



Recycling Technical Assistance Project # 572

City of Philadelphia, Philadelphia County

Solid Waste Servicing Analysis

*Sponsored by the Pennsylvania Department of Environmental Protection
through the Pennsylvania State Association of Township Supervisors*

FINAL REPORT

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RECYCLING TECHNICAL ASSISTANCE PROJECT #572

CITY OF PHILADELPHIA, PHILADELPHIA COUNTY

SOLID WASTE SERVICING ANALYSIS

1. STATEMENT OF THE PROBLEM

The City of Philadelphia (the City) and the Philadelphia School District (PSD) have sought technical assistance to more closely examine the PSD’s solid waste collection service levels. Because recycling can proportionately decrease the amount of garbage generated, the City and District wish to determine whether reductions in garbage service levels can offset the associated costs of adding recycling service. A “right-sized” solid waste program may be able to offset much of the cost of an integrated recycling program. An analysis of the District’s waste collection service levels has been requested to identify options that allow for introduction of recycling, and more cost-effective solid waste collection services. Our observations and analysis are compiled in this report for submission to DEP.

2. SUMMARY OF WORK COMPLETED

2.1 TASK 1: PROJECT KICK-OFF

MSW Consultants met with City and District staff to discuss the project scope, the schedule and logistics of the site visits, and the transfer of relevant documentation, which included the current collection contract, hauler reporting methodologies, service container inventory and other relevant information. MSW Consultants and the District also selected schools for inclusion in the field data collection.

The following schools in Table 2-1 were selected for this task:

Table 2-1 Schools Observed

School	Address	Type	Approx. Enrollment
Cook-Wissahickon	531 Righter Street	Elementary	400
AMY Northwest (former Levering School)	6000 Ridge Ave.	Elementary	200
Roxborough	6498 Ridge Avenue	High School	600
W.B. Saul	7100 Henry Avenue	High School	500
Thomas Mifflin	3624 Conrad Street	Elementary	300

2.2 TASK 2: SITE VISITS AND DATA COLLECTION

In order to make recommendations regarding the general adequacy of trash or recycling service levels, MSW Consultants visited the five (5) schools selected for this project. For one week, on a daily basis, each school was visited and information was collected on the number and size of trash and recycling containers, container fullness, and collection frequency.

Waste Container Observations

During the week of February 2nd through February 6th, 2015, the five schools were observed during mid-morning hours, between 8 am and 11 am, when the facilities were open. At each of the observed schools, MSW Consultants recorded the number of trash containers and the percent fullness of each container, with a particular focus on scheduled collection days. The average fullness of these containers prior to collection is summarized in Table 2-2:

Table 2-2 Container Fullness Summary

School Name	Container(s)	Level of Service	Total Weekly Collection Yardage	Average Fullness of Container(s) on Scheduled Collection Days	Actual Observed Generation Yardage for the week
Saul HS	(2) 8-yard	3x per week	48	62%	30
Roxborough HS	(1) 8-yard	4x per week	32	68%	22
Levering	(1) 8-yard	3x per week	24	97%	23
Cook-Wiss	(1) 8-yard	3x per week	24	73%	18
Mifflin	(6) ½-yd totes	Daily	15	100%	15
Total Yardage			143	-	108
Weighted Average Fullness				76%	

The following commentary is offered to supplement Table 2-2:

- Three of the observed schools were filled to less than 75 percent capacity on average.
- Two of the schools (Levering and Cook-Wissahickon) received only twice per week collection when the service level was listed as 3x/week collection
- Observations suggest that the schools, in aggregate, had 20 to 25 percent more disposal container capacity than they needed.¹

A table showing individual days of observation at each school, along with daily percent fullness data can be found in Appendix A of this report.

2.3 TASK 3: DATA ANALYSIS AND REPORT

A focus of the data analysis and report was to use the on-site observations from the school visits in order to better inform an analysis of the adequacy of the District's trash and recycling collection service levels. MSW Consultants has reviewed past refuse collection invoicing records (under the existing contract from a previous waste composition study performed by the District), the PSD service container list, and the current waste hauling collection contract with Republic Services (Republic), to gain insight into the appropriateness of the refuse service level, and the potential to implement recycling.

