.

3. Approach to Enforcement

3.1 Neighbourhood Compliance officers work closely with officers in the Neighbourhood teams and are responsible for a wide range of compliance & enforcement activities aimed at ensuring local communities live in safe, clean and attractive neighbourhoods. Neighbourhood compliance activity is targeted so that resources are used where they are most needed based on service intelligence and planned neighbourhood priorities. Hotspot areas for domestic and commercial waste issues exist across the city and targeted enforcement activity, in conjunction with partners, regularly takes place in these hotspots.

Commercial Waste

Background

3.2 The Environmental Protection Act (EPA) 1990, imposes a 'duty of care' on businesses which produce or handle waste. This duty requires businesses to ensure their waste is properly stored, transported and disposed of. There are a number of commercial waste operators which provide this service to commercial premises across the City. The Environment Agency are responsible for ensuring these services are compliant with all relevant environmental legislation.

3.3 The majority of commercial premises are compliant. Unfortunately, there are parts of the City where commercial waste is not managed responsibly and this has a negative impact on the local environment and contributes to litter issues. In residential areas some commercial premises use domestic communal facilities – this leads to reduced capacity for households. In the City Centre and District Centre's, issues arise where commercial containers are stored on the highway or are accessible to the public. Sack collections used by small producers of commercial waste or those with limited storage space also negatively impact on the quality of the local environment. The London Authorities have powers to require businesses to comply with strict time banded collections, which only allow the collection of commercial waste at defined times – these powers are not available outside of London.

Approach

3.4 Commercial premises are visited to check that they have adequate waste management provisions in place. Where this cannot be shown Environmental Act Notices are served either to obtain documentary evidence of the contract the business claims to have in place or where no, or an inadequate, waste contract is in place a Notice is served specifying the measures they need to take to be compliant with the law. There is a high degree of compliance with notices which means that further enforcement action is often not required. Where businesses fail to comply with the notice they are issued with a fixed penalty notice.

3.5 A number of targeted enforcement initiatives have taken place around district centres across the city. These are planned based on a combination of intelligence from Member and resident complaints, feedback from colleagues in the Neighbourhood Teams our waste contractor Biffa and officer observations. In some areas, following investigation, it has become clear that there is also an issue with flats above shops having inadequate waste disposal arrangements. In such cases the residents have been depositing their refuse next to the commercial bins which has led to the perception that the businesses are not managing their waste. In these cases Notices have been issued to the residents of the domestic properties.

3.6 Reports of fly-tipping related to commercial properties will come from a number of sources including members of the public, elected Members, Biffa operatives or from compliance officers patrolling areas of the City. As per proactive approach a Notice will be served where a business claims to have a waste contract in place but is unable to provide documentary evidence upon initial request. If the business fails to comply with the Notice then they will be invited to attend an interview under caution and either a Fixed Penalty Notice (FPN) will be issued or where more appropriate a

prosecution will be pursued. Where an FPN is not paid this would also result in a prosecution being pursued. Intelligence obtained from dealing with reactive requests will also help to determine where proactive work is undertaken in an area. Further detail is provided in Appendix C.

Next Steps

3.7 The City want to engage with commercial waste providers who operate across Manchester to discuss some of the challenges currently being faced and identify opportunities to work together to achieve mutual benefits. The City Centre Neighbourhood Manager is arranging a session to take place in 2018/19. Officers are working with counterparts from the Core Cities to understand the different approaches used to tackle poor commercial waste management practices. It's also understood that in some city centres the BID plays a key role in working with businesses to address such issues. Officers are working with City Co and the BID to explore opportunities for learning to be applied in Manchester. A potential opportunity has arisen to work with TfGM on a pilot to tackle commercial waste issues in the Northern Quarter and improve air quality – the project is currently being scoped out.

Untidy Residential Gardens

3.8 There are a range of compliance and enforcement measures that can be used to have a private garden cleared. Usually a warning letter will be sent to the owner(s)/occupier(s) to inform them that the land needs to be cleared of waste (and miscellaneous items) and failure to comply with this request can lead to legal action and enforcement notices being served on those responsible. There are a range of legal notices officers can use to require the land to be cleared and which one is served will depend on a number of issues including the nature of the waste/items in the garden. The period of time by which the Notice needs to be complied with will range from 7 - 28 days depending on the legislation used. If the Notice is not complied with the Council can undertake the work in default and the costs incurred for the work including any establishment costs will be charged to the owner. Registered Providers are responsible to addressing this issue with their tenants and have powers under the tenancy agreement to achieve compliance.

Fly-tipping on Private Property / Land

3.9 Neighbourhood Compliance Teams (NCTs) respond to requests for service in relation to fly-tipping on private property/land as well as dealing proactively with issues they find whilst out in their areas. The NCT activity is targeted so that resources are used where they are most needed based on service intelligence and planned neighbourhood priorities. They work closely with the Neighbourhood Teams to identify hotspots within their areas where a proactive approach is required to address issues with fly-tipping as well as poor resident management of domestic waste and targeted projects are developed to address such issues.

3.10 Fly-tipped material is also removed proactively by Biffa's flytip investigation team. The team, will search through dumped rubbish to find evidence to link incidents to the perpetrator and then they will work together with the dedicated Neighbourhood Project Compliance Team to pursue enforcement action against those responsible. Prior to the creation of the Flytip Investigation Team, fly-tipping was collected via two set processes – 1) perpetrator known and person reporting the 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 and has meant that significantly more fly tipped waste is being linked to perpetrators and therefore more enforcement action has been taken. Since the initiative started in May 2016, a total of 9,888 fly-tip cases with evidence have been identified and as a result 9,650 Notices have been served and 416 successful prosecutions.

