This guide is for local authorities written to help Officers improve the performance of bring recycling sites. Now that kerbside recycling plays a dominant role, the guide describes how to review current bring recycling provision, including performance monitoring, to better inform future decisions about on bring recycling, as part of the overall service provided to residents.

There is an Excel tool which complements this guide, which is intended to direct you to relevant information in the guide. You will need to enable macros in order to be able to use this tool.
WRAP helps individuals, businesses and local authorities to reduce waste and recycle more, making better use of resources and helping to tackle climate change.
Acknowledgements

WRAP wishes to thank the following Local Authority Officers, reprocessors and third sector organisations for their contribution to the development of this guide. Two workshops were held to gather learning and to explore solutions to commonly experienced issues and to discuss the format of this guide. The following organisations took part in the development of this guide.

Ashford Borough Council
Cambridge City Council
Cannock Chase Council
Dartford Borough Council
Exeter City Council
Hastings Borough Council
Havant Borough Council
London Borough of Bexley
London Borough of Merton
London Borough of Lambeth
London Borough of Richmond upon Thames
Luton Borough Council
Milton Keynes Council
Peterborough City Council
Sevenoaks District Council
Suffolk County Council
The Salvation Army
Various Retailers

Ace-UK
Craven District Council
East Riding of Yorkshire Council
EMERGE Manchester
Kingston-upon-Hull City Council
Knowsley Metropolitan Borough Council
Novelis
Rutland County Council
Sefton Council
Sheffield City Council
London Borough of Wandsworth
SmurfitKappa
Solihull Metropolitan Borough Council
Warwick District Council
Westminster City Council
Wirral Borough Council
Woking Borough Council
1.0 Introduction
This guide is designed to help local authorities improve the performance of bring recycling sites and ensure they are a valuable element of the overall recycling service they offer to residents. The guide provides information to help review current provision, improve performance monitoring and inform future decisions about the use of bring recycling. The content ranges from where to locate sites to how to draft more effective contracts.

1.1 What is a bring recycling site?
The guide defines bring recycling sites as: areas in car parks and on streets, at which local authorities or third parties, provide containers (“banks”) for the public to deposit recyclable materials.

1.2 How to use this guide
The guide focuses on the different issues and options to consider when reviewing the performance and current and future role of bring recycling services in a local authority area. It updates a previous Good Practice Guide to Bring Recycling prepared for Defra¹ in 2006.

The guide is structured around five key questions related to what you may want to achieve or address with your bring recycling service:

- **Issues with Bring Sites** - summarising some of the issues experienced at bring sites including: fly tipping, vandalism, illegal deposit of trade waste and ‘rogue’ or unauthorised banks. The sheet provides a short summary of potential reasons for some of these problems, with links to further information on possible options to address these issues.

- **Assessing Performance of Bring Sites** - regular assessment of bring site performance is vital if a local authority wishes to identify potential opportunities for efficiencies and service improvement. The sheet highlights some options for assessing performance, along with links to further information, is provided.

- **Optimising Bring Site Provision** - reviewing the number and location of bring sites can help to identify where bring sites may no longer be required, or where there may be a need for additional bring sites, expansion of existing sites or addition of materials at specific sites. The sheet explains some reasons for initiating a review of bring sites – such as changes to other waste services, an assessment of performance at existing bring sites, financial constraints or a desire to increase working with third parties – and summarises some of the elements you may want to review.

- **Formalising Arrangements for Bring Sites** - historically, many bring sites have operated without formal arrangements or contracts, which can pose a risk for both the local authority and the organisation providing the services. Where contracts are in place they can help ensure services are delivered effectively, however this relies on contracts being well specified and monitored. This sheet looks at some of the benefits of contracts, and the risks associated with having no formal arrangement in place.

- **Health & Safety** - Health & safety is a major consideration for all bring sites and should be considered for all those that use, service and maintain bring recycling facilities. It is a legal requirement for an authority to carry out risk assessments for the services they provide and to identify measures required to comply with health & safety requirements.

Further information on specific topics related to the areas outlined above has been developed. Many of these topics are inter-related. Each topic has its own fact sheet, with an introduction, a summary of some of the issues you may wish to consider, some frequently asked questions and a short check list. This guide can also be accessed by an online Excel tool to help you navigate the different sections and to find those fact sheets that are most relevant to your local authority’s situation. It is also accompanied by two Excel spreadsheets that can help you compare your existing and potential sites and also aid your decision making. The spreadsheets available are on Cost Benefit Analysis and on Site Location Assessment.

¹ Defra, Good Practice Guide to Bring Recycling (February 2006)
The topics covered in this guide are:

- Communication
- Cost/benefit analysis
- Cross service impacts
- Data reporting
- Fly-tipping and littering
- Health & Safety
- Procuring new contracts
- Quality
- Role of Contracts/Procurement
- Selecting containers
- Servicing regime
- Site design
- Site location
- Working with third parties

1.3 How the guide was developed
To inform the structure and content of this guide and accompanying tool, a number of local authorities in England, and their contractors, attended two workshops in January 2012. Data from WasteDataFlow has been analysed to establish trends in the number, contribution to overall recycling figures and performance of bring recycling services.

1.4 What the guide does not cover
This guide does not cover:

- Facilities provided at Household Waste and Recycling Centres (HWRCs)
  [http://www.wrap.org.uk/content/household-waste-recycling-centres-guide](http://www.wrap.org.uk/content/household-waste-recycling-centres-guide);
- Near entry recycling schemes for flats/estates, please see [http://www.wrap.org.uk/content/recycling-collections-flats](http://www.wrap.org.uk/content/recycling-collections-flats) for more information;

2.0 How bring recycling contributes to overall recycling services
To help understand the contribution bring recycling makes to overall recycling services, and how this has changed over time, we have obtained recycling data for English local authorities for the last five years from WasteDataFlow. This has been analysed across the following areas:

- bring site tonnage;
- total number of bring sites;
- bring site density (number of household per bring site);
- contribution bring sites make to overall recycling performance; and
- bring site tonnages as a percentage of total household arisings.
2.1 Bring site tonnage & material breakdown

Since a peak of approximately 677,000 tonnes of material collected at bring sites in 2007/08, the volumes collected have reduced by 31% to 465,000 tonnes in 2010/11, as shown in Figure 1.

Figure 1  Breakdown by material type of bring site tonnage 2006/07 to 2010/11 for local authorities in England (Source: WasteDataFlow)

The proportion of glass and cans, as a percentage of total bring site tonnage, remains similar across the five years, as indicated in Table 1. However, there has been a large decrease (-6.6%) in the percentage of paper and card as a proportion of total bring site tonnages between 2006/07 to 2010/11. At the same time there has been a notable increase in the overall tonnage of co-mingled material collected as a proportion of total tonnages collected at bring sites, from 1.2% in 2006/07 to 4.7% in 2010/11.

Table 1  Material breakdown as a percentage of total bring site tonnage 2006/07 to 2010/11 for local authorities in England (Source: WasteDataFlow)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Cans</td>
<td>1.4%</td>
<td>1.4%</td>
<td>1.4%</td>
<td>1.3%</td>
<td>1.4%</td>
</tr>
<tr>
<td>Glass</td>
<td>53.6%</td>
<td>53.7%</td>
<td>52.6%</td>
<td>53.1%</td>
<td>52.8%</td>
</tr>
<tr>
<td>Paper &amp; card</td>
<td>32.7%</td>
<td>30.7%</td>
<td>29.8%</td>
<td>27.7%</td>
<td>26.1%</td>
</tr>
<tr>
<td>Plastics</td>
<td>2.3%</td>
<td>2.9%</td>
<td>3.3%</td>
<td>3.1%</td>
<td>3.1%</td>
</tr>
<tr>
<td>Co-mingled materials</td>
<td>1.2%</td>
<td>1.8%</td>
<td>2.5%</td>
<td>3.8%</td>
<td>4.7%</td>
</tr>
<tr>
<td>Textiles &amp; footwear</td>
<td>5.5%</td>
<td>5.9%</td>
<td>6.3%</td>
<td>6.5%</td>
<td>6.9%</td>
</tr>
<tr>
<td>Organic waste</td>
<td>2.1%</td>
<td>2.3%</td>
<td>2.5%</td>
<td>3.0%</td>
<td>3.7%</td>
</tr>
<tr>
<td>Scrap metals and white goods</td>
<td>0.4%</td>
<td>0.3%</td>
<td>0.3%</td>
<td>0.3%</td>
<td>0.3%</td>
</tr>
<tr>
<td>Other</td>
<td>0.8%</td>
<td>1.0%</td>
<td>1.1%</td>
<td>1.1%</td>
<td>1.1%</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>
2.2 Number of bring sites

The number of bring sites in England has decreased by 7.5% from a reported 19,162 bring sites in 2006/07 to 17,733 in 2010/11. A similar trend can also be observed for the average density of bring sites (number of households per bring site) for all local authorities in England, which has decreased from an average of 1,807 households per bring site in 2006/07 to 2,602 households per bring site in 2010/11 (see Table 2.)

<table>
<thead>
<tr>
<th>Number of households per site</th>
<th>2006/07</th>
<th>2007/08</th>
<th>2008/09</th>
<th>2009/10</th>
<th>2010/11</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimum</td>
<td>243</td>
<td>179</td>
<td>168</td>
<td>167</td>
<td>165</td>
</tr>
<tr>
<td>Maximum</td>
<td>41,762</td>
<td>21,124</td>
<td>15,641</td>
<td>36,390</td>
<td>36,470</td>
</tr>
<tr>
<td>Average (all local authorities)</td>
<td>1,817</td>
<td>1,852</td>
<td>1,943</td>
<td>2,149</td>
<td>2,602</td>
</tr>
</tbody>
</table>

The number of households per bring site has been calculated at the individual local authority level and will depend on the accuracy of information reported to WasteDataFlow.

2.3 Contribution of bring recycling to overall recycling performance

In line with the reduction in total bring site tonnage and number of bring sites, bring site tonnage as a percentage of total household waste arisings has decreased from a peak of 2.7% in 2007/08 to 2% in 2010/11 as shown in Figure 2. When comparing the contribution of bring site tonnages to the overall amount of material collected for recycling, a similar pattern can be observed, with a decrease from 8.1% in 2006/07 to 4.8% in 2010/11. One likely reason for this is the increase in kerbside recycling service provision by local authorities over this period.
3.0 What do you want to achieve?

On the following pages you will find the full set of access sheets and key topic sheets which should help with any queries you may have regarding Bring Recycling sites.

3.1 Issues at Bring Sites

Many local authorities experience problems at their bring sites including fly-tipping, vandalism, illegal deposit of trade waste and the presence of unauthorised or ‘rogue’ banks. This sheet provides a short summary of some of the potential reasons for these problems, with links to further information on how you can address these issues.

Fly-tipping is a common problem at bring sites, leaving sites looking untidy, which can reduce their usage and increase complaints. However, it can often be easily avoided or reduced by examining the nature of the fly-tipping: in many cases, it may be due to misuse or a misunderstanding of how to use the site rather than deliberate.

If residents find the cost of local authority bulky collections prohibitive, or do not know this service is available, this can lead to the fly-tipping of large items.

Vandalism at bring sites – such as graffiti, broken glass on the ground and damage to containers (fire, broken locks) – can deter use. Vandalism can increase due to the design of the site, a lack of lighting at the site, its location, or infrequent servicing of the site. The type of container, and ease of access to the contents of a container, can also cause sites to be a target for vandals.

Trade use can often be identified if large quantities of the same brand/batch of material is deposited in containers, e.g. large quantities of newspapers all bearing the same publication date. There are a range of options open to local authorities to deal with the illegal deposit of trade waste.

‘Rogue’ banks are banks located at sites without the prior consent or knowledge of the site operator. They have increased in recent years, due to the strong market price for specific material e.g. textiles. Rogue banks can decrease the performance of local authority bring sites, diverting tonnage elsewhere and increasing complaints, because they are not serviced frequently or to a regular schedule. Rogue banks are often identified as being linked to charities: however, the credentials of some of these charities can be unclear and action may need to be taken to remove unauthorised banks.
3.2 Assessing Performance of Bring Sites

Regular performance assessments of bring sites can help local authorities improve services and identify potential efficiency savings. Data and information obtained from performance assessments can help to:

- plan the servicing regime effectively;
- optimise bring site locations;
- understand public perception of bring sites; and
- monitor cross-service impacts, such as how changes to kerbside waste collection services affect the performance of bring sites.

This sheet lists some of the aspects that can be usefully assessed.

**Figure 1: Changing contribution of bring sites to total waste arisings and recycling for English local authorities (Source: WasteDataFlow)**

**Analysis of tonnage data** over time helps to identify trends in bring site performance. It also helps understand the reasons for changes: for example, a decline in tonnages collected may be due to increasing the range of materials collected at the kerbside. Effective data monitoring enables local authorities to analyse not only how much material is collected overall, but also to identify trends in specific materials and the contribution of bring sites to overall recycling levels. Such data can help evaluate individual bring sites and inform broader service planning.

**Fill levels of individual containers** can be used to estimate the tonnage being collected, in the absence of weight data being available for individual containers. Monitoring fill levels can be particularly useful if reviewing servicing frequencies: containers which are regularly emptied when half-full could be emptied less frequently, while containers which are regularly overflowing should be emptied more frequently or replaced with larger or additional containers.

**Site by site data** can provide useful insights into the comparative performance of individual sites, and to support future location and layout decisions. Key issues to monitor include tonnage of material collected, incidents of fly-tipping and vandalism, and the number of complaints received (e.g. due to overflowing banks). A well designed site, with the appropriate type and number of containers, in the right location is likely to improve performance.

**Service contracts** can only be effectively tendered and monitored if the performance of existing sites, and potential performance of new sites, is understood. Monitoring and assessing the performance of sites allows contracted servicing regimes to be properly evaluated and informs the development of the specification for future contracts. Monitoring can enable the authority to ensure that any potential issues and liabilities are identified, so that any risks within the contract can be designated to the appropriate party. For example, who has responsibility for clearing up fly-tipped material? Who is responsible for quality of materials? Who is responsible for replacing vandalised banks?

**Monitoring communications and promotional activity** such as signage to direct users to sites or to show where containers for different materials are located helps to understand their impact. Ways to determine the effectiveness of communications include contamination levels of materials collected at banks and changes in usage after a promotional campaign.
3.3 Optimising Bring Site Provision

Optimising bring site provision involves not only a thorough review of the performance and location of current sites but also involves looking at bring sites within the wider context of the recycling services that residents receive. By considering bring sites within this context, Officers can fully understand the contribution bring recycling makes to overall recycling performance.

There are several potential reasons to review bring site provision. These include:
- changes that are planned, or have recently been made, to other waste services;
- outcomes from an assessment of performance at existing bring sites;
- financial constraints; and
- a desire to increase working with third parties.

Here are some of the factors to consider when reviewing bring site provision in your area.

**Performance** – to inform decisions about adding new sites, or removing or improving existing sites, authorities should consider performance in terms of the tonnage of material collected, frequency of collections and the costs of operating the site. In addition, analysing data on emptying frequency and fill levels can inform decisions about what materials to collect and how many containers are required per material at each site. It is also important to look at any issues at the site, such as fly-tipping and vandalism and the number of complaints received.

**Working with third parties** – working with community organisations and retailers may be integral to the Council’s policies and so should be part of any review of bring site provision. A cost/benefit analysis of different working arrangements should be carried out to consider factors such as servicing of sites and potential revenue share from the sale of materials. The advantages and potential issues of working with other third parties, over existing in-house or contractual arrangements, should also be considered.

One aspect of optimising services may involve locating (more) sites on private land. Where this happens, working arrangements with the landowner need to be clearly defined so that liabilities such as fly-tipping and site cleaning are understood by all parties; the local authority, land owner, those undertaking site cleaning and those emptying containers.

**Service changes** – when authorities make changes to other recycling services – in particular to kerbside collection services – this can have a significant impact on bring site performance. Analysing any change in performance, will help inform decisions about the number of bring sites required, where they should be located and what materials should be collected.