¹ It should be noted that some excess capacity is warranted to allow for occasional peak generation. However, it is believed that most schools would be able to manage their waste disposal patterns to capitalize on smaller waste container capacity.

Audit of Invoices at Observed Schools

During the kick-off meeting, MSW Consultants requested any available waste hauling invoices for each of the observed schools under the existing contract. In general, invoicing from the last six months of 2014 were available for review. MSW Consultants performed an audit of these invoices in order to confirm that the number of containers and number of pick-ups for the past six months have been correctly billed. For each of the schools, MSW Consultants referenced the price schedule provided in the Republic waste hauling contract. Charges were based on the container size and number, and the number of collections per week. Our findings are summarized in Table 2-3 below.

Table 2-3 Observed Schools Invoice Audit*

School Name	Actual Charge		Corrected Charge**		Over (Under) Charge Pct.
	Amount	Contracted Service Level	Amount	Observed Service Level	
Saul HS	\$831.36	3x/wk 8-yd (2)	\$554.24	2x/wk 8-yd (2)	+50%
Roxborough HS	\$554.24	4x/wk 8-yd	\$415.68	3x/wk 8-yd	+33%
Levering/Amy	\$415.68	3x/wk 8-yd	\$415.68	3x/wk 8-yd	0%
Cook-Wiss.	\$415.68	3x/wk 8-yd	\$415.68	3x/wk 8-yd	0%
Total	\$2,216.96		\$1,801.28		+23%

*Note: The Mifflin School (not included above) is not shown as being serviced under the current contract.

**Adjusted based on the appropriate container for the generation observed during the week.

Generally, the schools were billed correctly for the actual waste containers that were present at each school. At Saul High School and Roxborough High School, however, the observed accumulated waste yardage was well under the capacity of the respective containers. This observed under-utilization, if it persisted from month to month, would amount to a 50% overcharge at Saul High School, and a 33% overcharge at Roxborough High School, when correcting for service level frequency - one day per week.

Furthermore, containers at Levering/Amy Northwest and Cook-Wissahickon Schools appeared to have been serviced only twice instead of three times during the observation week, which may have artificially increased the container usage. We therefore believe that a reasonable estimate for the potential level of “over” service, is 23% as shown in the table. At a minimum, this suggests that a right-sizing effort would likely decrease the cost of waste disposal.²

Introduction of Right-Sizing Trash Containers, and a Recycling Program to reduce Waste Hauling Costs

In 2014, a Waste Characterization Study was performed by the PSD. The study focused on elementary, middle, and high schools from the district, characterizing the waste streams from three

² With only five schools serving as the sample size, insufficient data exist to make a more precise conclusion about the available cost savings.

schools in each category. Table 2-4 below shows that 36% of school wastes were found to be divertible in a single-stream recycling program as shown.

Table 2-4 PSD Single-Stream Recyclables Summary

School Type	Percent of Overall Waste as Single-Stream Recyclables	Percent of Overall Waste as Milk Cartons	Percent of Single Stream Recyclables Represented by Milk Cartons
Elementary	33%	24%	74%
Middle	43%	19%	45%
High	31%	12%	40%
Average	36%	18%	53%

MSW Consultants also broke out the percentage of the waste stream represented only by milk cartons to show their contribution to the potential single stream recycling rate. As can be seen in the table, the milk cartons on average constitute over 50% of the weight of single stream recyclables. From conversations with PSD representatives, the cartons were reportedly emptied prior to weighing. The incidence of milk cartons in Philadelphia schools is much higher than for another large school system in Maryland that has been analyzed by MSW Consultants. However, the data have been used without adjustment for this analysis.

Using the percent single stream average (and potential waste reduction) percentage shown above, along with the *actual observed* waste generated at the observed schools from this analysis, the potential reduction of waste is shown in Table 2-5 below.

