
**Manchester City Council
Report for Information**

Report to: Communities and Neighbourhood Overview and Scrutiny
Committee -19 October 2010

Subject: Waste Minimisation

Report of: Director of Neighbourhood Services

Summary

This report provides detailed responses to matters raised at the 7 September C&N OSC and the 2010 Work Programme.

Recommendations

That Members note the report.

Wards Affected:

All

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Background documents (available for public inspection):

Waste and Recycling Consultation – Findings and Recommendations – Executive
October 2008

1.0 Introduction

As part of the 2010 work programme and the September 2010 committee meeting, this report provides comment on the following:

- Activity undertaken to minimise waste and improve recycling;
- The potential impact of new government waste policies;
- The consistency of recycling across the city;
- Using fire retardant materials in bins;
- Service level agreement for bin returns; and
- Disposal of dog excrement in litter bins

2.0 Background

Following the public consultation in 2008, and the subsequent support by Executive, the waste and recycling team have dedicated their resources to implementing the new and improved recycling services requested by residents. The key principle of the consultation was resident's choice: that we would trust the views, opinions and ideas of Manchester's residents and implement services on their behalf. The strategy being, that if residents received services they wanted, then they would be more likely to participate. Our anecdotal experience during the consultation is that when people recycle they become more aware of the amount of waste they produce and are more receptive to both recycling and waste minimisation campaigns.

The headline consultation results were the desire for:

- The introduction of co-mingled and mixed pulpables collections¹;
- The understanding that there isn't one collection solution for the whole city;
- Co-mingled and mixed pulpables collections for all high rise and apartments;
- An extension of the kerbit green collections;
- The introduction of food waste collections; and
- An extension and improvement to the collection of textiles from the kerbside.

Changes to services began to be implemented in February 2009 and will continue until the end of 2010.

3.0 Activity undertaken to minimise waste and improve recycling

¹ A co-mingled collection refers to the collection of different materials such as glass bottles and jars (any colour), tins and cans, aerosol cans, aluminium foil and takeaway trays, plastic bottles.
A mixed pulpable collection refers to the collection of different materials such as magazines, newspapers, leaflets, junk mail and catalogues, Yellow Pages directories, paper, cardboard, drink cartons (e.g. tetra-pak), and envelopes.

Considerable activity has been taken with a variety of different groups. The following subsections provide summaries:

- National waste minimisation work;
- Working with Manchester residents;
- 'Love Food Hate Waste' campaign;
- Real Nappies;
- Working with Schools;
- Working with Local Strategic Partners; and
- Local Businesses.

National waste minimisation work

Approximately 3 years ago the Government's body Waste and Resources Action Programme (WRAP) presented the plans to minimise the amount of waste the retail sector introduces into society through the reduction of packaging weights, by working with the waste producers.

The voluntary Courtauld Commitment was introduced in 2005. Businesses pledged to reduce the weights and non-recyclable materials contained within their product packaging. This has been a success, saving in excess of 500,000 tonnes of less packaging being produced between 2005-2009. Some good examples of weight reduction would be; coca cola bottles reduced by 20%; Asda sandwich packs by 56%; and Cadburys Easter egg packaging by 25%.

The Courtauld Commitment has now moved into a second stage. The announcement of new targets for Courtauld Commitment 2 moves away from solely weight-based targets and aims to achieve more sustainable use of resources over the entire lifecycle of products, throughout the whole supply chain. However, this commitment is still voluntary. There is nothing to enforce retailers and package producers to sign up to this commitment or mandatory from the government to make industry responsible for the waste they produce, which is unlike other European countries. In the absence of such requirements being mandated, it means that the emphasis in the waste hierarchy is upon recycling rather than reducing. As far as industry is concerned, the responsibility for dealing with waste remains with consumers, which in turn means local authorities.

Working with residents of Manchester

The results of the 2008 consultation were broader than simply kerbside services; including recommendations for action on real nappies, on-street recycling, businesses and schools. We have also worked to maximise the benefit from national campaigns and our activity over the last year to minimise waste is detailed below.

'Love Food Hate Waste' Campaign

Working with the Greater Manchester Waste Disposal Authority and AGMA, Manchester has run targeted Love Food Hate Waste (LFHW) campaigns. The Love Food Hate Waste campaign aims to raise awareness of the need to reduce food waste. The campaign shows that by doing some easy practical everyday things in the home we can all waste less food, which will ultimately benefit our purses and the environment too.