**Site design** – the performance of any bring site is affected by its design, the type and number of containers provided and the layout. Performance is likely to improve if the site is easy to use by householders, and if it appears clean and attractive. When reviewing site provision, therefore, an important first step is to evaluate...
the potential impact of improving the design or layout of existing sites. Consider the costs and benefits of the required investment to improve site design/infrastructure and the expected increases in performance and income from the sale of materials as a result of these changes.

**Contracts** – if bring site services are contracted out, then any review on the number of containers/sites is best carried out in conjunction with, or at least with the knowledge of, the contractor. They will have useful information and insights to contribute. Changes to the number of sites are likely to have financial implications under the contract. There will be additional costs for the provision and servicing of additional containers/sites and, depending on how the contract was set up, potentially, penalties if sites are removed. If, following a review, you propose to add more containers to some sites or increase frequency of servicing, while reducing frequency at other sites, it may be possible to renegotiate aspects of the contract so that overall costs remain similar.

### 3.4 Formalising arrangements for Bring Sites

Historically, many bring sites have operated without formal arrangements or contracts, which can pose a risk for both the local authority and the organisation providing the service. Having a contract in place can help ensure services are delivered effectively – as long as the contract is clear and well monitored.

This sheet summarises the key considerations in putting together a contract, and the risks associated with having no formal arrangement in place.

**Procurement of services** by local authorities is covered by the EU procurement rules. If the total value of a contract is expected to exceed the set financial threshold, then the contract must be opened to competition across the EU. You should allow adequate time for the procurement process as set out by the EU rules. Be aware that procurement under the EU procedures and tender requirements could potentially deter/exclude some third sector organisations; consider the type of contract and contractor you wish to engage before beginning the procurement process.

**Developing the service specification** is a critical part of the procurement process. It involves setting out exactly what services you require – which then forms an integral part of the tender documents. When developing a specification for bring services, issues to consider include:

- the number of materials to be collected;
- the potential quantities that may be collected and how this may change over time;
- who will ‘own’ the material collected and gain any revenue from its sale;
- who will provide and own the containers, and what types of container are required;
- frequency of servicing and site cleaning;
- whether bring services should be included as part of an overall recycling contract (i.e. an integrated contract that also includes kerbside collection services, or a joint contract with neighbouring authorities);
- and
- reporting requirements.

All of these will affect the capital and revenue elements of the contract and the ability of potential organisations to bid for the work.

Working with other organisations can have implications for the quality and delivery of bring services and, without formal arrangements in place, the ability to rectify issues may be limited. Potential issues may depend on the nature of the relationship with an organisation: where sites are located on private land, for instance, are there formal agreements with the landowners regarding fly-tipping and site cleaning? Where the management and servicing of bring sites is contracted out, responsibilities need to be clearly defined, around issues such as the servicing regime and the contractor’s role in site cleaning, selection of containers and health & safety.

**Contract monitoring** plays a vital role in understanding the performance of bring sites and of individual contractors. Local authorities need information on the performance of all sites under a contract to enable
them to calculate any performance-related payments, identify performance or contractual issues and optimise bring site provision.

Provision for making changes to the service should be built into the contract wherever possible. For example, contract terms may include set costs or cost bands for the provision and servicing of additional containers / materials at individual sites and the inclusion of new sites within the network. When reviewing the service, and considering changes, contract implications need to be taken into account as part of any cost and benefit assessment.

4.0 Key topics

4.1 Communicating bring site recycling services

Effective communication of bring site recycling services can:

- raise awareness of recycling generally;
- promote bring site use; and
- educate residents about the proper use of bring sites.

This can help to increase the quantity and quality of materials collected and reduce issues such as fly-tipping and contamination. Communications related to bring sites should be a two-way process: listening to what residents say and – where possible – acting on their comments, as well as giving instructional information.

4.1.1 Issues to consider

As in any area, effective communication requires an understanding of your audience and messages. For bring recycling, that typically means considering why sites are used, why you – as an authority – provide bring site recycling services, and who uses them. These are factors that will influence the messages in promotional activities and how they are targeted for your different audiences. Some reasons for providing bring site recycling services include:

- to give residents a recycling route for excess material between kerbside collections;
- to offer a recycling route for material collected via the kerbside collection e.g. textiles; he kerbside collection e.g. textiles;
- to provide a convenient service for those who do not receive a kerbside collection, such as residents in flats;
- to act as another visible reminder of recycling in everyday life.

Bring sites are evolving to meet changes in demand either through optimising the number of locations or changing the range of materials offered at different locations. Communications are an important part of ensuring residents are aware of these changes, so must be kept current.
Monitoring usage and awareness

Before spending time and effort on communications, it is good practice to monitor usage and awareness of bring sites and services. This can help target where communication efforts need to be focused, e.g:

- raising awareness of new/existing bring site location;
- increasing usage of a particular site/s;
- increasing the quantity of material collected at a bring site/s – particularly when services are extended to include new materials.

Monitoring also provides the evidence base for removal or relocation of a bring site that is not used effectively.

Information on how to monitor scheme usage is available in WRAP’s *Improving the Performance of Waste Diversion Schemes – A Good Practice guide to Monitoring and Evaluation, Chapter 5 Monitoring Scheme usage, participation and uptake* (February 2010).

4.1.2 Audiences

Communication should be targeted for different audiences. Think about audiences in terms of their attitudes and motivations to recycle, and the potential barriers they might face. As well as providing general information about bring sites, consider the communication needs of specific audiences such as:

- people who do not use English as a first language – consider translating communication material into different languages or using pictures to convey messages;
- residents without a car who are not able to transport large quantities of material;
- temporary residents such as university students, who may have different arrangements during term time from their home location; and
- residents who have limited access to kerbside recycling – for example, residents in high rise flats, or in rural areas.

For each of these audiences, different messages and methods may be required.

For guidance on how to identify the different audiences within your authority, see WRAP’s *Improving Recycling Through Effective Communications* (November 2009).

4.1.3 Messages

As well as thinking about your audience, communications need to have a focused message. The right messages will depend on what you want to achieve, for example:

- reducing contamination in bring site containers;
- increasing quantity of material collected at a bring site/s;
- promoting a new material that can be recycled via a bring site/s;
- reducing fly-tipping at a bring site/s;
- increasing awareness of new/existing bring site locations; or
- informing residents about site closure or re-siting.

The communication methods you choose will depend on both the audience and message. Potential approaches are highlighted below.

4.1.4 Raising awareness of bring sites / services

Potential steps to raise awareness of bring site locations in your authority include:

- ensuring that your local authority website has up-to-date information on where bring sites are located – consider a postcode finder on the website to help residents locate their nearest bring site;
creating a smartphone app to promote and map bring recycling sites as well as kerbside recycling schemes;

attending community events to generate awareness of local sites and get feedback on any issues affecting use;

ensuring that all sites are well signposted;

promoting bring recycling messages via your annual calendar, leaflet campaigns on recycling and in your authority’s newsletters to residents.

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**Case study: Smartphone app**

Ashford Borough Council launched a smartphone app ‘Recycle for Ashford’ in October 2011, to raise awareness of recycling. Within three months there had been over 530 downloads. As well as showing kerbside recycling information, the app allows residents to search for their nearest bring site and lists materials collected at each site. The free app is available for iPhone and Android devices. It was developed at a reasonable cost as a local IT developer approached the local authority to find an opportunity for research and development.

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4.1.5 Promoting site usage

Promotional activity for bring sites will depend on the messages being conveyed and the audience the activity is directed at. For example, social media may be an effective means of communicating with students but is unlikely to be as effective with a more elderly audience who may prefer to consult a newspaper for information.

Specific promotional activity includes:

- encouraging community groups, parish councils and schools to use bring sites by promoting incentives such as payment of recycling or re-use credits based on the quantity of materials collected;
- using social media such as Facebook and Twitter to promote services and details of where to recycle specific materials that are not collected at the kerbside;
- using text messaging and the local authority website to promote the bring site service, particularly where the kerbside scheme may not collect a particular material, for example glass;
- working with recycling champions in the community, who may report issues with a site, promote its use locally and highlight how money from recycling credits generated by the sale of material collected at the site might be used for the community’s benefit; and
- incorporating information about bring sites for items not collected at the kerbside within kerbside recycling calendars and leaflets.
4.1.6 Educating users about how to use the site correctly
When residents visit a bring site, it is important that they understand how to use the site correctly. This will help:

- increase the quality and quantity of material collected;
- decrease contamination in bring containers; and
- reduce fly-tipping and littering.

4.1.7 Methods to communicate these messages effectively include:

- clear signage at the bring site, including who is responsible for site maintenance and contact information so that any issues – such as overflowing containers – can be reported; and
- consistent and clear labelling on bring site containers – highlighting what material can and cannot be accepted in the containers
- signage can also be used as a means of providing feedback to residents on site/service performance and to pass on thanks for their participation.

4.1.8 Good practice in communications
Use consistent branding – follow the Recycle Now brand and/or kerbside scheme branding.

- Ensure all communications materials (signage, leaflets etc) address language barriers, using pictures and translations, where appropriate.
- Ensure promotional material produced complies with the Equality Act 2010, which requires you to take reasonable measures to prevent disability discrimination.

The Recycle Now website [http://www.recyclenowpartners.org.uk/](http://www.recyclenowpartners.org.uk/) has a large amount of information which local authorities can use on communication material. It can ensure a consistent message for residents and reduce the costs of designing promotional materials.

In addition, WRAP has further guidance on communication activities and associated costs:

- WRAP – [Design & print guidance for Local Authorities](http://www.wrap.org.uk/design-print-guidance-for-local-authorities) (March 2010)
- WRAP – [Basic design principles](http://www.wrap.org.uk/basic-design-principles) (March 2010)
4.1.9 Frequently asked questions

How can we promote bring sites effectively with a limited budget?

1. Ensure your local authority website has up-to-date information on bring sites.
2. Use free Recycle Now branding and resources to reduce the design costs associated with communication materials.
3. Consider including bring site service information on material that is being produced for other services. For example, kerbside recycling calendars or leaflets can be used to highlight where complementary services exist for additional materials.

Now we have a comprehensive kerbside scheme in place, should we stop promoting bring sites?

Not necessarily. Where resources allow, consider conducting a survey to gauge levels of awareness and usage of bring sites. By speaking with residents and operatives servicing the sites, and monitoring incoming calls, you should get an indication of the role bring sites have in your authority – see ‘Understanding the Performance of Bring Sites’ sheet. Based on this, you can then consider what level of communication is required, for which audiences, and select the most important messages to focus on.

Checklist

- Always identify your target audience and messages you want to convey so that you can target communications accordingly.
- Make sure information on your authority’s website is up-to-date and review it regularly.
- Consider using standard Recycle Now signage and imagery, which is available from WRAP, to all local authorities, for free use. Ensure you have permission from your internal communications department prior to publishing. http://www.recyclenowpartners.org.uk/
- Check whether existing signage is compliant with the Equality Act 2010.
- Check whether communication materials take account of the key languages spoken in your authority area.
- Look at ways to harmonise communications around bring services with communications about kerbside collection services.
- Consider the use of recycling champion volunteers to increase awareness of services.
- Consider paying recycling or reuse credits to local community groups and schools as means of increasing interest in use of bring sites or community-based facilities.
- Consider using social networking to promote bring site recycling services potentially to new audiences.
- Incorporate questions about bring site awareness and usage in existing Council surveys.

4.2 Cost/Benefit Analysis

A regular review of the costs and benefits of your bring recycling service against key indicators can help you gain a true picture of how valuable your service is, and inform decisions about potential service changes and improvements.

It is often a more useful approach than benchmarking costs with those of other local authorities as the services are unlikely to be directly comparable in terms of site numbers, servicing regime and contract arrangements – as well as differences in socio-demographics and geography.

To help you carry out a cost/benefit analysis of your bring service, the Cost/Benefit Analysis tool in MS Excel can be downloaded which shows some potentially useful financial, community, public and environmental indicators.

4.2.1 Issues to consider

Any cost/benefit analysis needs to look at the entire costs for the service and a wide range of benefits. For costs, this means gathering information about costs for the provision and servicing of bring sites. These costs
will depend on the contract arrangements in place and whether the whole service or elements are contracted out or delivered in-house.

In terms of benefits, a local authority may wish to consider not only financial implications of a service decision but also:

**Social benefit (e.g. bring recycling at school sites) can be an important indicator in a cost/benefit analysis of bring services.**

- social benefit – does the bring recycling service help engage the community – for example if community organisations operate a bring site, or local recycling champions help raise awareness of recycling;
- environmental benefit – consider the CO₂ savings made from diverting material for recycling, particularly if materials are collected separately and are used for closed loop reprocessing; the contribution the service makes to the overall recycling rate; the impact the service has on reducing the amount of waste sent to landfill; and
- public perception – how does the bring site service affect perception of the overall recycling service in the authority area? Are sites with particular issues such as fly-tipping affecting perceptions of the service or site usage?

The analysis may use a combination of qualitative and quantitative indicators to assess the bring service or individual bring sites. In addition, consider setting ‘acceptable limits’ for the different indicators: if these limits are not reached, action may be required to address any issues. The following section sets out potential areas to include when conducting a cost/benefit analysis of bring services.

**4.2.2 Establishing total costs**

**In-house services – total service cost**

The most common indicator of cost is **cost per tonne**. This is the total bring service costs compared to the total tonnage of material collected for recycling/reuse from bring sites over a fixed period over time.

To establish a baseline and set an acceptable threshold (£/tonne) for ongoing monitoring, it is important to define:

- total cost of service – the different elements that contribute to the net overall cost, include:
  - providing bring containers;
  - emptying containers;
  - site/container maintenance;
  - site cleaning;
  - capital & operating costs of vehicles;
  - bulking up and haulage of material;
  - cost of sorting recyclables if collected co-mingled;
  - costs of cleaning up fly-tipping and any resulting enforcement action;
  - management/staff costs (Officer time) to run the service;
  - communication materials e.g. signage, leaflets, website
  - recycling/reuse credits paid; and
  - revenue from sale of material.
- the period of time over which you are quantifying costs and tonnages; and
- data reporting requirements, and a mechanism for collecting tonnage data, if different parties are involved.
Example of monitoring the cost/tonne recycled as part of a cost/benefit analysis

In-house services – Individual bring site costs
When reviewing overall bring recycling services, analysing the cost/benefit of individual sites enables you to compare how different bring sites are performing. For example, if a bring site in a busy area generates less tonnage than another site but has the same servicing regime, this may indicate that the emptying frequency could be reduced as containers are likely not to be full when emptied. However, different factors and benefits may be important for different sites: for example, for a quieter rural site "lower" tonnages may be acceptable, providing you can keep your servicing costs manageable.

The following indicators could be used to assess expenditure, against the estimated tonnage collected, on a site by site basis, over a defined period (e.g. 12 months):

- emptying visits per site – tonnes collected/number of container or cost of container emptying;
- cleaning visits per site – tonnes collected/number of cleaning visits or cost of site cleaning;
- enforcement visits per site – tonnes collected/number of incidents on site or cost of enforcement for specific sites; and
- revenue received per site – tonnes collected/revenue received from material sales

This information can be used to track performance at individual sites as well as to compare the performance of sites within the local authority area, and to highlight particularly high or low performing sites. You may need to check that tonnage data is for the same period as data on emptyings.

4.2.3 Contracted-out service
For bring site services that are contracted out, the choice of indicators will depend on the contractual arrangements and the level of data reporting stipulated in the contract (see Procuring new contracts fact sheet).

Where a set contract cost/annum is payable for the bring site service, one useful indicator is to assess £/tonne collected. Calculate the total bring service contract cost against the total tonnage of material collected for recycling/reuse from bring sites over a fixed period over time.

- Where payment is linked to performance, the choice of indicators could be similar to those suggested for an in-house service, particularly if the payment schedule is linked to any of the following:
- number of bring sites with a cost per bring site that you define (so over time, how many sites cost more than this to run, or less than this?);
- payment per container emptied; or
- share of income from the sale of materials.