Table 2-5 Potential Waste Reduction at Observed Schools

School Name	Actual Observed Generation Yardage for the week	Single-stream recyclable content from Waste Characterization Study	Revised Weekly Waste Generation Yardage subtracting single-stream materials	Potential Weekly Recycling Yardage with single-stream materials
Saul High School	30	31%	21	9
Roxborough High School	22	31%	15	7
Levering/Amy Northwest	23	33%	15	8
Cook-Wissahickon	18	33%	12	6
Mifflin School	15	33%	10	5

Using trash and recycling pricing schedules provided in the Republic waste hauling contract, MSW Consultants calculated the potential savings at each of the observed schools if the anticipated recycling program achieves its potential by recycling the same percentage of single-stream materials shown in Table 2-4. The results are summarized in Table 2-6 below.

Table 2-6 Right-Sizing Scenario with Anticipated Recycling Costs at Observed Schools**

School Name	Existing Scenario		Recycling Scenario				
	Existing Trash Service Level	Monthly Cost (Refuse)	Revised Trash Service Level	Monthly Cost (Refuse)	Added Recycling Service Level	Monthly Cost (Recycling)	Monthly Total (Recycling & Refuse)
Saul HS	3x/wk 8-yd (2)	\$831.36	2x/wk 6-yd (2)	\$519.60	2x/wk 8-yd	\$207.84	\$727.44
Roxborough HS	4x/wk 8-yd	\$554.24	3x/wk 6-yd	\$389.70	1x/wk 8-yd	\$103.92	\$493.62
Levering/Amy	3x/wk 8-yd	\$415.68	2x/wk 8-yd	\$277.12	1x/wk 8-yd	\$103.92	\$381.04
Cook-Wiss.	3x/wk 8-yd	\$415.68	2x/wk 8-yd	\$277.12	1x/wk 8-yd	\$103.92	\$381.04
Mifflin School	5x/wk ½-yd (6)	\$1,050.00	5x/wk ½-yd (4)	\$700.00	1x/wk 8-yd	\$103.92	\$803.92
Total		\$3,266.96		\$2,163.54		\$623.52	\$2,787.06

*Note 1: The Mifflin School numbers were calculated from Republic's basic service sheet.

**Note 2: An 8-yard container is the minimum container size provided by Republic for recycling.

For the observed schools in this analysis, implementation of a right-sized trash container installation as a first step, along with the recycling program as a second step, may together reduce waste handling costs by about 15%. While the level of cost reduction at the observed schools may not extend across all schools in the District, at a minimum the disposal cost savings will help to offset some of the costs of implementing a recycling program.

In Table 2-3, MSW Consultants calculated that right-sizing service levels at the five schools observed for this analysis could result in as much as an approximate 23% cost savings on refuse collection. Cost savings attributable to right-sizing could therefore be expected to offset costs of a new recycling program. Using Republic's container sizing and pricing data for all of the schools in the District, MSW Consultants calculated the existing container costs at each school and the effect three different single stream recycling scenarios would have on the weekly trash generation rate and costs. A more conservative right-sizing percentage of 11% was used as an example, and was only applied to the annual trash collection cost, not the recycling collection cost. The results of these efforts are shown in Table 2-7:

Table 2-7 Trash and Recycling Rate Program Costs

	Existing (Trash Only)	20% Recycling Rate	30% Recycling Rate	36% Recycling Rate
Annual Trash Collection Cost	\$1,677,002	\$1,606,192	\$1,455,082	\$1,157,007
Annual Recycling Collection Cost	\$0.00	\$372,865	\$438,957	\$618,532
Total with New Recycling and Commensurate Reduction in Disposal No Right-Sizing	\$1,677,002	\$1,979,057	\$1,894,039	\$1,775,539
Total with New Recycling, Commensurate Reduction in Disposal and Right-Sizing	\$1,492,532	\$1,802,476	\$1,733,980	\$1,648,268

Table 2-7 suggests the following conclusions:

- Adding recycling collection will increase the overall collection cost borne by the schools.
- However, if refuse collection services are right-sized, the cost savings should significantly offset the cost of the new recycling collection.

3. POSSIBLE SOLUTIONS

The goal of this analysis has been to attempt to determine whether reductions in garbage service levels can offset the associated costs of adding recycling service.