In the last 3 months, we have spoken to over 1,300 residents and over 400 students about LFHW. Other activities included:

- Attending Freshers Fair for both Manchester University and MMU
- Food demos highlighting LFHW principles at local events – including an event at Tesco Burnage
- Student Masterchef competition with MMU and Manchester University – this was the most successful press hit for waste and recycling last year.
- Student 'Come Dine With Me' campaign – using Facebook to encourage groups of student friends to cook for each other using the LFHW principles.
- Road shows at private student housing such as Opal student accommodation centres.
- Attending the Manchester Food and Drink Festival
- Road shows, presentations and events across the city

Real Nappies

We currently offer residents a one-month free trial of the nappy laundry service. Clean nappies are delivered on a weekly basis and the used nappies are taken away to be laundered. Since the trial began in 2006 there have been over 700 residents who have applied to take part in the trial, of that c50% remain with the service once the trial has ended.

Working with Schools

The aim of the waste strategy was to ensure that residents received a consistent recycling service wherever they experienced it: in the home, at work, on street and in schools.

An additional 28 schools now have the same recycling services as the residents. With another 80 receiving other types of recycling collections. Considerable interest has been shown towards recycling food waste and work is underway to introduce a new schools food recycling service later in the year.

The team also tested an incentive scheme to encourage residents to participate in recycling services. Tested in Fallowfield and Old Moat, residents were asked to collect 'golden tickets' to improve their youngsters' education.

Under the scheme the collection crews tied golden tickets around the handles of the blue and brown bins every time were put out for collection. These were collected and used by Old Moat and St Kentigern's primary schools to redeem against a range of items such as new books and computers, to improvements to the school grounds.

Both schools found a huge surge of support from residents using the scheme, with more than 2,000 tokens being donated to each school, and participation in recycling rose by over 10%. Further school incentive schemes are being rolled out in Longsight and Wythenshawe.

Working with Local Strategic Partners

Manchester's key partners through the Local Strategic Partnership (LSP) and Public Service Board (PSB) have offered to support the council promote our recycling and waste minimisation messages. They have the ability to appeal to their employees, customers and students to recycle more and waste less.

To date a publicity guide has been produced and key promotional material, such as posters and broadcast emails designed. Greater Manchester Police and the Job Centre have requested materials so far and we are continuing to work with our partners to push our key messages.

Local Businesses

During the 2008, respondents to the public consultation made some suggestions to services that the Council might offer in the future. These were:

- Develop citywide recycling strategy in partnership with businesses;
- Appoint Council officer to advise and produce guidance;
- Facilitate a procurement consortium;
- Explore facilities with neighbouring Councils; and
- Develop sector/waste stream partnerships.

In terms of progress the major focus has been towards improving services for the residents of the city. Developing a service offer for local businesses has been delayed, during the period of low market rates for recyclable materials. Rates reduced as a result of the economic climate. Certain materials such as paper and glass are now returning to their former levels, which make this area more financially viable.

It is worth restating at this point that proposed changes in the definition of waste and government policies will have an effect in this area and will need to be considered in order to deliver some of these suggestions (please see section 4 for further detail).

4.0 The potential impact new government waste policies may have and plans for the future

Environment secretary, Caroline Spelman, set out the coalition government's agenda for waste in June 2010. The key aspects of which are education and incentives for both domestic and business waste in order to make faster progress towards achieving zero waste.

The coalition government has outlined that the approach to domestic waste will be to move away from penalties and fines towards "paying people to recycle". Spelman cites the success of the Recyclebank scheme in Windsor where residents receive discount vouchers for the amount they recycle.

The coalition government also highlighted that she believes a greater understanding of what happens to the waste once collected will incentivise residents to make the right choices:

"We need to get better at explaining the link between that collection van trundling away from your street and the final destination of its contents. Because knowing that your recycling choices decide whether that destination is an expensive hole in the ground or reincarnation as green energy, a new product or as compost is a powerful incentive to make the right choice."

The coalition government would like to see a society where "consumers make deliberate decisions about preventing waste in the first place; where they buy only what they need and recycle or re-use what's left." It is also apparent that the government want to work more closely with businesses "to drive down the waste generated by production and the amount of packaging they use. Again, the methods cited to achieve this are through support and encouragement rather than "red tape" or "regulation".