### 4.2.4 Assessing community involvement

Involving the community in recycling at bring sites can provide a sense of ownership and encourage participation. This can lead to a range of benefits.

- Where a community organisation maintains a bring site, as well as increased tonnage collected, there may be benefits such as improved site cleanliness and reduced misuse, increased awareness of recycling and increased participation in other recycling schemes, including kerbside recycling.
- When recycling champions are used to promote bring site recycling, it may be possible to focus on specific issues, such as increasing material quality and reducing contamination, by ensuring residents understand how to use the site correctly.

**Community involvement in a bring recycling service may be included as part of a cost/benefit analysis.**

Potential indicators that could be used to monitor the cost/benefit of involving the community in bring recycling include:

- the value of recycling/reuse credits paid against tonnage of material collected, over a set period of time; and
- the proportion of sites involving/managed by community organisations – for example in schools or village car parks

You could also assess the impact of recycling champions by examining whether there are differences in the tonnage collected from similar sites where some do/ do not have recycling champions. This in itself could be an indicator e.g. tonnage collected/ number of recycling champions.

### 4.2.5 Analysing the impact of public perceptions

The public perception of individual sites, as well as the bring service overall, can affect how well a site is used.

Relevant indicators will depend on the systems in place within a local authority, for example the call centre reporting system, but could include the following:

**A clean, well-serviced bring site that has no overflowing containers can reduce the number of complaints received from residents.**

- Tonnes collected at a site monitored against the number of reported issues about the site. For example, if a site has a large number of reported issues and tonnages are low compared to other sites, this may indicate that the authority needs to take action; servicing frequencies may be unsuitable and more regular cleaning may be required. All reports of site issues, whether from cleaning and collection staff or the public, need to be taken into account.
- Percentage of residents reporting the bring service as
Bring site recycling 

'good' or 'excellent', through an organised survey. For more information on how to survey residents or monitor satisfaction with a service, see chapter 4 of WRAP's guide *Improving the Performance of Waste Diversion Schemes – A Good Practice guide to Monitoring and Evaluation*.

4.2.6 Environmental impacts

The environmental benefits of recycling can be quantified by calculating the carbon dioxide (CO\(_2\)) savings delivered. A detailed assessment of CO\(_2\) reductions would require data on overall mileage, vehicle efficiency etc. It can be a complex process, requiring the use of a lifecycle assessment tool such as the Environment Agency's WRATE.

However, a simpler option is to assess the CO\(_2\) performance of recycling the materials collected at bring sites compared to disposing of them to landfill or incineration, for the service as a whole or broken down by individual sites, using Defra and DECC's Excel tool, see Annex 9 ‘Guidelines to Defra and DECC’s GHG Conversion Factors for Company Reporting’\(^2\). The tool can provide information on the net weight in kg of CO\(_2\) emitted per tonne of material recycled, including avoided impacts. It also allows you to break this down by material.

The quality of material from bring sites may be higher than that collected at the kerbside. This is because bring sites can facilitate additional sorting, for instance sorting glass by colour, which can mean that the material is recycled via a 'closed loop' (to remelt) rather than open loop recycling (to aggregate). This will result in greater CO\(_2\) savings.

Looking at the CO\(_2\) savings of recycling specific material, as opposed to landfilling or using virgin material for new products, can help to assess the environmental benefits of a bring site service.

If material tonnages can be determined for each bring site, then differences between sites, in terms of the CO\(_2\) saving for each material, can be assessed. Potential indicators include:

- **CO\(_2\) savings per bring site** – based on the tonnes of different material collected at a site, multiplied against the net benefit per tonne (CO\(_2\) saving) of recycling v landfill of this material
- **Net kg CO\(_2\) emission by waste type/fraction** – based on the net kg CO\(_2\) emitted per tonne of different material recycled. This will be a negative figure, as it involves multiplying the amount of avoided impact – i.e. how much is saved by not having to produce new primary materials – against the tonnes of different material collected for recycling at specific bring sites. Here is an example calculation, for the *net kg CO\(_2\) savings for closed loop glass recycling*:

  Net Kg CO\(_2\) emitted per tonne of glass recycled for closed loop (including avoided impacts) = -366 kg CO\(_2\)

  If 1,000 tonnes of glass was recycled = 1000t glass x – 366 Kg CO\(_2\) = -366,000 kg CO\(_2\) savings

**Note:** Defra and DECC’s Excel tool also has CO\(_2\) figures which include emissions associated with the *production* of material e.g. extraction, primary processing, manufacturing and transportation which are not included in the above calculation. The calculation illustrates the avoided CO\(_2\) for closed loop *recycling* of glass only.

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4.2.7 Frequently asked questions

What are the best indicators to use to assess the cost/benefit of a bring site recycling service?

There are a range of indicators that can be used to assess the performance of a bring site recycling service. The most relevant indicators will depend upon whether you are assessing the overall performance of the service or the performance of individual sites. As with any monitoring and evaluation process, you need to be clear, at the outset, as to what you are trying to find out, as this will help you select the appropriate indicators.

How much analysis do I need to do?

This relates to what you are trying to find out. If you are looking to compare overall performance year on year, then the quantity of analysis may be different from when you are considering rationalising the number of sites and identifying the least effective sites.

Check list

- Conduct a cost/benefit review of your bring service and of individual sites on a regular basis.
- Consider wider indicators, other than financial, which may be important to your authority and help to assess the cost/benefit of your bring service.
- Once a baseline has been established for the different indicators, define and set ‘acceptable limits’. Depending on your indicators, when these are reached or exceeded, or indeed not reached, you should consider what action may be required to improve your bring recycling service.
- Review the indicators frequently, and act on what the data are telling you.
- Ensure data reporting requirements are clearly defined and a mechanism is in place for collecting tonnage if different parties are involved.

4.3 Cross-service impacts

Changes to any part of your authority’s recycling service can affect other services. For example, expanding the range of materials collected at the kerbside may lead to a change in bring site performance; removing certain containers at an HWRC could increase the reliance on bring sites for that material. Therefore, it is good practice to review the performance of bring site services before, during and after changes to other waste services have been made, to identify new opportunities for efficiencies in service provision, such as reducing the frequency of servicing or number of sites or changing the materials collected.

Changes to kerbside services, bring recycling sites and HWRCs are likely to have an impact on each other.
4.3.1 Issues to consider

Contracts

- When developing procurement strategies, consider whether it would be beneficial from a cost and operational perspective to include bring services with other services, such as kerbside collections and/or street cleaning.
- If your authority wants to award a contract for the bring service as a whole, or with the kerbside service, consider how sub-contracting to smaller local companies or to third sector groups in the area could be encouraged within the tendering process.
- If you do make changes to your bring service, these will have to be negotiated with the service provider.

Operational

One potential area for operational efficiencies is around use of collection vehicles. Specialist vehicles for servicing bring sites can be expensive to buy. When the vehicles are off the road due to breakdown or for servicing, further costs can be incurred for vehicle hire.

- Can vehicles used for kerbside collections or taking waste from HWRCs also be used to service containers at bring sites? This can reduce the need to acquire specialist vehicles and support more cost-effective collections, as bring site containers can be emptied as part of collection rounds. However, it may mean that new containers will have to be purchased to allow servicing by kerbside collection vehicles. Also, there may be quality concerns, particularly if material is collected separately at the bring site but the kerbside collection is co-mingled.
- If a local authority is servicing sites in house, and uses specialist vehicles to empty containers, this can be inefficient if the vehicles are unused for long periods of time. Is there potential to share specialist vehicles with other authorities?
- Consider whether the street cleaning service can support or deliver bring site cleaning as part of their street cleaning activities.

Case Study: Luton experienced a 50% reduction in the quantity of glass collected at its bring sites, following the introduction of glass in kerbside collections. This prompted the council to review its bring site network and to reduce the number of bring sites where glass is collected. It continues to conduct regular performance reviews of the remaining sites to assess and address any decrease in tonnage performance at these sites.
Performance
Bring sites and kerbside collections can support and complement one another. If the range of material collected at the kerbside, or frequency of collection increases, consider whether there are opportunities to collect new materials at bring sites – for example textiles, books, media, WEEE. An analysis of residual waste composition can highlight material which is currently in the residual stream but could be suitable for targeting at bring sites. Alternatively, consider consulting with residents to gauge their thoughts on provision of bring sites – see Communicating bring site recycling services for more information.

Look to make branding of bring site containers and site signage consistent with branding used at HWRCs and on kerbside containers. For example, colour coding for different materials can help avoid confusion and contamination issues with people putting material in the wrong container. Refer to Recycle Now for further guidance on the logos and colours given to each material stream.

Recycle Now has a suite of colours and icons for different material stream categories

Particular care should be taken when communicating differences in services, such as where the materials collected at the kerbside are not totally consistent with those collected through the bring recycling service. For example if mixed plastic packaging is collected via the kerbside but only plastic bottles at bring sites, this can cause confusion.

4.3.2 Frequently asked questions

We are expanding our kerbside recycling service and considering removing our bring sites. What is the best way of approaching this?
Kerbside collection and bring sites complement one another. Before, during and after changes to your kerbside recycling system, it is worth reviewing your bring site network to check that bring sites are located in appropriate locations and that the materials collected there best suit residents’ needs (as this may be dependent on where changes to kerbside collections have been made), and that you have the optimum number of containers for the range of materials collected. However, removing bring sites has the potential to reduce the overall performance of your recycling service. Consider consulting with residents to identify potential changes that might improve the overall provision of bring sites.
Since increasing the range of material collected at the kerbside, our bring site tonnages have dramatically decreased, although we are still collecting some tonnage through this route. What should we do next?

Measure tonnages on a site by site basis and review container fill levels/servicing frequency to gauge whether there are opportunities to either

- reduce the number of containers for specific materials on site;
- reduce servicing frequencies; or
- remove or relocate certain sites.

Also, if you have it, review residual waste composition data: there may be opportunities to use surplus containers to collect materials that are not collected at the kerbside.
**Checklist**

- Assess the opportunities and benefits of packaging bring services with other services, e.g. kerbside collections, street cleaning when procuring services.
- Review bring services and contract arrangements following changes to other waste collection services. For example, check the quantity of each material collected at different locations and required frequency of emptying, to see whether there are opportunities to rationalise servicing and/or bring site provision following service changes at kerbside/HWRCs. Consider accessibility for servicing and cleaning, and for site users (i.e. distance from nearest parking).
- Investigate vehicle requirements for bring sites containers to identify opportunities for using kerbside collection vehicles to service bring sites.
- Use consistent branding and colour of containers across different services to deliver a consistent recycling message, raise awareness of materials collected and reduce contamination of bring containers. It is recommended to use RecycleNow branding wherever possible.

**4.4 Data recording and reporting**

Accurate recording and reporting of bring site data is essential to both measuring individual site and overall scheme performance and to identifying potential service improvements. Consistent data recording and careful analysis over a number of years can help track the impact of changes in service delivery and inform a review of bring site provision. Regular analysis of data can also help manage sites more effectively – for example by highlighting where service regimes need to change.

**4.4.1 Importance of data**

Collecting and analysing good quality data on the performance of bring recycling sites is vital to the effective management of the service. The data can be used for a variety of purposes, including:

- assessing the performance of individual sites as part of optimising bring site provision;
- assessing the contribution of bring sites to overall recycling performance;
- contract monitoring;
- measuring the impact of changes to kerbside schemes on the performance of bring sites – for instance, following introduction of new materials or a fortnightly refuse collection;
- reviewing the density of bring sites;
- assessing the suitability of locations;
- reviewing servicing frequency;
- assessing contribution of third party tonnage;
- providing feedback to the community; and
- monitoring trends in site usage, or recycling of different materials.

**4.4.2 Issues to consider**

The key to measuring the performance of both individual sites and the bring service overall is to capture all tonnage data, by site and by material, to a consistent format and standard. It is therefore good practice to ensure that any contracts with service providers include a requirement to provide tonnage data.
One option is to capture tonnage data using on board weighing systems on all collection vehicles. This allows tonnage data for individual materials/containers to be captured. An alternative option is to use a single vehicle to collect from multiple sites, which would give a total tonnage for all sites serviced – rather than providing data by site, but is likely to be specific to one material. Some local authorities incorporate bring site collections as part of the dry recycling collection service: this means that bring site tonnages cannot be separated from kerbside collection tonnages.

In the absence of an on-board weighing system or dedicated bring site vehicle, a visual assessment, or the periodic collection of bring site materials separately for weighing, would be potential routes to gathering data for individual sites.

4.4.3 Visual assessment

- Visual assessment relies on the collection crews to record how full each container is before they empty it. Their assessment of fullness can then be converted into weight per container collected and total tonnages estimated.
- This could be based on test weighings periodically carried out by the local authority or based on established bulk densities\(^3\) for different types of containers. You would need information on your container volumes to estimate the weights of materials and to interpret bulk densities as appropriate. See the Selecting Containers fact sheet for more information on average container volumes and weights when full.
- A sample calculation is shown below:

**Mixed colour glass in 1100 litre wheeled bin**
Standard continental bin = 1,100 litres or 1.1\(\text{m}^3\)
Bulk density conversion factor for glass = 694kg/m\(^3\)

<table>
<thead>
<tr>
<th>Visual assessment</th>
<th>Calculation using conversion factor</th>
<th>Weight in kilograms</th>
</tr>
</thead>
<tbody>
<tr>
<td>Full</td>
<td>1.1m(^3) x 694kg/m(^3)</td>
<td>763kg</td>
</tr>
<tr>
<td>(\frac{3}{4}) full</td>
<td>1.1m(^3) x 694kg/m(^3) x 0.75</td>
<td>573kg</td>
</tr>
<tr>
<td>(\frac{1}{2}) full</td>
<td>1.1m(^3) x 694kg/m(^3) x 0.5</td>
<td>382kg</td>
</tr>
<tr>
<td>(\frac{1}{4}) full</td>
<td>1.1m(^3) x 694kg/m(^3) x 0.25</td>
<td>191kg</td>
</tr>
</tbody>
</table>

**Container weighing**

- If established bin weights are unavailable for a particular container type and material from contractors, then an alternative approach is to weigh the containers, with the specific material in, at quarter, half, three quarters and completely full. This exercise can be repeated several times with various combinations of materials as required. For more detailed guidance on how to conduct this kind of measuring, see WRAP’s Improving the Performance of Waste Diversion Schemes – A Good Practice Guide to Monitoring and Evaluation, Chapter 6 Monitoring Quantities Diverted (February 2010).

**Calculating overall performance**

- If you are using visual assessment rather than weighing containers, an accurate record of all bring sites and containers, and their sizes, is required so that you can convert visual assessments of container fill levels into tonnage estimates. Any changes to containers, or removals/additions at sites should also be

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3 WRAP - Material Bulk Densities Summary Report (January 2010)
recording. A sample recording sheet, that can be adapted to suit local requirements, is provided at the end of this information sheet.

Reliability of data

- Performance data should be assessed regularly to ensure that it is collated correctly. Estimated weights from visual assessments of container fill levels can be checked against the weights recorded when vehicles off load and re-calibrated if necessary. Regular communication with the collection crews or contractors is required to ensure that the correct procedure is being followed. You may also want to conduct periodic inspections of assessment processes.

4.4.4 Frequently asked questions

Our bring site materials are collected in the same vehicle as kerbside materials so we are unclear on how each site is performing. How can we measure bring site tonnage?

There are three possible options.

1. Conduct visual assessments following the process set out above.
2. Carry out test weighings.
3. Where possible, carry out bring site collections using a separate vehicle, on a periodic basis.

Why is it important to have individual site performance data?

- Individual site performance data helps justify expenditure at each site and for the service overall. Careful data analysis will assist in informing waste strategy development, tendering for collection contracts, optimising performance and understanding the contribution of bring sites to your authority’s overall recycling performance.