Possible cost savings have been identified in the following areas:

- **Waste container “right-sizing” and invoice review:** While this analysis conducted an informal review of container fullness and invoicing for five schools in the District, potential opportunities for savings were identified such that an expanded, District-wide right-sizing assessment appears to be warranted.
- **In depth review of waste hauling contract for potential savings:** Our review of the waste hauling contract identified numerous areas where additional savings could be achieved. For example, the contract indicates that rebates for paper, plastics and cardboard would be available upon implementation of the recycling program. For more information from the contract review, please refer to Appendix B.

4. RECOMMENDATIONS

After completing this Technical Assistance Project, MSW Consultants has identified three areas where cost saving measures could be applied to the District’s waste collection operation:

1. A systematic, school-by-school Review of Service Levels should be conducted to more appropriately right-size containers and collection frequencies that are in line with actual refuse generation rates. Additionally, it should be noted that MSW Consultants recommends that schools with multiple containers be evaluated for opportunities to centralize waste collection locations in order to eliminate containers and further reduce cost.
2. It is recommended that at least three months of operation at recommended right-sizing levels be implemented prior to initiating the recycling program. Schools identified with the highest cost savings should have a higher priority in rolling out a recycling program.
3. A review of data from the District’s Waste Characterization Study in 2014 revealed what appears to be an inordinately high percentage of milk cartons in the waste stream, based upon our past experience with similar school studies. MSW Consultants therefore recommends a more comprehensive, representative audit of the District’s waste and recycling streams to validate single stream recycling and waste reduction opportunities.

APPENDIX A
OBSERVATION OF TRASH CONTAINER
FULLNESS

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Philadelphia School District
 Observation of Trash Container Fullness
 February 2nd to February 6th, 2015

School	Qty	Size (Yd)	Collection Frequency	Collection Days (X)					Notes
				M	T	W	R	F	
Saul High School	2	8	3	X		X		X	Monday and Friday collections occurred just before fullness observation. Wednesday observation made before collection. *Megan Garner Observed
Container 1 Observed % Fullness				75*	35	85	50	85	
Container 2 Observed % Fullness				50*	35	40	20	40	
Roxborough High School	1	8	4		X	X	X	X	Overflowing container on Tuesday.
Observed % Fullness				90	125	30	75	40	Collection service decreased from 5x per week to 4x per week on 11/24/14.
Levering/Amy NW Elementary	1	8	3	X		X		X	Many bags out of container and staged on ground on Monday, Tuesday, Thursday, and Friday. Possible missed pickup Monday.
Observed Fullness				110	125	50	110	130	
Cook-Wissahickon	1	8	3	X		X		X	Overflowing container on Monday and Tuesday. Possible missed pickup Monday. Collection service decreased from 5x per week to 3x per week on 11/19/14
Observed % Fullness				110	120	60	0	50	
Mifflin Elementary				X	X	X	X	X	Container account reportedly closed on 12/1/13 (?). Daily pickup of 6 trash totes (95-gal)
Observed % Fullness				No Data	No Data	100	100	100	

APPENDIX B
WASTE HAULING CONTRACT REVIEW

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Waste Hauling Contract Review

MSW Consultants reviewed the three-year waste hauling contract between the PSD and Republic Services of Pennsylvania, LLC (Republic) which was authorized on November 1, 2013. Based upon this review the following items of interest were noted:

Term – Nov. 1, 2013 – June 30, 2016

Extensions – option for two additional periods of one year each, to end June 30 of following calendar year. The School District is to give notice no later than “May 1 of the calendar year in which the Term of the Contract is then scheduled to expire.” (*pp. 3-4 of PDF doc.*). MSW notes that the contract expires June 30, so May 1 represents too short of a time frame to give notice and should be moved back.

