

# **PAY-AS-YOU THROW WASTE COLLECTION AND RECYCLING PROGRAM IMPLEMENTATION**

## **FINAL REPORT**

**Prepared for:**

**BOROUGH OF PARKESBURG  
CHESTER COUNTY, PENNSYLVANIA**

**RECYCLING TECHNICAL ASSISTANCE STUDY**



**Prepared by:**

**GANNETT FLEMING, INC.**



**HARRISBURG, PENNSYLVANIA**

**January 2007**

**PAY-AS-YOU THROW WASTE COLLECTION  
AND RECYCLING PROGRAM IMPLEMENTATION**

**FINAL REPORT**

**BOROUGH OF PARKESBURG  
RECYCLING TECHNICAL ASSISTANCE STUDY**

**TABLE OF CONTENTS**

		<u>Page</u>
1.0	INTRODUCTION.....	2
2.0	BACKGROUND.....	2
3.0	EXISTING WASTE COLLECTION SYSTEM.....	2
4.0	EXISTING RECYCLING PROGRAM.....	3
4.1	Drop-off Recycling.....	3
4.2	Yard Waste.....	3
5.0	PAYT PROGRAM TYPES.....	4
6.0	PAYT MUNICIPAL CASE STUDIES (PENNSYLVANIA).....	4
7.0	PAYT ALTERNATIVES FOR PARKESBURG BOROUGH.....	5
7.1	Alternative 1 – True PAYT Bag Program.....	6
7.2	Alternative 2 – Hybrid PAYT Bag Program (one bag per week).....	7
7.3	Alternative 3 – Contracting with a Single Hauler to Provide PAYT Waste Collection ... and Recycling Services in the Borough.....	8
7.4	PAYT Alternatives – Diversion Impact and Revenue.....	9
8.0	BULKY ITEM INTEGRATION INTO THE PAYT PROGRAM.....	10
9.0	PAYT CONSEQUENCES & IMPLEMENTATION STEPS.....	11
9.1	Unintended Consequences from Implementing PAYT.....	11
9.2	PAYT Implementation Steps.....	12
10.0	CONCLUSIONS AND RECOMMENDATIONS.....	14
10.1	Recommendations.....	15

**APPENDICES**

**Appendix A** – List of Pennsylvania Municipal PAYT Programs

**Appendix B** – Pennsylvania Municipal PAYT Program Case Studies

**Appendix C** – Sample Agreement between Municipality and Local Bag Distributor  
Example PAYT Bag Bid Document  
PAYT Bag and Sticker Manufacturers

**Appendix D** – PAYT Bag Fee Calculator

**Appendix E** – PAYT Advantages and Disadvantages Table

## **PAY-AS-YOU THROW WASTE COLLECTION AND RECYCLING PROGRAM IMPLEMENTATION**

### **EXECUTIVE SUMMARY**

#### **BOROUGH OF PARKESBURG RECYCLING TECHNICAL ASSISTANCE STUDY**

The Borough of Parkesburg can increase the amount of waste diverted from the Lanchester Landfill by implementing a Pay-As-You-Throw (PAYT) waste collection and recycling system. Implementing a PAYT waste collection system will also improve the Borough's ability to manage some of the costs associated with the waste system. Residents using a PAYT system will have an increased awareness of the importance of recycling and will be encouraged to recycle because it can save them money. Of the alternatives reviewed, a True PAYT program, where residents are required to purchase each bag used for curbside set-out of waste is believed to create the greatest financial incentive to divert materials to recycling.

Based on our preliminary analysis, a True PAYT program has the potential to increase the Borough's curbside residential recycling rate by 8-12 percent. If the Borough reaches a 10 percent increased diversion rate, this will result in an additional diversion of 140 tons of recyclables from the Borough's residential waste stream. This equates to about \$7,700 in additional savings from avoided disposal costs. The Borough can also receive revenues for recyclables through sale of the material and through Section 904 Performance Grants. Regardless of what recycling program is in place, it is recommended the Borough expand the list of acceptable materials to include newspaper and other mixed paper and to join the Chester County Processing and Marketing Agreement to maximize recyclables revenues. Maximizing the percentage of additional diversion will require planned implementation and ongoing enforcement and education. The PAYT program should be designed to be convenient for residents.