Checklist

- Review existing systems and procedures to ensure you have a robust data reporting and recording system. Conduct further reviews at least once a year.
- If on-board measuring is not possible, consider alternative ways to measure bring site tonnage, such as separate storage bays at a transfer station and recording reprocessors’ tonnage for individual material streams.
- Ensure that agreed weights are used for items such as book banks, CDs etc.
- Consider time and resources required to conduct monitoring of bring sites – can this be included in an existing collection or cleaning practice at sites?
- If materials are collected by a third-party organisation or contractor, ensure that weighbridge tickets are received or tonnage data for that specific material.
- Consider developing your own weight estimates based on container type and size.
- Develop a monitoring sheet for visual assessment (see example below).
Sample fill rate sheet for monitoring recycling collections from bring sites

Date: ______________________

<table>
<thead>
<tr>
<th>Address</th>
<th>Material</th>
<th>Fill rate *</th>
<th>Contaminated</th>
<th>Any damage?</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>1/4</td>
<td>1/2</td>
<td>3/4</td>
<td>full</td>
</tr>
<tr>
<td>Site # 1</td>
<td>Glass</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Cans/plastic</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Paper/card</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Textiles</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Site # 2</td>
<td>Glass</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Cans/plastic</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Paper/card</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Textiles</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Site # 3</td>
<td>Glass</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Cans/plastic</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Paper/card</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Textiles</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
4.5 Littering & Fly-tipping

Fly-tipping and litter incidents can be a common occurrence at bring sites, whether located on public or private land. Discarded litter and refuse makes an area look neglected, undermines the legitimate bring recycling service and tends to encourage the recurrence of anti-social behaviour.

Local authorities have a responsibility to remove fly-tipped waste and litter from public land. Littering and fly-tipping are criminal offences and local authorities have a range of enforcement options for deterring and managing such incidents. This sheet summarises those options.

4.5.1 Issues to consider

If you do have incidences of fly-tipping and littering to deal with, the first essential step is to try to understand why it is taking place. In many cases, it may be due to misuse of the facilities rather than deliberate. If this is the case, it should be addressed via service improvements and provision of better information on how to use the site and what materials can be recycled at the site. Common factors that can lead to fly-tipping and littering at bring sites include:

- containers are full, so potentially recyclable materials are left on the ground;
- removal of banks for a specific material – site users may leave material they have brought even if that material is no longer collected at the site and there is no container available. This tends to be a short term issue following the removal of banks, but different materials collected at different locations within an area can cause similar issues due to a lack of user awareness;
- container apertures not suitable for the materials (size or shape) to be deposited, which again can result in valuable material being left on the ground as the user cannot fit the material through the aperture. Cardboard is often left out of containers for this reason; and
- poor site design, meaning that access to a particular bank or banks is restricted, resulting in material being placed in any accessible container or on the ground.

In addition to these factors which make it harder for people who want to recycle to use bring sites, there are other issues which can result in fly-tipping and littering at bring sites by those who do not intend to recycle. These include:

- proximity to highways;
- poorly lit areas, or areas hidden from the view of passers-by; and
- poor or irregular servicing of sites, which can result in them looking untidy – encouraging further opportunistic fly-tipping, based on the view that the authority will be obliged to clear it up.

4.5.2 Legislation

Powers to deal with fly-tipping and littering incidents are set out under two key pieces of legislation:

- Environmental Protection Act 1990 – Section 59 of this Act provides powers to local authorities and the Environment Agency to issue a notice requiring “removal of waste unlawfully and knowingly deposited”. Section 87 of the same Act describes littering as a criminal offence. Section 88 outlines fixed penalty notices for littering. Also under this Act, businesses have a ‘Duty of Care’ to ensure that waste
from commercial operations is managed and disposed within the law. Householders have a ‘Duty of Care’ to check that any company commissioned to remove domestic waste is an authorised waste carrier.

- **Clean Neighbourhoods and Environment Act 2005** – this Act updates the Environmental Protection Act 1990 and gives local authorities increased enforcement powers around fly-tipping and littering. Under this Act, littering offences were expanded, to encompass “all places open to the air”, including both private and public land and water. Litter clearing notices replaced litter abatement notices and can require landowners or occupiers to clear land of litter and refuse and take steps to discourage further littering. Courts are allowed to order offenders to meet costs for clearance, enforcement and investigation. The 2005 Act also brought in fixed penalty notices for fly-tipping.

### 4.5.3 Enforcement options

The two pieces of legislation summarised above offer local authorities potential enforcement options to deter littering and fly-tipping. In the main these options are applicable to traders or ‘rogue’ operators who fly-tip or illegally deposit waste at bring sites. If there is evidence that members of the public are not using the site correctly then the first step would be to check all signage and container labelling and to make sure that the public can recycle materials in appropriate containers with adequate capacity.

- **informal written notices** to businesses and members of the public – normally for a first littering offence, where no legal action is taken;
- **fixed penalty notices**, can be issued if an offence is witnessed by an authorised person. The offender has fourteen days to pay the fine. Failing to do so can lead to further action in a magistrates’ court;
- **removal notices**, which require individuals and businesses to remove litter and fly-tipping from their land;
- ‘**Duty of Care**’ visits, where authorised personnel in a local authority visit businesses to ensure waste is properly disposed of; ‘simple cautions’ (previously known as a formal caution) can be given. These deal quickly and simply with less serious offences, where the offender has admitted the offence, without the need for court proceedings. Simple cautions are designed to provide a record of an individual’s criminal conduct for possible reference in future criminal proceedings and are designed to reduce the likelihood of re-offending; and
- **prosecutions for serious offences**, these require sufficient evidence to prove incidents, such as CCTV footage recording the incident, or when a fixed penalty notice is not paid or when items with business or other addresses on them are found at the site. The Information Commissioner’s Office has produced guidelines that apply to the use of CCTV to monitor public spaces⁴. Key considerations include making the public aware that CCTV may be used, through appropriate signage: this is known as overt surveillance and means images can be used in line with the Data Protection Act 1998. If insufficient signage is provided, the surveillance would be considered covert and therefore subject to different regulations under The Regulation of Investigatory Powers Act 2000 (c.23) (RIP or RIPA)⁵.

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**Milton Keynes Council** had on-going fly-tipping incidents at one of its busier bring sites, located adjacent to a private retail park on local authority land. It tried a range of deterrent and enforcement activities, including coning off the area but this had little impact. Instead, a collection crew was used to photograph the site and CCTV was deployed on site for one week in November 2011. Eleven incidents were recorded that ranged from littering to Duty of Care breach by businesses. All incidents are currently being pursued. To continue monitoring the site, the collection crew now photographs the condition of each the site each day prior to clean up.

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Most local authorities have policies that set out their procedures for dealing with fly-tipping and littering offences, depending on the nature and scale of the offence. It is important to ensure that any action taken is appropriate to the type of offence.

To bring a case to prosecution, substantial evidence, gathered via a systematic and documented process, is vital. This can include CCTV footage of the event occurring, photographs of the incident showing the impact on the bring site and evidence tracing the fly-tipped materials back to the offender. Successful prosecutions provide an opportunity for local authorities to recover the costs incurred in clearing an incident and for officer time.

4.5.4 Rogue banks
Rogue banks, sited on bring sites without permission, are increasing, especially for textiles. The following process is recommended for dealing with rogue banks:

1. Identify the bank’s owner. Normally, contact details or a charity registration number is printed on the bank. This can then be checked with the Charity Commission or Companies House – or it may be possible to contact the bank’s owner directly.
2. Request removal of the bank within a stated timescale.
3. If the bank is not removed within this timescale, local authorities can arrange for the removal of the bank themselves. Before doing this, make sure that the intention to remove the bank is published to a wide audience (i.e. in a local or regional newspaper, online, and/or on notices at the site). Take care not to damage the bank.
4. At any stage, it is also worth contacting your trading standards department for advice. If you suspect that the company associated with the rogue bank is involved in criminal activity contact the local police and/or the National Fraud Intelligence Bureau (NFIB).

4.5.5 Deterrents
Signage and stickers on containers that notify site users of the potential penalties for fly-tipping and littering can discourage such activities, and if a site is monitored by CCTV then this should be made clear. Providing information at a site on the penalties that apply to fly-tipping and littering can help with prosecutions as it is harder for offenders to claim lack of knowledge.

A relatively concealed bring site run by Cambridge City Council was experiencing regular fly-tipping and littering. The council decided to place node units in an open forecourt area in clear view of passers-by. Since introducing the node units, incidents of fly-tipping and littering have decreased.

4.5.6 Frequently asked questions
How can site location and design deter fly-tipping/ littering?

By carefully planning the location of new sites and improving or relocating existing sites, fly-tipping and littering can be minimised or avoided. Issues to consider include:

- understand the area – speak to other departments such as housing, parks or social services to establish if there are any issues that could have an impact on the provision of a bring site;
- make sure the site is clearly visible and accessible, appears attractive and permanent, and is located in a safe, well-lit area; encourage local community ownership or recruit a ‘recycling champion’ to help monitor the site and report any issues;
- maintain the appearance and “feel” of the site as a place to recycle rather than leave waste.

Preventative measures: A local authority was experiencing recurrent littering at a bring site. The cost and time spent clearing the site prompted the authority to provide a large wheeled bin on site for litter, etc. The problem has stopped and the residual bin is collected as part of the regular refuse collection round saving time and cleaning costs.
How can rogue banks be removed from sites?
Check for contact details on the bank(s) and contact the organisation via formal channels. Once adequate notice (e.g. 28 days) is provided, banks can be removed by the local authority. If you suspect that the rogue bank is involved in criminal activity contact the local police and/or the National Fraud Intelligence Bureau (NFIB).

Are local authorities responsible for clearing fly-tipping and litter from bring sites on private land?
Incidents on private land are ultimately the responsibility of the landowner, unless specific arrangements are in place. For example, a business such as a pub or supermarket is responsible for the bring sites that it operates on its own land including car parks, unless the local authority has agreed to manage the site in exchange for being able to place banks on their land.

How can modifying bank design reduce littering/fly-tipping?
Blocked or inaccessible banks can encourage fly-tipping and littering. If apertures are too small or too high, or containers too full, some people may simply leave materials on the ground. By replacing or modifying banks to make them easier to use, many incidents can be deterred and enforcement activities can then be focussed on persistent fly-tipping incidents. Please see Site design sheet.

### Check list

#### Management of sites
- Identify any gaps in provision and make users are aware of alternative sites nearby.
- Ensure the banks have adequate capacity for residents to deposit materials.
- Ensure any recyclable material left around the banks is cleared quickly to deter further littering.
- Review service and site cleaning regimes – are they frequent enough?
- If a specific material is causing problems, check container and aperture size to make sure they are appropriate.
- Review site design, layout and accessibility to deter incidents.
- Consider working more closely with trusted third parties providing textile collections to minimise rogue banks appearing on or adjacent to sites.
- Check for fly-tipping incidents within a certain radius of the bring site to establish patterns and assess any enforcement measures required.

#### Signage and monitoring
- Ensure sites have clear concise signage that shows: what materials are accepted for recycling/reuse; alternative bring sites which accept other materials; warning notices and penalties for littering; and contact details for the authority.
- Identify/record specific materials littered/fly-tipped, to see if there is any correlation between fly-tipping and materials currently not collected at the site, or problems with particular containers.
- For sites with recurrent fly-tipping, consider occasional CCTV monitoring or signage that shows sites are being inspected.

#### Administration
- Consider the time and costs involved in enforcement activity, and make sure any action is appropriate to the size, scale of the potential offence.

#### Logistics
- Where possible, plan or request site servicing be undertaken by the same operatives that empty containers to encourage a high level of service delivery.

### 4.6 Health & Safety

Health & safety is a major consideration in the design and operation of bring sites and the implications should be considered for those that use, service and maintain bring recycling facilities. It is a legal requirement for an authority to carry out risk assessments for the services they provide and to identify measures required to comply with health & safety requirements.
4.6.1 Health & Safety Legislation
The key legislation relevant to the waste and recycling sector – and so to bring banks – is:

Health and Safety at Work Act 1974 (HSWA) – This defines the duties employers have towards employees, contractors and members of the public. In terms of bring sites, it refers to considering and reducing risks for those involved in maintaining, servicing and using sites.

The Management of Health and Safety at Work Regulations 1999 – This requires employers to carry out risk assessments for the activities they undertake. A risk assessment on a bring site should identify potential hazards and assess and reduce risks from those identified hazards.

Risk assessments should be reviewed regularly and updated as appropriate, particularly after service changes such as providing additional containers or relocating existing containers.

Guidance on your local authority’s health & safety policy and procedures and how this might apply to bring site management and contract letting should be sought from your authority’s health & safety officer.

4.6.2 Issues to consider
The Health and Safety Executive (HSE) has published guidance on the safety at bring recycling sites (WASTE11) which can be found at www.hse.gov.uk/waste/amenitysites.htm. The main hazards associated with bring sites are summarised below. They include:

- **vehicle movements** associated with those using the sites (i.e. the public) and those managing/servicing the sites (i.e. the local authority, third sector organisations or contractors). Many sites are located on or adjacent to, busy car parks and roads and may not be easily closed off for servicing. This means identifying and taking steps to minimise risks when vehicles are moving on site;
- **mechanical lifting operations**, both in terms of risks to members of the public and operatives whilst hoisting and emptying containers, and collisions with other obstructions (such as parked cars and overhead power lines).
- **slips, trips and falls** as a result of rough or uneven ground, poor lighting, weather conditions, or poor site servicing and site design;
- **manual handling**, related to the distance items need to be carried from the nearest parking and the location of apertures causing excessive reaching and stretching by users; and
- **maintenance of containers** – jagged edges, loose flaps etc can be a risk to anyone using the site. There could also be hazards associated with fly-tipped material, broken glass or the overspill of containers.

A reporting procedure for accidents, including RIDDOR\(^6\) accidents, and near misses, needs to be established and communicated.

4.6.3 Reducing risks
To eliminate and reduce potential risks, there should be an up-to-date risk assessment and established and regularly reviewed safe work practices. Regular monitoring of sites should help identify any gaps in an existing risk assessment. Site operatives should be provided with appropriate training on site procedures and safe work practices.

\(^6\) [http://www.hse.gov.uk/riddor/](http://www.hse.gov.uk/riddor/)
Measures to eliminate and reduce potential risks include:

4.6.4 Vehicle movements:
- having a dedicated drop off zone; having clearly marked zones for pedestrian access;
- eliminating or reducing the need for cars to reverse;
- providing pedestrian crossings; and
- speed restriction signs.

4.6.5 Container collection/emptying:
- preventing pedestrians from accessing sites when containers are being lifted and emptied;
- ensuring operators are trained in the use of servicing equipment and are aware of each site’s constraints;
- adequately considering how containers will be accessed at site design / layout stage;
- ensuring the risk assessment highlights any potential obstructions; and
- scheduling servicing during quieter periods

4.6.6 Slips, trips and falls:
- restricting use/operations to daylight hours or considering site lighting for twilight or dark hours;
- ensuring ground conditions are appropriate, e.g. firm, even, well drained and in good condition;
- removing or clearly marking obstructions;
- ensuring spillages and fly-tipped material are removed as soon as possible; and
- where steps/slopes are present installing handrails, signage, slip-resistant surfaces.

4.6.7 Manual handling:
- providing a dedicated drop-off zone close to containers;
- selecting containers with suitable, well-placed apertures to reduce reaching and stretching;
- keeping access to apertures clear; and
- providing advice to the public to reduce manual handling risks.

It is recommended that your authority takes account of the advice provided in the HSE Guidance “Safety at bring-sites in the waste management and recycling industries” (WASTE 11) when planning and operating bring sites and conducting risk assessments.