Contract authorized by Resolution A-11. (Says it is in Exhibit “D” for reference only) “The School District has no power to contract for the Work outside the scope of the resolution.” (*p. 1 of PDF doc.*)

Compensation – not to exceed \$7,390,885.00 (*p. 2 of PDF doc.*)

Contract Notes

- The contract states that all service invoices must include an itemization of charges and a detailed description of work performed. Republic has provided standard monthly pricing for 2, 3, 4, 6, and 8 yard containers by number of containers and pick-ups per week. There are also per pick-up charges listed for extra pick-up of containers. Descriptions noted on the invoices include container quantity and type (e.g. Front Load 8-yard), and “Basic Service”, which is assumed to reference a specific service level and cost. There is no notation regarding generation weight.
- During the Oral Presentation question and answer period (“Exhibit A-1” of the contract documents) Republic stated that periodic communication between PSD staff and Republic will be made to adjust monthly pricing, collection frequency, and container size as determined by PSD personnel. Republic will also communicate to PSD any locations that are underutilized. MSW Consultants is awaiting confirmation if these communications have been taking place.

As recycling services will be implemented later this year, MSW Consultants notes that the following items mentioned in the contract documents should be followed up within the year:

- Republic has indicated that on a quarterly basis, data will be collected to conduct a baseline evaluation of "right sizing" recycling and trash container sizes, and recommendations will be provided.
- Republic will establish a yearly fund of \$2,500.00 for recycling contests to encourage schools to reach diversion rates that PSD sets or the funds can be set aside as a scholarship fund.
- Republic will rebate (based on market pricing) compactor loads that consist of cardboard, paper and plastics.

Regarding data points and reporting matrices, Republic stated that they will collect routing data daily to ensure PSD locations will be serviced as scheduled. Monthly reports will record trash and recycle yardage and compactor weights.

Appendix B
Philadelphia School District
Waste Hauling Contract Review

- *“Invoices.* The Contractor shall submit timely invoices to the School District Responsible Official named in Section 7 below and, unless the Parties have agreed to a different schedule as set forth in Exhibit "A" or Exhibit "B" hereto, the Contractor shall submit not more than *one invoice per month.* The Contractor shall submit its final invoice not later than ten (10) business days after the last day of the Term. The Contractor shall submit invoices in accordance with Section 3 of the Standard Terms and Conditions. All invoices shall include an itemization of charges and, at a minimum, a detailed description of the Work performed. The School District shall have no obligation to make any payment to the Contractor before receipt of an invoice that conforms to the requirements of this Contract.” (p. 2 of PDF doc.)

Order of Precedence – In the event of conflict between any Exhibit and another Exhibit, or this Agreement for Services, the following order of precedence shall apply: first, this Agreement for Services; second, Exhibit "C"; third, Exhibit "A-1 "; fourth, Exhibit "A-2"; fifth, Exhibit "A-3"; and sixth, Exhibit "B". (p. 3 of PDF doc.)

Increases in compensation – Beginning the year that starts July 1, 2015, an annual CPI increase is allowed. (pp. 6-7 of PDF doc.)

Commingling waste and recycling. **Two conflicting details (bold text) were noted:**

1. *“Commingling with Outside Collections.* The RFP, Exhibit "A-2" below, makes clear that in its Recycling program, the Contractor **shall comingle** solid waste or recycled material collected from School District properties with any collections from outside.” (p. 7 of PDF doc.) *This is in Exhibit “A-1” The Contractor’s Statement of Work.*
2. Page 10 of RFP (p. 41 of the pdf document): **“The Contractor shall not be permitted to commingle** solid waste or recyclable collected from the School Districts properties with any collections from outside.”

In Republic’s responses to additional questions for bidders at the Oral Presentations (in Exhibit “A-1”):

- (In response to question #6 on school breakfast and lunch waste) “Cafeteria waste accounts for 45-56% of the daily waste stream. Recycling efforts in the kitchen can dramatically reduce this stream. Purchasing plays a major role in reducing the amount of waste by selecting packaging that can be rinsed and disposed of in a single stream recycling container. Composting is another Initiative that can eliminate wet waste and further landfill waste.” (p. 11 of PDF doc.)
- (In response to #7, “What differences (if any) would there be in pricing, if the School District allows your firm to mix trash Items with other refuse?”) “Republic Services pricing takes into account that PSD trash will be integrated into our routing system. This method provides the most effective cost solution to PSD and Republic Services. Initially Republic Services would dedicate routes specifically to PSD contract and evaluate incorporation into the current routing model (where feasible) after 90 to 120 days.” (p. 12 of PDF doc.)
- (In response to #10 on effect on monthly pricing if there is a dramatic change in collection frequency) “Republic Services will work with the School District to adjust frequency and container size as determined by PSD personnel. Monthly pricing will adjust in accordance of the pricing schedule. Republic Services will also communicate to PSD any locations that are