Escalated Enforcement

3.11 The Environmental Crimes Team (ECT) support Neighbourhood Compliance officers and the Neighbourhood Project Team with more complex prosecution cases. Overall, 110 successful prosecutions have been taken by the ECT encompassing a wide range of environmental offences, including fly-posting, fly-tipping and commercial waste breaches. An overview of compliance performance is provided in Appendix C.

4. Planning & Waste Management

Planning Applications

4.1 There are many and wide ranging key considerations in determining a planning application. Waste management is one such consideration for any development and most planning permissions are granted subject to requirements for waste to be stored and disposed of appropriately. Waste management schemes should be agreed and put in place before a new development first operates and any changes to the arrangements, for example to deal with an increased volume of waste, also need to be agreed with the Council as Local Planning Authority.

4.2 Management of waste is always raised at pre-application stage but it is also that any planning application itself, whether commercial or residential in nature, contains sufficient and relevant information from the outset to allow for its proper consideration. There is a certain level of information that must be provided by an applicant under the legislation; however, local planning authorities are also able to adopt a 'local validation list' based on reasonableness and proportionality. Unlike most Planning Authorities, Manchester has always included the need to provide a waste strategy as part of its validation process and this has been reinforced with a recently revised list. Applicants are required to indicate on the site layout and internal arrangement drawings the location and size of refuse and recycling storage and provide details of collection arrangements. They are also required to provide a Waste Management Strategy to show that the scheme meets the City Council's waste guidelines
(http://www.manchester.gov.uk/downloads/download/6048/waste_management_strategy)

4.3 Waste management schemes are considered in consultation with Officers from Highways and Environmental Health – using the Council's published guidance on waste storage and collection provides a framework. As the local planning authority, Planning Officers have to be mindful of the potential impacts of waste storage schemes on the character and appearance of the area and any impact on the amenity of people living and working near a development site. The starting point is that waste should be stored on the site where it is produced and that the length of time during which containers are placed outside of the site for collection should be

kept to a minimum. The adopted Residential Quality Guide additionally provides guidance on waste this is contained in Appendix D.

4.4 Details of planning permissions are available to view on the Councils Public Access system and suspected breaches of waste management conditions can usually be identified easily where there are poor waste management practices. Conditions can be enforced through various mechanisms and intervention by the Planning Compliance Team has proved to be an effective means of securing rapid improvements on the ground. Recent work has focused on Spear Street in the Northern Quarter where commercial refuse containers belonging to several businesses were being permanently stored on the public highway. Service of a Breach of Condition Notice for one premises and negotiation with the operators of four others was sufficient to achieve the removal of all of these containers from the highway resulting in a marked improvement in the appearance of the street.

4.5 The controls available to a local planning authority relate largely to external waste storage and strategies. A question is often raised about internal arrangements, particularly relating to kitchen fit out and waste bins. This is not an area that falls under the planning remit although through an agreed waste management strategy it may be possible to agree some principles of how waste storage and recycling can be encouraged.

Short Term Lets

4.6 Concerns have been raised about the impact of temporary accommodation, such as that offered by the company 'Airbnb' on flytipping. Some incidents have been identified in the City Centre where rubbish created from such lets has been fly tipped in and adjacent to litter bins. The City started to look at the issue, referred to at that time as 'party lets' as far back as 2008 where legal advice confirmed the lack of planning powers in this area.

4.7 The Planning Act does not define the use of a property for "temporary sleeping accommodation" as a material change of use; therefore temporary accommodation, such as 'Airbnb' for self-catering holiday purposes within an existing residential unit, does not amount to development requiring planning permission. The exception to this is in Greater London. If a property is being advertised on a per bed/room basis, in the nature of a hostel/hotel - planning enforcement may be possible. However, where the whole house/flat is a single rental this has not been possible to date. Further details about relevant planning and legislation can be found in Appendix D.

4.8 The various issues surrounding short term lets have been raised with colleagues at Core Cities, as any planning controls outside of Greater London could only be introduced through a change in legislation. Previously, this does not appear to have been perceived as a significant issue in other parts of the country. The City is aware that in some apartment blocks, management companies will build controls into their agreements regarding short term lets. If flytipping incidents can be linked those instances we would always recommend the respective management companies are contacted if there are concerns due to the lack of planning control.

Permitted Development

4.9 It is generally the case that developers will need planning permission to change from one building Use Class to another, although there are exceptions where legislation does allow some movement. The Town and Country Planning (General Permitted Development) (Amendment) (England) Amendment Order 2016 came into force on 6 April 2016. The order introduced permitted development rights in England to change the use of offices falling in Class B1(a) to residential falling in Class C3. The right to convert from B1(a) to C3 was first introduced on a temporary basis in May 2013 where any proposed conversion had to be completed by May 2016, and the 2016 Order now makes those rights permanent. Though the permitted development rights governed by the Order are generally applicable to properties that are used as offices falling in Class B1(a), the Order has also introduced a permitted development right for the change of use of light industrial properties in Class B1(c) to residential. This is a temporary right and only runs until 1 October 2020. Further, the Order permits a change of use of launderettes to residential.

4.10 The effect of the Order is that no application to the local authority to obtain planning permission for a change of use from office to residential is necessary. However, although a development is 'permitted', it does not entirely remove the requirement for consultation with the local authority. Permitted development rights are subject to 'prior approval'. Prior approval requires the developer to obtain the consent of the local authority to specify elements of the development before work can proceed. This covers - Transport and highways, Contamination risks, Flood risks and Noise. There are no requirements information about the proposed arrangements to manage household waste. Officers have identified this is an area where further work is required with NT & NCT's – with the aim of ensuring properties have an appropriate waste strategy in place.