4.6.8 Frequently Asked Questions

Is there a legal time period for reviewing risk assessments?
There is no legally specified time period for reviewing risk assessments but risk assessments should be live documents. It makes sense to regularly review your protocols and ways of working to ensure your risk assessments stay up to date. If there are any significant changes to your bring sites or bring site operations, you will need to review your risk assessments and at an early stage of planning, consider how the changes might alter the risks on site.
Checklist

- Ensure risk assessments are carried out for each bring site and are up to date – have you changed anything?
- Reduce risks by effective site layout and design.
- Ensure containers are located so as to reduce slips, trips and falls.
- Check whether staff and members of the public are using sites carefully. If near misses are reported this may require a review of procedures.
- Ensure regular servicing of sites to reduce the likelihood of containers reaching capacity and materials spilling on to the ground.
- Consider collection criteria of materials that could potentially be hazardous e.g. batteries.
- Consider suitable container types to reduce health and safety incidents, for instance textile banks that are designed to prevent someone climbing in to retrieve textiles.
- Ensure containers do not block the access/highway and that access to the site is suitable for both members of the public and vehicles servicing the site.

4.7 Procuring new contracts

When procuring new contracts for bring recycling services, there are a number of issues to consider early in the process to ensure that the service and contract meets your authority’s requirements. These include examining the options available for servicing the bring sites, clearly defining the services and performance standards required and providing an unambiguous process for contract management and monitoring. Clarity in these areas will enable contractors to submit appropriately designed and costed tenders that address your requirements and are sufficiently flexible to respond to changing demand.

This fact sheet focuses on the key issues to consider when specifying and procuring a new service contract. For more information on why contracts are important for bring site service provision, and a summary of relevant EU procurement rules and guidance, see the separate sheet Role of contracts and procurement.

4.7.1 Issues to consider

Procurement planning

Key areas to consider when planning a new procurement are:

- What service is to be tendered and are different services to be packaged together under one contract?
- When does the procurement need to be completed by and new contract in place? Once you have confirmed this date, you will need to plan the procurement exercise to allow sufficient time for prospective contractors to respond and for you to evaluate tenders.
- Does your authority wish to partner with another local authority/ies?
- Does the value of the contract exceed EU procurement threshold? If so, you will need to follow EU procurement procedures and decide which of these procedures will be used. If not you will have to follow your own authority’s procurement process and requirements.
- Which companies are likely to tender? How is it best to attract interest and bids?
- Could the procurement requirements deter/exclude third sector organisations from bidding? E.g. requirements associated with financial standing. If it is Council policy to encourage tendering from smaller local suppliers, investigate the availability of local collection contractors and ensure that the specifications allow smaller businesses to tender. For example, if there are businesses that specialise in a single material; the specification may need to be set up in a way that allows sub-contracted elements.
- Could you gain from running a soft market testing exercise first to test your initial ideas? This might include investigating the material mixes you prefer, the containers to use, how frequently operators can guarantee to empty containers, how they handle risk associated with changing material values, and income sharing arrangements.
**Contract specification**

The service specification and conditions of contract will ultimately govern the effectiveness of the contract and will aid continuous improvement and the ability to makes changes during the contract period. When preparing a specification for bring site recycling services, consider the following:

**Service provision**

- What services are required – for example, provision of containers, materials to be collected, servicing, cleaning and maintenance?
- Do you want to define the type/style and number of containers?
- Do you want to define the service schedule, or set a performance standard?
- If the contract is for servicing containers, will it be a requirement of the contractor to remove material deposited outside the containers or left on the ground?
- If sites are to be serviced by more than one contractor, how will cleaning requirements be defined?

**Financial**

- Who takes ownership of the materials collected and who is responsible for finding suitable outlets? How will this affect contract risk and therefore the contract cost?
- Do you want a revenue-sharing arrangement based on the income received for the recyclables? One option is to set trigger levels for material values above which a revenue-sharing arrangement applies, as a means of ensuring the contract is fair to all parties.
- How will the costs for the service requirements (materials, servicing/cleaning schedules/standards) be handled?

**Risk management**

- What incentives/defaults do you want to include in the contract? For example, if a contractor fails to meet the specified servicing/cleaning standards, will there be a financial penalty, will they need to put in place an improvement plan, etc.?
- How is contamination to be defined? If the contents of a container are contaminated, who is responsible for the disposal of the unsuitable materials? Is there potential for secondary sorting, and who will pay for it if required?
- How will liabilities (such as the cost of clearing fly-tipping on private land) be addressed?
- What levels of insurance are required?
- Will the contract make allowance for ad hoc servicing, so that costs are kept reasonable while a high standard of cleaning and appropriate emptying frequency are maintained?
- How should issues at sites be reported to the authority?

**Communications**

- Who will be responsible for promoting the bring sites, labelling containers and providing on-site signage?
  What branding/logos/iconography will be used on the containers and signs?
Consider whether bring containers can be collected as part of the kerbside collection – this may reduce costs, but have additional implications for existing rounds/vehicles

**Integrated collection contracts**

If bring recycling services are to be included as part of the kerbside collections contract, then many of the same considerations apply. However, there are likely to be some additional considerations around a joint service including:

- Does the requirement to service the bring containers have implications for the vehicle fleet, or vice versa? For example, will it require a different type of lifting mechanism on vehicles or should containers be chosen to fit with vehicles for the kerbside service?
- Can the servicing of the bring sites be managed within the kerbside rounds?

**Contract length**

Contract length for bring recycling services can be affected by a range of factors including:

- whether the bring services are being tendered with other waste services;
- the scope of the services required, i.e. whether the contract is for the whole bring bank service or just for one material;
- the value of the contract;
- any capital investment required and the expected lifespan of those items – contract length may be aligned with the depreciation period;
- if you are considering a joint procurement with another authority. In this case, contract lengths may need to reflect end dates of the other authority’s existing contracts; and
- potential for variations in market prices for recyclables, which may affect the value of the contract or payment terms.

Annual contract payment uplifts, using relevant indices, needs to be considered and reflect the costs of delivering the contract.

**Contract monitoring and data requirements**

Data capture is essential to support effective performance management and improvement. Provisions should be set out in the contract for data capture and reporting so that the contractor and the authority can both assess whether the terms of a contract are being met. Key points to consider for bring site recycling contracts include:

- What tonnage information/container fill rates do you require the contractor to monitor and report on? Overall tonnages by material, or tonnage data supported by fill level information, by site/container/material (for more details, see the Data recording and reporting fact sheet).
- How will servicing/cleaning schedules or standards be defined, measured and monitored?
- How should data be supplied – what level of detail is required and in what format?
- What is the appropriate reporting frequency? This will depend on whether servicing/cleaning schedules or standards are being used, payment mechanisms and your authority’s data needs.
**Contract review and variation**

Contracts should incorporate a review procedure at set intervals, and the terms and conditions should include a process for managing change. The inclusion of a review procedure can prevent disputes having a negative impact on the overall service. Key points to consider for bring recycling contracts include:

- setting a frequency for reviews. This will depend on the scale and nature of the contract and the parties involved;
- the initial scope/specification should allow for the addition of new materials and locations: if you do not mention this in the scope, it could require a further tendering process;
- a periodic review of material prices should be included to allow payment mechanisms to be adjusted to match changes in commodity prices. Again, frequency will depend on the scale of the contract and who is involved – a third sector organisation may want to review prices more frequently than a waste management company.
4.7.2 Frequently asked questions

How detailed does a specification need to be?
The specification defines the service you require a contractor to provide. Therefore it needs to be sufficiently
detailed to allow the contractor to understand your requirements and to allow you to monitor the contractor’s
performance. Any ambiguity within the specification could result in additional contract management time to
resolve any issues and potentially additional costs.

Should changes to a contract be recorded?
Yes, any changes that vary the service specification or contract terms should be documented in accordance
with change management conditions within the contract. Failure to record changes could result in disputes
later in the contract. In addition, when you come to specify a future contract, being able to draw on well
documented changes in your contract will be very helpful.

Checklist

- Develop a procurement plan that sets out what is to be achieved and by when.
- Ensure you follow procurement rules, including EU procurement procedures if applicable.
- Develop an unambiguous specification.
- Set an appropriate contract length.
- Incorporate contract monitoring and data requirements within the specification and the terms and
  conditions of the contract.
- Ensure the scope of the contract and the terms and conditions allow for contract variation.

4.8 Material Quality

This fact sheet focuses on how to increase the quality of recyclables collected at bring sites. The quality of the
material, for example in relation to levels of contamination, can have a significant impact on the income
received from reprocessors. Unacceptable quality can also lead to material being rejected by a reprocessor;
this may then require further sorting and processing to remove the contamination or in the worst case the
load may need to be disposed, both of which will incur additional costs. However, feedback from local
authorities indicates they are often unaware of the quality of their bring site material unless their contractor or
reprocessor provides specific feedback.

4.8.1 Issues to consider

A number of factors affect material quality, including method of collection; how materials are transported,
handled, transferred and sorted; communications with site users and how easy it is to use the sites correctly.
When seeking to improve material quality, local authorities may want to consider:

- **container volume** – ensuring that appropriately sized, or an appropriate number of containers are provided for
  the expected volumes of material. This can help to
  minimise cross-contamination by other materials (i.e. when site users deposit material in another container
  because the right one is full);
- **servicing frequency** – linked to the previous point, if
  service frequencies are too low and containers overflow
  on a regular basis, this can increase cross-contamination
  of materials and compromise the quality of material for
  recycling. In addition to normal servicing schedules, it is
  important to consider additional servicing to reflect
  seasonal patterns of use. You may need to service
  containers more frequently around Christmas, bank
  holidays or during ‘barbecue season’;
- **aperture size and shape** – having appropriately sized,
  material specific apertures can discourage users putting
  the wrong materials into a specific container;
- **site layout** – as detailed in the Site Design sheet, an
attractive, well-planned site can discourage misuse. Locating containers for similar materials next to each other can help to prevent contamination; e.g. place all glass containers next to each other. It is particularly important to ensure that when containers are emptied, they are replaced in the same position to make it easy for regular users;

- **site cleanliness** – providing litter bins for the disposal of bags/boxes people use to bring materials to the site can prevent them from being deposited with the recyclable materials or left by the containers. Emptying of litter bins needs to be included as part of servicing regimes – either for street cleaning or for the bring banks. Overflowing litter bins create a poor site appearance and can encourage increased fly-tipping;

- **signage and labelling** – use clear signage on site and label all containers to encourage correct use. Take particular care to reduce potential confusion: for example, banks for plastic bottles *only* can be contaminated by other plastics so use the Recycle Now plastic bottle icon to help users identify which material can be recycled. For more advice on signage, see *Communicating bring site recycling services* fact sheet;

- **feedback** – develop procedures to encourage feedback on contamination and quality issues from collection crews, contractors and reprocessors and then act on this feedback. For example, feedback about regular misuse of certain containers could highlight a need to review signage; and

- **reprocessor specifications** – be aware of reprocessor quality requirements including contamination thresholds for the materials you are collecting and ensure that signage and labelling are consistent with these specifications where possible.

### 4.8.2 Frequently asked questions

**How do I improve quality of materials at bring sites?**

A combination of approaches may be required to improve material quality. You will need to assess a number of factors: from what materials are collected at each site to container and aperture size, site servicing/emptying frequency and signage/labelling of containers, as well as any recurrent contamination issues. Regular communications with the collection crew/contractors will help identify any such patterns. By regularly monitoring each site (working with collection crews), you can start to identify recurrent quality issues at your sites and plan specific measures to improve quality.

**How do I assess the quality of materials collected?**

The simplest way to assess quality at bring sites is to conduct a visual assessment when containers are serviced or during site cleaning. This enables site specific issues to be identified. However, this may not be practical for all materials depending on the container type, so feedback from the reprocessor or sorting facility can also help identify quality and contamination issues.

#### Checklist

- Ensure containers are appropriately sized to manage expected volumes and minimise cross-contamination.
- Ensure site servicing frequency is adequate to meet demand and adapted to seasonal patterns.
- Check container apertures are appropriately sized for the materials to be deposited.
- Consider site layout and design to minimise potential for materials to be put in the wrong containers.
- Ensure containers are returned to their original location following servicing/emptying.
- Ensure site signage and labelling of containers is clear and consistent with reprocessor requirements, and where appropriate with other recycling services in the area.
- Consider providing litter bins on sites where there are problems with maintaining site cleanliness.

### 4.9 Role of contracts & procurement

Many bring sites and/or containers are provided and serviced without any formal arrangement between the different parties (i.e. the local authority and the service provider) involved. While this arrangement may...
For containers on private land, define within the contract clear responsibilities for cleaning up fly-tipping incidents

This fact sheet looks at why contracts are important for bring site service provision, examines some of the key issues to consider in defining the overall scope of the contract and summarises relevant European Union (EU) procurement rules and guidance. For more detailed information on the key issues to include in your contract and the decisions you may need to make, see the separate fact sheet Procuring new contracts.

**Formalising arrangements for containers on private land**
Regardless of whether a service is provided by the local authority or a contractor, if containers are located on private land, you should consider having a formal agreement with the landowner to set out the terms of this arrangement and to manage the risk and liabilities related to potential fly-tipping, vandalism and resultant site cleaning.

4.9.1 **Issues to consider**
When considering contracting for bring recycling services, there are several key issues to bear in mind at the outset.

- ensure all parties clearly understand what is required;
- allow for change and flexibility;
- aid the management of risk;
- facilitate performance monitoring;
- assist in the resolution of disputes;
- allow for price adjustments;
- provide incentives to encourage exceptional performance or default mechanisms following poor performance; and
- generally help avoid recourse to expensive legal arbitration.
When letting waste management contracts, there can be opportunities to package various services under one contract – e.g. incorporating servicing of bring containers within a kerbside collection service contract. This can reduce both procurement and contract management costs, but could reduce your authority’s scope to understand the costs of individual services, which may be important to you.

Most authorities collect a range of materials for recycling at bring sites. Contracts can be put in place for all bring recycling services, or for specific materials. Such decisions will affect the value of the contract and the procurement procedures that need to be followed (see EU procurement rules). One contract may be simpler to manage from the authority’s perspective, and reduce the resources needed to manage the procurement exercise, but it may reduce the number of parties that are interested in tendering.

Does your authority wish to partner with another authority/ies? Partnering can provide economies of scale, reducing both procurement and contract management costs. However, it is important that partners have similar service objectives and requirements, otherwise it can make specifying the service difficult.

When tendering services it is critical to specify clearly the services required, as lack of clarity over the required services can lead to a poorly defined contract (see Procuring new contracts sheet). Information such as likely emptying frequencies and tonnages per site per container or per material per site will help tenderers to price their bids.

Contracts should include some scope for flexibility and for managing risk. For example, you may wish to specify how often you would have an opportunity to change elements of the service – every year, every 6 months, or when specific issues arise. Another issue to consider is fluctuations in market prices for materials, particularly if you share income with a collection contractor or a third sector organisation. How often you review material prices and your share of income will depend on the length of the contract and the likely volatility of the markets.

### 4.9.2 EU procurement rules

When contracting bring services, you must follow EU procurement rules. These rules aim to open up competition and ensure transparency, fairness and equal treatment for all bidders for public contracts. In January 2006, the Consolidated Procurement Directive (2004/18/EC) came into force and is transposed into English law via the Public Contracts Regulations 2006.

The EU directive and UK regulations work on the basis that if the total value of a contract exceeds the set financial threshold, the contract must be open for competition across the EU and must be advertised in the Official Journal of the European Union (OJEU). The thresholds for goods, services and works, which are set and reviewed every two years, are currently (since 1 January 2012):

- **Goods and services**: >£173,934; and
- **Works** (e.g. construction projects): >£4,348,350.

Whether bring site provision and services are over these thresholds will depend on the extent of the services being tendered and the length of contract. In general, contracts for the purchase of containers only, or for servicing containers only, are likely to be below the “goods and services” threshold, while works such as putting in place hard standing, fencing, lighting, etc on a bring site are likely to be below the “works” threshold.

Contracts below the threshold

Question 1: Is this a particularly complex contract, as defined in the Regulations?

YES  NO  Truly Exceptional

Use Open or Restricted Procedures

Negotiated Procedure

Question 2: Will Open or Restricted Procedures allow award of the contract?