There has also been a view expressed on cementing the government's support of anaerobic digestion, for the PFI programmes for infrastructure and for creating green jobs.

In July 2010, the coalition government launched a review of waste policies in England with a view to becoming a zero waste economy as quickly as possible. The direction appears to be similar in nature to that planned for Manchester in the 2008 service improvements.

Definition of Waste and landfill bans

The future management of commercial waste, which accounts for 24% of UK waste arising compared to 8% of municipal waste, has become a significant area of policy focus with moves at the national level to align commercial waste with municipal waste. Commercial waste is generally defined as waste from an office, shop, showroom, hotel or from any part of a residential premises, which is used for the purposes of a trade or business. This alignment would bring the

UK into line with other EU member states where municipal waste and commercial wastes that are similar in composition and managed as a single waste stream.

A consultation exercise undertaken in March 2010 by the UK government on how the nation meets the Landfill Directive targets provided insight into this proposed alignment through the expansion of the definition of municipal waste to include commercial wastes. This would apply the following targets of the landfill directive to commercial waste generated in the UK:

- Reduction of biodegradable waste disposed to landfill (from 1995 levels) by 50% by 2013; and
- Reduction of biodegradable waste disposed to landfill (from 1995 levels) by 65% by 2020.

In addition to the consultation exercise, the Government launched an exercise to monitor commercial waste, which could form the basis of future targets. This work will be completed in late 2010.

Further evidence of changes in the approach to commercial waste have been observed in Scotland (which, as a devolved nation is responsible for its own strategy and targets), with the recently launched Zero Waste Plan treating commercial and municipal waste as a single waste stream.

The proposed change to the classification of commercial waste is supported by other policy drivers to divert waste from landfill. A consultation was launched in March 2010 on the subject of landfill bans for seven key materials. The implementation of such a ban would result in the requirement for significantly increased segregation of materials at source and/or tougher pre-treatment requirements to separate out banned materials.

This proposed policy is in addition to the existing fiscal drivers for landfill diversion. This includes landfill tax, which in 2010 is £48 per tonne, charged on all non-inert material disposed to landfill. Under the existing scheme, a tax escalator has been applied with the rate increasing £8 each year until 2014 / £80 per tonne. The newly elected Government has indicated that landfill tax will not fall below £72 per tonne until at least 2020.

DEFRA Review of Waste Policies

DEFRA have announced that they will be carrying out a review of the waste policy, through their Call for Evidence consultation document. This is being responded too with the other Greater Manchester Local Authorities through the GMWDA.

The review will examine how waste policies impact on local communities and individual households. It is therefore likely that new policies will be brought forward on the way waste collection and disposal service should be provided.

The call for evidence is required in early October. The draft response to DEFRA identifies the following points:

- The need for greater enforcement with businesses taking more responsibility for waste prevention and closed-loop recycling;
- Waste data and how to incorporate the efficient measuring of commercial and industrial wastes;
- The need to rationalise collection and sorting systems to encourage retailers and manufacturers to design out waste;
- The need to reduce the barriers towards developing energy from waste;
- Better alignment of business and household waste;
- The consideration of local authorities providing recycling services to small and medium enterprises funded through the business rates; and
- How the government need to support local authorities in changing the mindset of residents so that recycling collection becomes the main service that people expect.

Clarification of schedule 2 of the Controlled Waste Regulations 1992

DEFRA are currently reviewing the Regulations, with a view to establishing a simpler and more equitable system. Presently it sets out a number of types of household waste for which local authorities may make a charge for collection. These wastes include those from domestic properties, which require special handling, for example because they are unusually bulky or potentially dangerous. Also included is waste from certain non-domestic premises whose waste is classified as 'household waste' by the Environment Protection Act 1990. These premises include educational facilities, hospitals, and prisons. At present, local authorities have no powers to charge for disposal.

The biggest change is likely to align with the general principle that those who produce waste should be fully responsible for the costs it creates. This would require a change in legislation to allow local authorities to charge Schedule 2 premises for disposal in addition to collection.

5.0 Consistency of recycling service across the city

Following the public consultation in 2008, it was clear that residents wanted to select recycling services to suit them. In 2009, 67,000+ households were offered the choice of recycling receptacles. Once the consensus was reached for each area, new services were implemented.

By measuring the performance of these recycling rounds against nationally produced levels by the Government's Agency WRAP, we can determine how effective these services are and where opportunities exist to improve performance. It also provides a guide for planning Intensive Neighbourhood Management (INM) activity.