Appendix B
Philadelphia School District
Waste Hauling Contract Review

underutilized.” (p. 12 of PDF doc.). MSW Consultants recommends that such activity be undertaken, if not already completed.

- (In response to #14 on how they would provide recycling services) “If awarded the PSD contract, Republic Services will perform a site visit at each location and recommend a container size and frequency that fits into confines of each location. Recycling service will be performed by Republic Services.” (p. 13 of PDF doc.). MSW notes that the submitted pricing schedule for recycling only includes 8-yard containers, which may be over-sized at some schools.
- (In response to #15 on how they would measure the trash and recycling) “Republic Services will dedicate trash and recycling routes for the first quarter and provide monthly yardage reports for both trash and recycling streams. After the 1st completed quarter, Republic will integrate the district into or (sic) routing system. This data will be used as a baseline for future reduction measurement. Additionally, all compactor weights will be provided on a quarter or monthly basis if necessary.” (p. 13 of PDF doc.)
- (In response to #17 on contamination of recycling) “Contaminated loads will be identified in two manners; (1) gross contamination visible to the driver will be reported via photographic reporting and (2) as identified by our recycling facility. The acceptable contamination is 6%, however realizing PSD is In the Infancy of developing a sustainable recycling program a threshold of 15% will be acceptable.” (p. 13 of PDF doc.)
- (In response to #19 on developing, measuring, benchmarking and improving recycling) “A base line will be evaluated in the first quarter of the contract. Republic will make recommendations to "right size" balanced recycling and trash container sizes. The data will be provided on a quarter basis with recommendations.

MSW Consultants notes that a baseline evaluation should be completed prior to the first quarter of implementation of the recycling program.

- “Republic will also establish a yearly fund of \$2500.00 for Recycling contests to encourage schools to reach diversion rates that PSD sets or the funds can be set aside as a scholarship fund.” (p. 14 of PDF doc.)
- (In response to #22 on recycling revenue) “Republic will rebate compactor loads that consist of cardboard, paper and plastics.” (p. 14 of PDF doc.)
- (In response to #23 on suggestions for future cost savings) “Republic Services will work with PSD to integrate right sizing and diversion effort over the life of the contract.” (p. 14 of PDF doc.)
- (In response to #24 on data points and reporting matrix) “Republic Services collects routing data daily to ensure PSD locations are serviced as scheduled. Monthly reporting will record trash and recycle yardage and compactor weights.” (pp. 14-15 of PDF doc.)

Schedule “A-1” to Exhibit “A-1”, Contractor’s Unit Prices

(pp. 19-20 of PDF doc.)

Appendix B
Philadelphia School District
Waste Hauling Contract Review

It looks like there is standard monthly pricing for 8 yd. containers by number of containers and pick-ups per week. *Are these checked to be sure that the number of containers and number of pick-ups are correct?* There are also per pick-up charges listed for extra pick-up of 2 yd. and 8 yd. containers.

The price list has a price per haul for compactors and 30 yd. and 40 yd. roll offs. It says “plus disposal”.

There is a chart of monthly charges for 8-yd. recycling containers, based on number of containers, number of pick-ups per week and number of schools.

(p. 21 of PDF doc.)

Then on this page is a revised monthly pricing sheet for FY 14. It is a standard chart of size of container, numbers of containers and frequency of pick-up. It covers 2, 3, 4, 6 and 8 yd. containers; extra pick-up charges for 2, 4, 6 and 8 yd. containers; 12, 15, 20, 30 and 40 yd. roll offs; and haul, disposal and rental of compactors (doesn't show size – are they all one size?). They also included a curbside service price.