YES  NO

Use Open or Restricted Procedures

Use Competitive Dialogue Procedure

Contracts above the threshold

If your proposed contract is above the relevant threshold, then you must follow one of the four procedures set out in the EU directive – open, restricted, negotiated or competitive dialogue.

It is unlikely that the procurement of bring site recycling services would meet the criteria (in HM Treasury’s Guidance on Competitive Dialogue) for using the Competitive Dialogue or Negotiated procedures, see http://www.hm-treasury.gov.uk/d/competitive_dialogue_procedure.pdf. Instead, as a local authority generally would be able to clearly define the services required, the open or restricted procedure should be followed:

- open – the authority places a notice in the OJEU. All companies who respond to the notice are sent tender documents and invited to submit a tender;
- restricted – the authority places a notice in the OJEU. All companies who respond to the notice are sent a pre-qualification questionnaire (PQQ). The authority assesses all the PQQs and selects a shortlist of between 5 and 20 companies who are invited to tender.

The choice of open or restricted will depend on what is being procured: the open procedure tends to be used for processes with limited evaluation criteria, such as the purchase of standard containers, while procurement

Standing Orders are governance rules which local authorities are required to set and cover wide range topics including financial and legal matters.
of more complex goods/services, such as operating the bring site recycling service, normally would be via the restricted procedure.

Each procedure imposes minimum timescales for each of the tender activities. These ensure that interested parties have a reasonable time to respond at each stage.

**Restricted procedure: minimum timescales**

### 4.9.3 Frequently asked questions

**Is the procurement of bring site recycling services covered by the EU procurement procedures?**

It depends on the total value of the contract. If the total value for a goods/services contract is over £173,934, then you must follow EU procurement procedures. For example if a 4 year contract, valued at £45,000 per annum, is to be let, the total value of the contract would be £180,000 and hence the EU procurement procedures would need to be followed.

**Is there a recommended contract length for bring site recycling contracts?**

No. Contract length for bring recycling services could be affected by a range of factors including:

- whether the bring services are being tendered with other services – for example, if the bring service is being tendered with a kerbside collection service it is likely the kerbside element will dictate the contract length;
- the scope of the services – for example, if a contract is for just one material, it may be worth setting the contract length to match existing bring services;
- if you are considering a joint procurement with another local authority. If so, short term contract lengths could be set to make end dates coterminous with the other authority’s contracts, or contracts could be longer to allow for the partner authority to join once its existing contract has come to an end, in a phased start; and
- when you think you will need to purchase new equipment, undertake site development work etc., allowing a reasonable depreciation period for the capital assets or any infrastructure work.

**Check list**

- Define the services that are to be procured and decide if bring site recycling services are to be included in a contract with other services or awarded as a separate contract.
- Define the scope of the services to be tendered – all services provided on the bring sites, site cleaning only, or services for specific materials only?
- Consider opportunities to procure services jointly with another local authority.
For containers located on private land, seek to put in place a formal agreement with the landowners for the use of the sites.

Based on the contract to be let, consider which procurement procedure will be followed: Is the total value of the services to be contracted greater £173,934? If so the EU procurement rules will apply. If the contract is below the EU threshold of £173,934, check the requirements of your authority’s Standing Orders.

Ensure the contract length fits with the services to be tendered and other arrangements related to the service, for example current kerbside collection contracts, or future plans with regards to partnering with other authorities.

4.10 Selecting containers

Container choice has implications for the design, operation and performance of a bring site. Certain containers are more suitable for sites collecting high volumes, whereas wheeled bins may be suitable for sites in quieter areas or where bring sites are serviced as part of kerbside collections. When choosing containers, you should consider capacity, ease of collection and contractor preferences. This information sheet highlights a number of factors that influence choice of containers such as suitability for site, capacity required, ease of servicing, reducing contamination of materials and cost. It should be read in conjunction with the sheet on Site Design. A table, showing indicative dimensions, weights and volumes for a range of commonly used containers, is provided at the end of the sheet.

4.10.1 Issues to consider

The range of containers available for bring recycling has expanded greatly in recent years. Traditionally containers were designed almost solely to optimise ease of collection and emptying. More recently, containers have become more attractive to encourage use and reduce complaints associated with littering. Before choosing containers for a new site or as a replacement, you should always consider the overall site design and any challenges related to it including:

- site performance – are the existing containers the right size for the current volumes collected? If tonnage changes, will they still be sufficient? For new sites, choose containers based on projected tonnages;
- space available on site – both in terms of floor space and servicing requirements;
- potential to reduce the site footprint (perhaps if more car parking spaces are required) by replacing smaller containers with those of larger volume;
- ease of relocating containers to other sites if necessary – is a specialist vehicle required to relocate the container or could a standard vehicle be used?
- accessibility for all potential site users, including those with disabilities;
- whether the same type of container can be used for all materials or if different types/sizes are needed, depending on the tonnages; and
- aesthetics of site and for street-based facilities the need to fit with the existing street.

Containers with appropriately sized apertures will deter opportunities for misuse and avoiding gaps between containers can improve the look of a bring site (Source: Luton Borough Council)
Servicing requirements are a vital consideration in container selection. Factors to take into account include:

- ease of emptying – will full containers be swapped for empty ones on site, or will there be sufficient containers on the site so that there are always some with spare capacity? Alternatively, will containers be emptied on site into a vehicle?
- frequency of emptying containers, which will relate to performance.

Safety and security – safety around containers and security against vandalism and damage are important considerations. Potential issues include:

- selecting a container with appropriately sized apertures in order to reduce contamination, littering and vandalism;
- protection, as far as possible, from vandalism by using locks, or, from arson, through using metal containers, where needed;
- safety for users and for collection crews.

Maintenance – all containers, regardless of their size or type will need periodic maintenance which may be the responsibility of the local authority, contractor or possibly the reprocessor, if they own the containers. You will need to organise or delegate:

- container cleaning on a regular basis, a jet wash is an effective method, and have graffiti removed;
- repair or replacement arising from damage from arson or vandalism, or just wear and tear – particularly to aperture brushes where used; and
- checks to ensure that any signage is clean and clear, up to date and relevant.

Costs – relevant costs to consider include purchase cost of banks, servicing costs, maintenance and repair costs and costs for replacement banks. Potential ways to keep costs down include:

- buying in bulk – can you acquire large numbers of containers of the same size/type, or are different sized containers needed at different sites? If so, can you minimise the range/diversity of options?
- adaptation potential – can you adapt containers by changing apertures if necessary, for future collections of new materials;
- interface with kerbside collections – could you keep emptying/servicing costs down by choosing containers which can be serviced by kerbside collection vehicles?
- Newer approaches such as underground banks can be an expensive option in terms of site installation, but could be considered for inclusion in new developments. Some underground systems can use standard 1100l wheeled bins, that may require less maintenance, so are possibly cheaper in the long-term.

Case study: Cambridge City Council
A local environment improvement scheme allowed Cambridge City Council to locate one recycling point underground in a public area. The location underwent redevelopment in 2009 and included the development of a bring site and public conveniences. The site has four 1100L bins that operate by hydraulic lift with one 1100L bin on each platform. The site accepts glass, cans and paper. To date, no issues have been experienced at the site.

The Council chooses new site locations by surveying local recycling provision in different areas of the city to gain a measure of site use and household behaviour. Surveys are completed at community events and can be area-specific rather than Council wide. This allows containers to be selected to fit specific local requirements.
4.10.2 Frequently asked questions

What containers are suitable for large volumes of cardboard?
Cardboard needs to be kept dry, requiring an enclosed bin. It also requires careful consideration of aperture size to encourage users to flatten card before depositing it: a standard 1100L bin will not encourage flat packing, so the container will fill up too fast. However, apertures of sufficient width and depth can allow large volumes of flattened card to be deposited quickly.

The 3.2 cu metre steel ‘igloo’ style bank and/or hard plastic or mixed paper and card bank may be appropriate, as it has an aperture which requires the user to flatten cardboard. For busy sites, large skip type containers may be suitable.

How can containers be modified to minimise contamination and theft of materials?
 Appropriately designed apertures can help reduce contamination and theft from bring containers. Many reprocessors can advise on appropriate apertures to minimise contamination and theft of materials, particularly from textile banks. Apertures should be easily reached and discourage deposit of other materials, for instance letter box apertures for paper and chutes for bottles.

How can I ensure containers are filled evenly?
Containers will fill at different rates depending on design, capacity, the materials being collected and site footfall. However, fill rates can also be affected if access to containers is restricted. For example, for cardboard bins with letter box openings on two sides of a four sided container, you will need to ensure access to both apertures is available and not restricted by other banks. All such requirements should be clarified and specified to collection contractors, to ensure bank placement is consistent and accessible.

Can I include co-mingled materials in our bring banks?
The answer is not straightforward. The Non-Waste Framework Directive and Environmental Permitting Regulations 2010: S1 – Storage of waste in secure containers provide information on the storage of recyclables prior to their transfer for further recovery or reprocessing. The Agency’s document gives guidance on what may be exempt from environmental permitting, this includes materials collected and stored separately. The storage of mixed wastes or co-mingled dry recyclables would need to be carried out under an Environmental Permit.

From January 2015, Local authorities should also take steps to make sure that their arrangements comply with the requirements of the Waste (England and Wales) Regulations 2011 (as amended) and those of the revised Waste Framework Directive in relation to the separate collection of waste.

Checklist

- Be clear about site requirements prior to choosing a container type. Different containers are best suited to different priorities, such as: reducing contamination, vandalism, littering; increasing capture of materials (tonnage); reducing footprint of site; amending collection frequency; or improving ease of access to containers for emptying or collecting and swapping containers by collection operatives, which will be in part determined by the type of container you use.
- Ensure you have quality data regarding tonnages / volumes collected at each site, and the bulk density of the materials and material mixes. You can then use this to estimate future performance as accurately as possible to help choose the right containers – whether as replacements or for a new site.
- Assess costs of purchasing/replacing containers and available budget. If spare capacity on some sites, could containers be moved onto a different site?
- Consider maintenance costs.
- Consider required space for each bin and impact on site: will the new container(s) fit in the space required leaving no gaps, unless required for access for emptying?
- Ensure containers are attractive, suitable in the local environment and easy to use by residents.
- Make sure that you have suitable collection vehicles to collect from proposed bins. If using different contractors for different materials, ensure they are involved in any decisions about containers.
- Select containers with an appropriate aperture size to minimise theft from the banks and contamination of the materials.
<table>
<thead>
<tr>
<th>Container type</th>
<th>Material collected</th>
<th>Approximate volume</th>
<th>Average dimensions</th>
<th>Average capacity weight</th>
<th>Apertures</th>
<th>Fleet required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Igloo</td>
<td>Paper, Card</td>
<td>1.6 cubic metres</td>
<td>1,520mm wide x 790mm deep x 1,520mm high</td>
<td>400 kg</td>
<td>'Letterbox’ apertures on two sides</td>
<td>Lorry mounted hiab crane</td>
</tr>
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<td></td>
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</tr>
<tr>
<td></td>
<td>Paper, Card</td>
<td>3.2 cubic metres</td>
<td>1,520mm wide x 1,520mm deep x 1,520mm high</td>
<td>800 kg</td>
<td>'Letterbox’ apertures on two sides</td>
<td>Lorry mounted hiab crane</td>
</tr>
<tr>
<td>Bottle banks</td>
<td>Glass</td>
<td>1.5 cubic metres</td>
<td>890mm wide x 1,440mm deep x 1,480mm high</td>
<td>500 kg</td>
<td>Circular ports</td>
<td>Standard hiab</td>
</tr>
<tr>
<td></td>
<td>Glass</td>
<td>2.5 cubic metres</td>
<td>1,165mm wide x 1,700mm deep x 1,750mm high</td>
<td>1000 kg</td>
<td>Circular ports</td>
<td>Standard hiab</td>
</tr>
<tr>
<td>Textile recycling bank</td>
<td>Textiles Metro</td>
<td>2 cubic metres</td>
<td>1,250mm wide x 1,000mm deep x 1,664mm high</td>
<td>200 kg</td>
<td>Chute</td>
<td>Standard collection vehicle</td>
</tr>
</tbody>
</table>

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8 See 'Data recording and reporting’ sheet for further information
<table>
<thead>
<tr>
<th>Container type</th>
<th>Material collected</th>
<th>Approximate volume</th>
<th>Average dimensions</th>
<th>Average capacity weight</th>
<th>Apertures</th>
<th>Fleet required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Textiles Standard</td>
<td>3.5 cubic metres</td>
<td>1,500mm wide x 1,250mm deep x 1,900mm high</td>
<td>315 kg</td>
<td>Chute</td>
<td>Standard collection vehicle</td>
<td></td>
</tr>
<tr>
<td>Continental bin 660-1280 litres</td>
<td>All materials</td>
<td>0.66 – 1.28 cubic metres</td>
<td>1100 litre container – 1,270mm wide x 1,000mm deep x 1,380mm high</td>
<td>Material dependent</td>
<td>Various: standard lid or fitted aperture, dependent on material</td>
<td>Standard RCV</td>
</tr>
<tr>
<td>Node modular system – 800L each</td>
<td>All materials</td>
<td>0.8 cubic metres/800 litre container</td>
<td>800 litre container – 1302mm wide x 1050mm deep x 1465mm high</td>
<td>Material dependent</td>
<td>Various to suit material requirement</td>
<td>Standard RCV</td>
</tr>
<tr>
<td>Container type</td>
<td>Material collected</td>
<td>Approximate volume</td>
<td>Average dimensions</td>
<td>Average capacity weight</td>
<td>Apertures</td>
<td>Fleet required</td>
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</tr>
<tr>
<td>Street modular unit</td>
<td>All materials</td>
<td>3.4 cubic metres</td>
<td>1476mm wide x 1285mm deep x 1825mm high</td>
<td>Material dependent</td>
<td>Various to suit material requirement</td>
<td>Side loader</td>
</tr>
<tr>
<td>Cardboard beverage packaging bank</td>
<td>Cardboard beverage</td>
<td>7 cubic metres</td>
<td>2000mm wide x 2000mm deep x 1750mm high</td>
<td>140 kg</td>
<td>Circular apertures to prevent contamination</td>
<td>Specialist suction vehicle</td>
</tr>
<tr>
<td>Wheeled bin – 180-360 litres</td>
<td>All materials</td>
<td>0.18 – 0.36 cubic</td>
<td>240 litre container – 580 mm wide x 740 mm deep x 1100 mm high</td>
<td>Material dependent</td>
<td>Various: standard lid or fitted aperture, dependent on material</td>
<td>Standard RCV</td>
</tr>
<tr>
<td>Container type</td>
<td>Material collected</td>
<td>Approximate volume</td>
<td>Average dimensions</td>
<td>Average capacity weight</td>
<td>Apertures</td>
<td>Fleet required</td>
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</tr>
<tr>
<td>Front End Loader container</td>
<td>All materials</td>
<td>6 - 7.6 cubic metre</td>
<td>6.1 cubic metre (8 cubic yard containers) – 1870 mm wide x 1890 mm deep x 2450 mm high</td>
<td>Material dependent</td>
<td>Various to suit material requirement</td>
<td>Front End Loader (FEL)</td>
</tr>
<tr>
<td>Caged compartment bank²</td>
<td>Mixed plastics, cans</td>
<td>10 – 26 cubic metres</td>
<td>10.7 cubic metre (14 cubic yard skip) – 1800 mm wide x 4300 mm deep x 2100 mm high</td>
<td>Material dependent</td>
<td>Small ‘cat flap’ apertures to prevent contamination</td>
<td>Roll on/off</td>
</tr>
<tr>
<td>Compartmentalised skip</td>
<td>All material, ability to collect separately e.g. different colours of glass</td>
<td>10 – 26 cubic metres</td>
<td>10.7 cubic metre (14 cubic yard skip) – 1800 mm wide x 4300 mm deep x 2100 mm high</td>
<td>Material dependent</td>
<td>Various to suit material requirement</td>
<td>Roll on / off or skip lift</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Container type</th>
<th>Material collected</th>
<th>Approximate volume</th>
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<th>Average capacity weight</th>
<th>Apertures</th>
<th>Fleet required</th>
</tr>
</thead>
<tbody>
<tr>
<td>WEEE container10</td>
<td>Low energy light bulbs</td>
<td>0.8 cubic metre</td>
<td>900mm wide x 1190mm deep x 1065mm high</td>
<td>50kg</td>
<td>Chute</td>
<td>Standard collection vehicle serviced by specialist company</td>
</tr>
</tbody>
</table>

4.11 Servicing regime

The general appearance of a bring site can significantly affect its performance. An effective servicing regime, covering how often containers are emptied and how the site as a whole is cleaned, is vital to ensuring the site appears clean and attractive – and so encourages people to use it.