Joint departmental interventions are being planned in some areas of the city where there is an opportunity to improve recycling along with the overall neighbourhood.

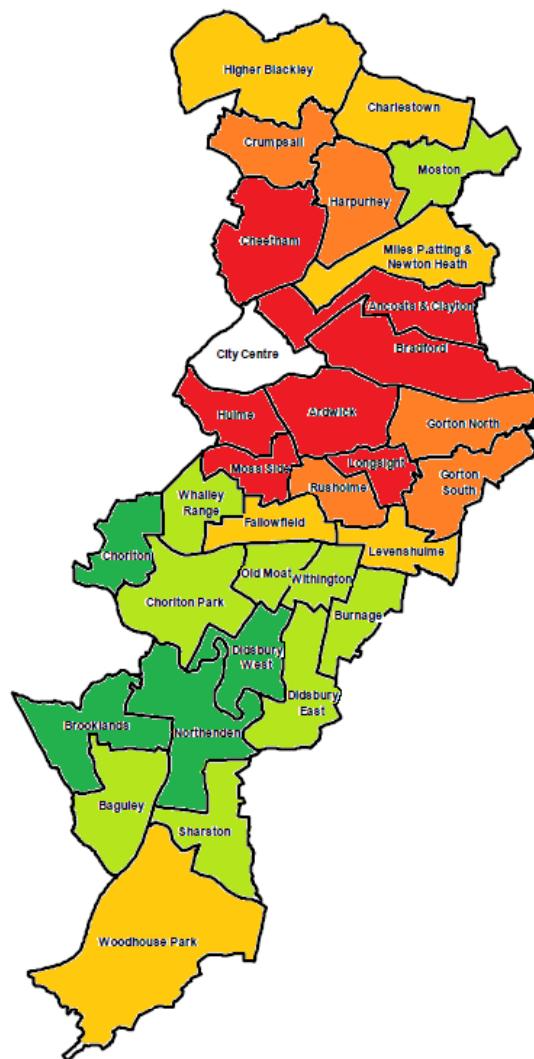


Figure 1 INM map of the City (Separate colour appendix with pack)

Key	INM Classification	WRAP Performance Guidance
	High Intervention	Minimum performing rounds up to 72 kg/hh/yr
	High / Medium Intervention	
	Medium Intervention	Lower quartile performing rounds 72 kg/hh/yr to 121 kg/hh/yr
	Medium / Low Intervention	
	Low Intervention	Median & upper quartile performing rounds 121 kg/hh/yr to 195kg/hh/yr

Findings from the service consultation

The implementation of customer choice along with other service changes has led to an increase in participation and the latest resident survey data shows that 88% of people surveyed are satisfied with their recycling service, this is a considerable improvement on previous survey results. Through this work it has become evident, that in seemingly comparable locations there can be considerable differences in service adoption. By studying these in further detail it is apparent that the principal influencing factors are; residents, house types and services offered. These points of leaning are helping to tailor services further.

Residents

We can summarise the key lessons learnt:

- High levels of responses in both the public consultation have shown the high level of interest in the subject of recycling;
- Levels of education and deprivation have a bearing on the likelihood to change behaviours;
- Levels of transience; Transient populations like the students and immigrants are a major influencing factor to service adoption;
- Positive feedback from the redesigned pictorial service leaflets has helped to cross the language barriers that we have in Manchester;
- Service letters will often be ignored as either junk mail or seen as overly official. As a consequence a communications strategy needs to consider property types and have an almost continuous presence;
- Locating 'points of influence' in the local community such as key influential people in the community are pivotal to service adoption; and
- Going into the community and understanding, listening to the residents and finding how the community works is key to service adoption.

House Types

The second determining factor of service applicability has been house type. When residents were canvassed the service selection with the majority vote was generally implemented. Returning to these locations it has become clear that the original 'service by postcode' option, featured as a recommendation from the public consultation, had its restrictions. One road may have several different house types and dependant upon how people voted and indeed how many people voted has influenced the service choice.

The key lessons learnt from differing house types have been:

- Victorian terraces with shared back alleys need to be treated as separate house types;
- Recent developments are built to high densities levels and often mixed property types, this leads to complex recycling solutions, which have to

be tailored around the boundaries, circulation areas and bin storage capacities;

- High-rise flats and apartments blocks – require individual service tailoring. There would appear to be at least 6 different designs that influence how residents can use and adopt new services; and
- Using available technology including GIS systems and Google Street Maps offers greater assistance, but cannot substitute the same level of learning from visiting each location.