Servicing regimes are based around a regular schedule of emptying and/or cleaning. When drawing up a new regime, or reviewing the existing regime, it is important to monitor site performance in terms of how full containers are when they are emptied and how much material is collected over time.

The ideal service regime will allow some flexibility to respond to times of high usage. This can be built into contracts or agreements, but the degree of flexibility will affect the overall cost to the local authority.

4.11.1 Issues to consider

Servicing regimes for bring sites cover both emptying containers and general cleaning of sites. If these services are contracted out, and you wish to make any changes to the contract, you will need to negotiate with your contractor. The more you can tell your contractor about what changes you want to make and why, the more likely you are to achieve a beneficial contract change.

Whether servicing is carried out in-house or via a contractor, there are a range of issues to consider in developing an effective servicing regime.

4.11.2 Emptying containers

■ To understand how effective your servicing regime is, you need to monitor performance at all sites to assess whether containers are emptied frequently enough (or too frequently) for the quantities of material collected from each site (see Data reporting and recording fact sheet).

■ Analysis of good quality data will enable you to identify whether containers are regularly emptied when only partially full – indicating emptying frequency is too high – or whether containers are overflowing, which would suggest they either need to be emptied more frequently, or larger containers need to be provided.

■ It is also important to consider whether the emptying schedule should be the same for all materials collected at a site. Higher volume materials, which may also be in the waste stream in greater quantity, may need to be collected on a higher frequency – though this depends on the size or number of containers available at the site and also the site's capacity overall.
If a site requires more frequent emptying of containers, compared to others, this may suggest site capacity is not sufficient to cope with demand. Therefore, consider whether there is space to place additional containers on site. This may help resolve the problem and be more efficient, particularly if multiple containers can be emptied on site in the same visit. If not, consider a larger size of container for the location.

If containers are filling up quickly, consider providing additional containers for the same material as a cost-effective alternative to more frequent emptying.

If containers are under-utilised, consider whether they should be replaced by smaller containers or whether the site needs to be promoted more effectively. If containers, or the site as a whole, are consistently under-utilised, then this should be addressed when reviewing the overall service. See Site location fact sheet.

If your service is contracted out, consider whether you want to define the service schedule (e.g. containers emptied three times a week from busy sites and every two weeks from quieter site), or set a performance standard to reduce the number of full but un-emptied containers. See Role of contracts and procurement for more information.

Ensure signage on site has contact information so residents can report when containers are full. Also monitor the number of relevant calls received by call centres to help assess whether the servicing regime is correct.

Following a change in kerbside services, monitor fill rates of containers to see whether there is a need to adapt the emptying frequency or optimise the number of containers on site to potentially reduce your costs. See Data reporting for more information.

Consider whether vehicles used for kerbside collections, or those from household waste recycling centres (HWRCs), can also be used to empty containers at bring sites. This may improve efficiency of service delivery.

4.11.3 Site cleaning
Regular site cleaning is essential to providing a popular bring site service. Ideally, site cleaning should be carried out by the same organisation responsible for emptying the containers. This will allow the organisation to monitor site cleanliness whenever it empties the containers, and reduce the need for multiple organisations to access the site, possibly reducing your costs.
If site cleaning is carried out by a different team or contractor ensure there are service level agreements and appropriate communication channels between the different parties so that:

- those responsible for emptying the containers can highlight site cleanliness issues; and
- those responsible for site cleaning can alert the other party if containers are full.

Consider whether your authority’s street cleaning service could support or deliver bring site cleaning as part of their existing activities, to improve service delivery and/or be more cost effective – as it was for one local authority (see box).

Monitor the number of complaints received about site cleaning issues and consider whether more regular cleaning is required.

If a site experiences frequent problems with vandalism and general dumping, consider:

- whether the site could be redesigned so as to reduce the problem
- whether the aperture sizes of containers are correct. Larger apertures can stop, or reduce the amount of, material being left outside containers. See Selecting containers for other methods to reduce nuisance from fly-tipping and vandalism.

Carry out site monitoring visits, checking sites on different days of the week to see if there are any patterns to litter and fly-tipping problems. If fly-tipping is regular and the source is identifiable, consider enforcement. See Littering and fly-tipping sheet for more information.

4.11.4 Frequently asked questions

How do we work out the optimum frequency for emptying containers and cleaning sites?

The key is to monitor individual sites, keep records of how full containers are when they are emptied and review any complaints about site cleanliness (see Data reporting and recording fact sheet). If containers are regularly being emptied when only partially full, this would suggest servicing is more frequent than necessary. If containers are always full, and there are regular issues with littering at the site, this may indicate servicing (including both emptying and site cleaning) needs to be more frequent. Remember too that littering may not always be caused because servicing is too infrequent. As part of your contract for site servicing, the operatives should provide feedback on any issues they observe at sites when they are emptying containers. Be prepared to respond to what the monitoring information is telling you and review servicing frequencies for emptying/ site cleaning as required.

How do we assess whether a contractor’s servicing regime is appropriate?

Ask your contractor or operatives to provide information on fill levels and emptying frequency: ensure data reporting requirements in relation to site cleaning and emptying are stipulated in your bring service contract or agreement. Consider doing your own spot checks on sites, in addition to relying on information from contractors.
Checklist

- Set up an appropriate data reporting schedule for monitoring site emptying frequencies and review on a regular basis – including after changes to other recycling services, such as kerbside provision. Ensure the frequency of servicing is still appropriate – although this may involve contract re-negotiation.

- Monitor fill rates for all materials at different sites and ensure that the most appropriate size of container is used. This may mean using different containers at different sites.

- If your service is contracted out, consider defining a servicing schedule or a performance standard that is appropriate for all your sites.

- Monitor the number and nature of calls received at call centres related to bring sites, to help inform your picture of bring site cleanliness and emptying schedules.

- If different parties are responsible for cleaning sites and emptying containers, ensure appropriate communication lines are in place to report issues.

- If it is difficult to maintain acceptable levels of cleanliness at a particular site, consider redesigning it to reduce issues. (See Site design fact sheet.)

- If a site has a regular problem with fly-tipping, consider taking appropriate enforcement action. See Littering and fly-tipping fact sheet.

4.12 Site design

Careful site design and layout can encourage use of bring banks, increase tonnage collected and reduce contamination, vandalism, graffiti and fly-tipping.

4.12.1 Issues to consider

Clear concise signage, carefully positioned information on containers and the co-location of banks for similar materials are all likely to improve performance. Other important issues are ensuring the site is well-lit and safe for the public and that there is sufficient space to access containers for emptying / servicing.

4.12.2 Design

- Sites should appear permanent and attractive to encourage use and discourage misuse.

- Sites should be safe, welcoming to use and well-lit (where possible) to ensure users are not discouraged.

- Design out potential for vandalism and fly-tipping by ensuring that sites are visible from a distance, not obscured by fencing or hedges and have sufficient lighting at night time. Once a site is vandalised or attracts fly-tipping, the more likely it will be prone to further incidents unless the site is adapted or proactively managed.

- Consider minimising gaps between or behind containers to reduce the risk of fly-tipping and littering. It can also be helpful to provide litter bins, as long as they are of a suitable size and emptied frequently.

Case Study: Luton Borough Council operates 48 bring sites. Kerbside collections of glass started in October 2008, resulting in a significant reduction in bring site glass tonnage. This led to a change in bring site management. Sites with frequent fly-tipping incidents were refurbished and since then there has been a reduction in littering and fly-tipping incidents.
4.12.3 Signage
Clear and concise signage and information should be displayed at all sites and there should be sufficient labelling of containers, to avoid confusion and encourage correct use.

- Have a clearly marked drop off point or parking area to make use as easy as possible.
- Try to make branding and instructions uniform at sites and across all sites. Avoid over-complicating, or confusing site users, with a wide array of branding e.g. council, contractor, reprocessors. For more guidance on branding, see the fact sheet on Communicating bring site recycling services.

4.12.4 Access

- When planning the site, consider the typical users, whether pedestrians and/ or users with vehicles. Gather knowledge of the area and potential footfall, and discuss site design options with the local community to understand local requirements and foster site ownership.
- Ensure that to get to containers, people do not need to cross private property, and that access to private property cannot be gained easily by climbing over containers.

4.12.5 Local impact

- Consider the impact of the site design on the local environment and area. For example, a site located on the side of a busy highway may create traffic issues if there is inadequate parking or space for collection vehicles.
- For sites close to residential areas, consider noise reduction measures such as signs stating that sites should only be used between certain hours (e.g. between 8am and 8pm) or lining glass containers with rubber.

4.12.6 Facilitating collections

- Consider the collection and maintenance schedule, including types of vehicles and frequency of emptying, and what access is required to service the containers.
- Consider how to prevent containers being moved illegally yet making sure they can be lifted for emptying. For wheeled bins, fix containers on hard standing with locks or bolts to prevent movement.
- Consider clearly marking/painting the ground at a site, especially on space constrained sites, to clearly indicate the area for containers and areas that should be kept clear for collection vehicle access. The use of bollards in larger sites could prevent/reduce recurrent siting of rogue banks.
Avoid awkward placement of containers on site that could inhibit accessibility to the site, particularly for large collection vehicles.

4.12.7 Container choice
- As well as the guidance on selecting containers provided in the separate fact sheet Selecting containers, there may be site-specific factors that can influence container choice and site design.
- How many banks for different materials can the site practically accommodate?
- If the site as currently configured cannot accommodate all the desired materials, could capacity be provided for these materials by changing the type/capacity of containers used?
- Be aware that the space requirements for collecting containers will vary: for example, a lorry mounted hiab crane may be required to empty a paper bank might require.
- If containers are regularly overflowing, consider whether more or larger containers are required, or whether the collection schedule should be changed.

This site has co-mingled bring banks and easy access for vehicles to service the different containers on site. Source: Cannock Chase Council

Analysis of tonnages of material collected at bring sites in England since 2006 shows that recyclables collected co-mingled have increased from ~7,500 tonnes to ~21,700 in 2010/11. This has often been to enable collections from bring sites to be included in kerbside collection rounds.

The Non-Waste Framework Directive and Environmental Permitting Regulations 2010: S1 – Storage of waste in secure containers provide information on the storage of recyclables prior to their transfer for further recovery or reprocessing. The Agency’s document gives guidance on what may be exempt from environmental permitting, this includes materials collected and stored separately. The storage of mixed wastes or co-mingled dry recyclables would need to be carried out under an Environmental Permit.

From January 2015, local authorities should also take steps to make sure that their arrangements comply with the requirements of the Waste (England and Wales) Regulations 2011 (as amended) and those of the revised Waste Framework Directive in relation to the separate collection of waste.

4.12.8 Frequently asked questions

*How can I quickly measure individual site performance to understand the impact of improved design?*

If information is unavailable for individual locations, consider establishing a monitoring schedule with the collection operator recording collection frequency and container volumes. You could then compare performance of a site before and after the site re-design and consider whether the changes made are worth replicating at other bring sites in your area

*Which elements of site design have the greatest impact on performance?*

It is difficult to break down which elements of site design, or re-design, have the greatest impacts. Signage, containers, surface, layout, and cleanliness all have an influence on performance so unless you change just one factor at a time, it will be difficult to gauge. If you are considering re-designing your site(s), consult local...
residents and your collection crews, who visit different sites, to gather their views and help identify improvements.

**Checklist**

- Provide sites on a hard surface to accommodate containers and collection vehicles.
- Ensure there is adequate capacity for the materials to be collected at each site. Decide on the number of containers required at the site based on the number of materials to be collected and expected usage/tonnes collected.
- Consider accessibility for servicing and cleaning, and for site users (i.e. distance from nearest parking).
- Consider methods to deter littering and fly-tipping — such as providing litter bins — and to prevent congestion — for instance, by painting “no parking” on the ground.
- Consider use of bollards in larger sites to prevent siting of rogue banks. fly-tip
- Make sure the containers chosen are suitable for the site.
- Provide clear and concise signage and consistent branding on containers.
- Sites should be well lit, visible from a distance and not obscured by fencing or hedges.
- Discuss site options with the local community to improve the design and to foster ownership.

### 4.13 Assessing site locations

Location is a vital factor in bring site performance. A good location should have high footfall, relative to the density of housing: in rural areas, this may mean a location with high “drive-past” rates, compared to other areas. A site should also have easy access and sufficient space for the number and types of containers to be provided (see separate Site design fact sheet).

There are two key reasons for assessing bring site locations:

- to optimise existing site provision, as part of a service review to identify the most appropriate sites to remove, retain or relocate; and
- to identify suitable new locations, as part of service expansion or relocation of existing sites.

To inform any decisions about site location, it is important to keep an up-to-date map of all sites, including which materials are collected at each site. Once such a map is produced, consider publishing it online so that the public can see what they can recycle, where. Or you could provide a link on your authority’s website to the RecycleNow bank locator¹¹.

### 4.13.1 Site selection criteria

Potential sites should be assessed against criteria that are appropriate both for your local authority area and the aims of the bring site recycling service. Relevant criteria may include:

- **population density**: there needs to be a sufficient population within the catchment area of an existing or proposed site to ensure it will be utilised and benefit the local area.
- **proximity to major routes**: sites should be close

¹¹ Help us ensure that the information on RecycleNow’s bank locator is up to date by keeping RecycleNow informed of any changes you make to your bring site network.
to major driving routes to ensure convenience and increase site utilisation.

- **site ownership:** though it may be easier to obtain permission to use land owned by the local authority, busier sites can be located on private land, for example in supermarket car parks. This may require you to draw up agreements with the landowner.

- **proximity to houses:** sites located close to houses can cause a nuisance and result in local objections and complaints. However, if well screened, these sites can be popular and offer the advantage of not requiring people to drive to use them.

- **proximity to existing bring sites:** new sites should complement the existing network and not adversely affect the performance of existing sites.

- **site accessibility:** access to a site should be as easy as possible, for users and for servicing vehicles, and risks to site users and employees are minimised.

- **site safety:** potential issues such as surface conditions, slopes/gradiente, obstructions (both at ground level and overhead), lighting, proximity of moving vehicles, space for safe parking/ drop off zone all need to be considered.

- **impact on local area:** would the location encourage fly-tipping or littering incidents occurring, for instance if the location is secluded? Consider the potential site design (see Site Design) to ensure the site will have limited visual impact and noise intrusion.

- **existing site performance and usage:** to assess the need and location for a new site, analyse the performance (such as tonnage performance data per site and material), capacity and servicing frequency at existing sites nearby to identify patterns in usage and anticipate future use of sites.

- **number and nature of complaints:** review complaints received for existing sites and assess whether these could be resolved or reduced by relocating the site.

- **cost of infrastructure required:** this includes containers, signage, litter bin provision (the size and number of which may be affected by the size of the location) surface, access and suitable lighting.

- **new developments or redevelopment projects:** is there potential/capacity to include a bring site in any new residential or commercial developments? If so, which stakeholders would you need to work with?

A supporting MS Excel Site Location Tool, which can be adapted to reflect your authority’s circumstances, is available to download to help you carry out an assessment of new or existing site locations.

### 4.13.2 Issues to consider

When reviewing the effectiveness of existing site locations, or evaluating the potential of new ones, it is important to:

- understand the required level of service provision across the entire local authority area, and identify gaps in provision. In particular, consider the need for bring site provision in high density housing areas that may not be suitable for kerbside dry recyclable collections;

- speak to colleagues in other departments (for instance housing, parks) or the waste disposal authority who may be able to provide insights on likelihood of use and help identify any local issues relevant to the proposed site;

- consider the potential for refurbishing existing sites before adding new sites: could an existing site be improved, rather than finding a location for a new site?

- consult with the community. This can generate suggestions for potential site locations and options for optimising or relocation of existing sites. It may also provide valuable feedback on how existing sites are used and any issues with them;

- ensure bring site provision is incorporated into planning applications for new retail parks or significant housing developments;
consider bring site provision in high density housing areas that may not be suitable for kerbside dry recyclable collections;

- review existing bring site performance regularly to measure trends and changes in use, so that requirements for new sites can be assessed.

**Case Study: East Riding of Yorkshire**

East Riding of Yorkshire Council has 145 bring sites, and offers a kerbside recycling service to all households. It is now planning on removing some sites and enhancing the remaining ones; however, following requests from the community it also is considering establishing new sites.

The Council uses a ‘bring site matrix’ with selection criteria for locating new sites. Requests are logged on a spreadsheet, listing site name, location, contact, nearest existing bring containers, proximity to households and number that could be serviced by a new site, surface quality and vehicle clearance dimensions. Potential sites are visited and assessed according to the criteria as shown below.

<table>
<thead>
<tr>
<th>Surface</th>
<th>Good</th>
<th>Good</th>
<th>Adequate</th>
<th>Basic</th>
<th>Limited</th>
<th>Not Viable</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gradient</td>
<td>Flat Surface</td>
<td>Flat but not consistently so</td>
<td>Steep Gradient</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Surface Type/Quality</td>
<td>Concrete/Tarmac - No Creeks</td>
<td>Concrete - same cracks</td>
<td>Grass</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Access</td>
<td>\</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vehicle Clearance</td>
<td>No width or height barriers</td>
<td>Limited opening</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>24 hrs / 7 days</td>
<td>\</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Infrastructure</td>
<td>Excellent Roads and Access</td>
<td>Relatively good roads</td>
<td>Acceptable Roads</td>
<td>Difficult access BUT possible</td>
<td>Poor access</td>
<td>Poor or no road access</td>
</tr>
<tr>
<td>Visibility and lighting</td>
<td>Well lit and clear</td>
<td>\</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Position</td>
<td>\</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Proximity to homes</td>
<td>100 Meters + from households</td>
<td>200 Meters + from households</td>
<td>100 m or less from households</td>
<td>50m or less from households</td>
<td>25m or less</td>
<td>5 m or less</td>
</tr>
<tr>
<td>Number of Houses Serviced</td>
<td>250 or more households</td>
<td>250 or less</td>
<td>100 or less</td>
<td>50 or less</td>
<td>25 or less</td>
<td>5 or less</td>
</tr>
<tr>
<td>Nearest Green Bank</td>
<td>10 Miles +</td>
<td>10 miles or less</td>
<td>5 miles or less</td>
<td>2 miles or less</td>
<td>1 mile or less</td>
<td>Very close</td>
</tr>
<tr>
<td>Cost</td>
<td>No Costs</td>
<td>High Costs</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Customer Contact</td>
<td>\</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Requests</td>
<td>\</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Site Ownership</td>
<td>East Riding Council</td>
<td>Parish/Town Council</td>
<td>Private - with consent</td>
<td>Private</td>
<td>Unknown</td>
<td></td>
</tr>
</tbody>
</table>

### 4.13.3 Frequently asked questions

**Does my authority need Planning Permission to establish a new bring site?**

Local authorities do not require planning permission to site banks on their land as they are deemed a permitted development under the Town and Country Planning (General Permitted Development) Order 1995. A Highways Authority may also allow banks to be located on a pathway such as a pavement.

Typically, bring banks located on private land such as supermarket car parks are unlikely to be deemed a 'material change of use' and therefore will not require planning consent from the planning authority. However, any third party planning on siting a bank should contact the planning authority to check whether planning permission is required.

**How can I ensure adequate bring site provision is included for new developments?**

Under Section 106 of the Town and Country Planning Act 1990, local planning authorities (LPA) can enter into a legally binding agreement, or ‘planning obligation’, with a landowner that makes the granting of planning permission conditional on certain factors being in place. Therefore, the LPA can introduce a planning obligation to include bring sites on all major developments. If this is not a requirement for new developments in your area, discuss with your planning department whether it could be included in the future.

**How do you measure footfall prior to selecting a site?**

There are various ways to measure footfall, depending on the site. You could carry out a survey in the area. If the proposed site is located in a private car park or at a community centre, the site owner may have existing data about visitor numbers. Other sources of information include speaking to the local community.
What are the advantages and disadvantages of locating sites on private land?

Advantages
Locating sites on private land can help increase bring bank usage: locations such as supermarkets, cinemas and leisure centre car parks typically have high visitor numbers. It may also encourage working with the landowner, particularly retailers, to promote recycling and other sustainability issues.

Disadvantages
- Maintaining a commitment/agreement from the landowner to continue to locate bring site containers can sometimes be difficult (see *Procuring New Contracts* fact sheet) particularly if the site experiences recurrent littering/fly-tipping/vandalism problems. This may lead to the landowner requesting bring site removal.
- Private sites may require additional cleaning and servicing.
- The landowner may need to be paid recycling credits.
- The space required for a bring site can discourage landowners’ consent particularly in private car parks where revenue is obtained from parking or where the number of customers to the establishment, for example public houses, could be overly restricted.
- If ‘rogue’ banks are placed next to authorised ones, it can discourage private landowners from allowing the service to continue.

How effective are re-use/recycling credits and what is their impact on bring recycling?
Bring sites located on private land and managed by community groups/parish councils may receive a reuse/recycling credit from the local authority in return. Payments can assist the group in managing the site which, in turn, can help reduce the day-to-day management requirement for the local authority. For some organisations, re-use/recycling credits are an incentive to promote a site actively, but it depends on the organisation receiving the credits. You may have some scope to influence how proactively they promote a site, perhaps through regular feedback on the site’s performance and prompt payment of recycling credits: this highlights that the more material collected for recycling, the more revenue they will receive. Assessing monthly tonnage performance and patterns, from when payments are introduced, is a useful way to measure site performance and the influence of recycling credits on recycling behaviour. Comparison to nearby sites (with or without community involvement) should also show any emerging trends.

How should we assess site performance?
The easiest and most consistent way to assess site performance is using tonnage data: how much material is collected at each site? If tonnage data per site are not available, you could carry out a visual inspection and request collection crews to record the tonnage per container/material on collection – see *Data recording/reporting* fact sheet. In assessing performance, it is also good practice to compare with other nearby sites.

How should we decide to remove sites, and if so, which?
Performance data is the starting point: poorly performing sites may not be worth keeping. However, you should also assess the locations of the nearest alternative sites, the catchment area and likelihood of bring site use and calculate any cost efficiencies of removing the site. You may want to enhance nearby sites to compensate for the removal of a site. It is also necessary to consider all the facilities available to communities, particularly in rural areas, where a bring site – even if low tonnage – might be the only recycling facility available locally.
Checklist

- Keep an up-to-date map of all sites, including which materials are collected for recycling.
- Monitor performance regularly – and conduct full reviews of bring provision annually or when you make changes to your recycling services.
- Assess costs per location, if possible: are some sites more expensive to operate than others? If so, why?
- Consider opportunities to refurbish existing sites to enhance performance before seeking additional sites.
- Ensure the locations of new sites do not adversely affect the performance of established sites nearby, and take action if this occurs.
- Use knowledge of the local authority area gained from colleagues in other relevant departments within your authority (street cleaning, housing, parks) or the waste disposal authority to inform decisions about site locations.
- Work with the planning department and/or developers to ensure that planning applications, for new retail or housing developments, take into account bring site provision. Consider opportunities to add new bring sites when public land is redeveloped.

4.14 Working with third parties

The nature of bring recycling services means that local authorities often work with a range of third parties to deliver these services, including:

- charities who supply and service containers, selling the materials collected as a means of raising funds, or as a fundamental part of their business;
- contractors, who deliver some or all bring services on behalf of the local authority;
- retailers, that allow bring banks to be located on their land – providing sites in areas of high footfall; and
- other private landowners, who may allow bring banks to be sited on their land so that the authority can provide good geographical coverage across the whole area.

Arrangements between local authorities and third parties can vary in relation to bring services and there are a range of issues to be considered to maximise the quality of service to residents and ensure good relations with the third parties.

Retail sites are often viewed as the optimum place for locating bring recycling sites – areas of high footfall, which customers visit on a regular basis

The benefits of working with third parties can include:
- increased coverage of the bring site network on land that is not owned by the local authority;
- improved service provision, complementing kerbside services or through a local authority's existing bring service provision, such as for the collection of additional materials like waste electrical and electronic equipment (WEEE), textiles, books etc;
- access to areas of high footfall such as supermarket car parks to encourage increased recycling;
- supporting local community groups and charities by enabling them to earn income from recycling; and
- raised awareness of recycling initiatives within the community.
4.14.1 Issues to consider

All third parties
General factors to consider when working with third parties include:

- clear definition of responsibilities – it is important to define responsibilities for maintaining, servicing and cleaning the site from the outset, as well as for the removal of fly-tipped material. If a particular container is adversely affecting site performance – for example, because it is not emptied often enough – this may deter other users, or lead to increased contamination;
- contracts – a formal agreement should set out which party is responsible for what and establish effective monitoring. However, some third parties may be reluctant to enter a formal contract, or the procurement process may prevent some organisations from tendering, due to the service requirements or their ability to meet pre-qualification or tender evaluation criteria;
- number of third parties involved – if there are too many organisations operating at one bring site, it can make it difficult to manage the site and can cause tension between different parties;
- communications, both between a third party and the local authority, and between different third parties – a lack of communication can result in poor site management and an inadequate servicing regime; and
- health and safety – all third parties operating sites on behalf of the authority (whether contracted or not) are required to have appropriate risk assessments and health and safety procedures in place.

Key organisations
There are further issues to consider when working with different types of third party organisation.

Charities
Charities involved with bring sites range from national charities through to local charities/community groups.

Involving charities can help the performance of bring sites, as residents feel that by using the site, they are helping raise funds for the charity. Particular issues to consider in relation to charities and their involvement with bring recycling include:

Working with charities may mean a greater range of material can be collected for recycling at bring sites

- the opportunity to offer an extended range of materials for re-use/recycling at bring sites. Charities may be interested in collecting items such as WEEE, textiles, CDs and DVDs which a local authority may not collect – whether because it would require the provision of specialist containers or the local authority has not sourced a suitable outlet for the items;
- payment of re-use/recycling credits – these may encourage, and make more viable, the involvement of charities. Any changes to the payment of recycling credits should be clearly communicated with charities a long time in advance, with consideration given to the financial impact on the charity and support/advice provided where appropriate. Changes to recycling credits can also have an impact on the quantity of materials collected at bring sites – if the charity no longer receives credits, they may choose to stop promoting a bring site;
- promotion – promoting a charity’s involvement with bring site/s, and by explaining to residents how the materials collected for recycling have helped the charity, local authorities can maintain the support for and performance of bring sites;
- quality – continual problems with the quality of material collected at bring sites may affect the income the charity receives – reducing the viability of providing the service. If this occurs, consider supporting the
charity with communication materials and practical advice on ways to improve the quality of material collected and with any other specific issues being experienced;

- rogue banks. These are banks that are placed on a site without authorisation. They can adversely affect the overall performance of the bring site and the value that authorised charities gain from their involvement with the service. For more details on dealing with rogue banks, see the Littering and fly-tipping fact sheet.

**Contractors**

Contractors can be responsible for a range of different services from the provision and servicing of containers for specific materials through to the complete management and operation of the bring site network. Always seek to appoint contractors via a formal procurement exercise, and consider formalising any existing informal agreements. For more information on procuring a service contract, see the fact sheets Role of contracts & procurement and Procuring new contracts.

**Retailers**

Supermarket or retail park car parks are good locations for bring banks because they usually generate high footfall. When working with retailers, issues to consider include:

- servicing – residents often associate problems with bring sites located at supermarkets with the specific supermarket. Poorly managed sites, with overflowing containers and littering, can affect the image of the supermarket, so recurring problems may result in requests from the supermarket to remove containers or the whole site. Therefore, it is important to ensure that the servicing regime and container capacity are sufficient for the needs of these sites. For further information, see the fact sheets Servicing regime and Site design;
- promoting recycling – consider whether there is an opportunity to benefit from any in-store recycling initiatives at the supermarket for materials that may be collected front-of-store, such as plastic bags, light bulbs, small WEEE. Promotion of in-store initiatives may also help increase the use of bring sites in the car park; and
- operations – Some retailers are now choosing to streamline the provision of recycling facilities across their stores. This includes standardising on the range of materials collected, adopting the same style of containers at all sites and common signage and branding. In some cases local authorities may continue to service the facilities on behalf of the retailer, in others they may be serviced by a contractor appointed by the retailer. In the latter situation, there will be no contract between the local authority and the service provider.
- data reporting – under the Waste and Emissions Trading Act 2003 (which was amended in 2011) the waste reported into WasteDataFlow (WDF) includes municipal waste – which is waste from households and similar waste – which is collected under arrangements made by a local authority. This is termed Local Authority Collected Municipal Waste (previously referred to, in the context of the landfill allowances trading scheme, as ‘municipal waste’). Local Authority Collected Municipal Waste is waste that is:
  - collected by or on behalf of the WCA or WDA – ‘collected’ includes activities such as transporting, sorting at the kerbside, providing skips, providing paper banks, accepting waste for recovery or disposal.

If the local authority is not undertaking the collection themselves, ‘on behalf’ of may include:

- formal and non-formal contracts, agreements or arrangements, and may involve private, public, community and voluntary sectors and may or may not involve money or payment.

For this reason, it is suggested that you review with your legal team whether you require some form of agreement with the retailer’s contractor in order to receive tonnage data and be eligible to claim this as recycled tonnage in WDF.

**Private landowners, Parish Councils etc**

Legally, the responsibility for bring sites on private land is with private landowners. The local authority can support the private landowner by servicing the site and and/or dealing with issues that arise as a result of the
Bring site recycling

service. If issues such as overflowing containers, littering and fly-tipping occur at sites and are not resolved, the private landowner may request the site be removed. This may have a wider impact on the area, in terms of reducing recycling facilities and fly-tipping of both recyclables and other materials. If a bring site is to be removed, a local authority may need to agree with the landowner to continue to visit the site on a regular basis to clear it of any litter.

4.14.2 Frequently asked questions

Who is responsible for clearing fly-tipping on a bring site operated by a third party?

This depends on the agreed arrangement between the local authority and third parties. A contract or formal agreement should determine responsibility for clearing fly-tipping and general site maintenance. In the absence of any such arrangement, the party that operates the site is responsible for clearing fly-tipping incidents and the landowner is not responsible.

If a retailer takes on the operation of a bring site, can a local authority report the recycling tonnage?

The local authority does not need to have physical control of operations at a bring site to include tonnages collected at a site when reporting overall recycling performance. However, it would need to have an agreement in place with the retailer regarding access to data and reporting. The retailer would have title to and receive the Packaging Recovery Notes (PRNs).

Check list

- Identify if there are any third parties in the local authority area who are willing to have a bring site on their land. Larger organisations, particularly retailers, may be willing to host or operate a bring site.
- Consider existing relationships with third parties – are there any conflicts of interest? For example, a number of textile recyclers or charities may be providing containers at the same bring site.
- Ensure that all third parties understand their responsibilities if operating a bring site or allowing the local authority to have a site on their land.
- Consider whether a contract/ or formal agreement is appropriate between your local authority and a third party, to ensure that a reliable standard of service can be provided.
- Consider the health and safety implications of including third party containers on a bring site – and ensure containers are suitable and safe to use and service. See the fact sheet Health and safety for more information.
- To encourage third party involvement in the bring service, consider payment of re-use and/or recycling credits to organisations that meet your criteria.