Service Offered

The key lessons learnt from the implementations have been:

- The ‘vanilla’ service offerings of twin bins, communal, box and bulk loader, across the whole city was the quickest and most efficient method of large-scale change;
- Single services implemented to areas grouped together did not always combine like house types and has lead to inappropriate services being implemented in certain areas of the city;
- Misinterpretation of communal recycling service – despite testing out the images used to describe this service many people have a different idea of what the service would have been. Many people thought that it would be the development of mini-bring sites, like those developed in the student areas;
- The findings from the roll out of communal recycling services are as follows. Unframed locations on streets are not readily accepted. Unframed locations in gated back alleys can lead to residents claiming the recycling bins for their own use. Lack of ownership of communal recycling bins has lead to contamination and presentation issues; and
- Communal bins being seen as unsightly on the street scene has meant that many residents have been subsequently expressing their desire for personal twin bins. This often being contrary to the views expressed during the canvassing period.

Activity underway to improve consistency of service

Customer choice is still the biggest driver of recycling services across the city. Moving forwards we will further understand the needs of neighbourhoods aligned with the need to increase the city’s rate of recycling. Our intensive neighbourhood management approach is designed to increase participation in recycling services by adapting to the needs of a neighbourhood, meeting their priorities, understanding residents’ barriers to recycling and working with communities to remove them and finally supporting neighbourhoods to create a sense of ownership and personal responsibility for their services.

Two examples of recent improvements made to tailor services are:

Ancoats and Clayton

Customer consensus for service choice was for a communal recycling service. After implementation it was evident that the service was not appropriate in certain estates. Early in 2010, we canvassed the views of residents with the communal service. Many residents in this area told us that the service was not working for their estate. The disengagement of residents was also reflected in the recycling tonnages collected and was the equivalent of just 57 kg/HH/Yr (a minimum performing round).

Taking consideration of these facts we implemented the twin bin service. The residents wanted it and the house type meant that it could be accommodated without causing further consequential issues. Six months after the revised service was implemented and an additional average of 21kg/HH/Yr is being collected.

Moss Side

On trial currently in an area of Moss Side are communal residual waste and recycling services normally employed in high-rise apartment blocks. 198 households have willingly given up their twin recycling bins and residual waste bins to use one of the new large communal locations, which are at the end of each alley entry.

The new facilities have brought immediate improvements to the street scene, by improving the overall appearance and subsequent cleanliness of the alleyways. This trial will be monitored against another area of the city that has a similar house type and residents. The outcome for the trial is to measure the improvements in the area across many different street services.

6.0 Introducing fire retardant materials into bins

We have been researching this with our core cities partners. Historically bins are viewed as the problem – ‘an invitation for arson’. Consequently in certain areas of the city, both strategic and internal partners have been reluctant to see the expansion of the wheeled bin service for recycling. Time has been spent understanding the approach taken by other Authorities to address this issue.

Other core cities have spent time researching how new fire retardants could be introduced into the plastic used to make wheelie bins - this came from work undertaken to solve the same problem with stadium seating. Tests have shown that it is possible to reduce the flammability of the bins by using new materials, however the company undertaking the research went into liquidation before the commercial viability of this could be determined.

In Manchester, we are working with colleagues in crime & disorder and our strategic partners to locate the bin fire hotspots and to understand the profile of these areas. One common factor across all of these areas is the prevalence of poor bin ownership – residents who do not return their bins back onto their property following collection leaving it vulnerable to abuse.

We have developed a joint bin fire awareness initiative with Manchester Fire & Rescue Services. These have been held when we implemented new recycling services into locations, which are known bin fire 'hotspots'. This has been successful so far in making people more aware of the issue of bin fires.

An annual plan of the event is being developed in conjunction with Manchester Fire & Rescue. This will detail a planned approach to working in the identified areas. We are also tailoring our plan to allow us to be more responsive when new hotspots are identified.

7.0 Service Level Agreement for bin returns

Councillor Nigel Murphy will provide a verbal update on this at the meeting.

8.0 Disposal of Dog Excrement

Dog owners can use the public bins, as long as the dog excrement is put into a suitable bag and tied up.