Some of the key recommendations for the Borough are summarized as follows

It is recommended the Borough:

- Review the information in this report and follow the steps provided to implement PAYT Alternative 1 – True PAYT Bag program.
- Complete a thorough analysis of current program costs so that a per-bag rate for the PAYT program can be accurately calculated. This will play an important role in ensuring the Borough will generate enough revenues to offset waste collection system costs, while maintaining a fair annual collection service fee for households.
- Offer convenient disposal of bulky items by residents in the PAYT program to minimize illegal dumping (refer to Section 8.0).
- Invest in an educational campaign to encourage buy-in from residents on the PAYT program.
- Join the Chester County recyclables Processing and Marking agreement, unless another more feasible arrangement is made for sale of the Borough's recyclables.
- Increase the current per household fee to a level that offsets costs associated with administrating and operating a comprehensive public waste collection program if the Borough validates the \$165 per household per year is set too low.
- Follow up with other municipalities with PAYT programs.
- Ensure residents have adequate recyclable containers with capacity to conveniently recycle. Recycling containers are eligible for Act 101, Section 902 Recycling Grants.

# **PAY-AS-YOU THROW WASTE COLLECTION AND RECYCLING PROGRAM IMPLEMENTATION**

## **FINAL REPORT**

### **BOROUGH OF PARKESBURG RECYCLING TECHNICAL ASSISTANCE STUDY**

#### **1.0 INTRODUCTION**

The Borough of Parkesburg (Borough) has requested Technical Assistance to evaluate the feasibility of implementing a Pay-As-You-Throw (PAYT) waste and recycling collection system. The Technical Assistance is provided through a program involving a partnership with the Solid Waste Authority of North America (SWANA), the Pennsylvania State Association of Township Supervisors, and the Pennsylvania Department of Environmental Protection (PADEP). The Borough received \$7,500 through the Technical Assistance program for services provided by Gannett Fleming, Inc. (GF) to complete this PAYT study.

#### **2.0 BACKGROUND**

The Borough of Parkesburg is located in Chester County, Pennsylvania. Although the Borough has had some success with residential recycling efforts, the Borough wishes to increase the residential recycling rate. Properly structured PAYT programs have been proven to significantly increase recycling participation and have resulted in high waste diversion rates for some municipalities in the Commonwealth and in other states. The Borough is interested in evaluating PAYT recycling program alternatives that use plastic bags for trash collection. It is noted that some PAYT programs do not use bags. PAYT programs may use hard containers that are either weighed by the collection vehicle to determine customer cost, or are priced based on the size of the container (e.g. 32 gal., 64 gal., 96 gal.)

In PAYT programs, residents are charged for the collection of trash based on the amount they throw away. It can be a more equitable rate structure for households, as PAYT programs create a direct economic incentive to recycle more and to generate less waste. Because the Borough's Street Department provides the curbside waste and recycling services to residents, a PAYT program that results in increased waste diversion (to recycling) can increase the "avoided cost of disposal". The avoided cost results from reducing the tip fees the Borough pays to the disposal facility for every ton of waste that is diverted to recycling. Reducing tip fees puts the Borough in a better position to continue to provide comprehensive waste and recycling services at a competitive cost. Cost effective waste management can result in a lower quarterly residential bill for curbside trash and recycling services.

#### **3.0 EXISTING WASTE COLLECTION SYSTEM**

The Borough's Street Department provides weekly trash collection services. Residents pay \$55 per quarter or \$220 per year. The Borough provides weekly collection services on different days

in two sections or wards. Trash is collected on Thursdays in the South side and on Fridays in the North side.

Bulky item pick-up days are scheduled once a year in the fall for items too large to dispose with regular trash. Residents may also call the Borough Hall for pick-up of most bulky items throughout the year free of charge. A fee of \$30 is charged for any items containing refrigerant (refrigerators, air conditioners, etc.).

#### 4.0 EXISTING RECYCLING PROGRAM

The Borough is mandated to recycle by the Municipal Waste Planning, Recycling and Waste Reduction Act of 1988 (Act 101). The Borough recycles:

- Glass
- Aluminum
- Steel and bi-metal cans
- Plastic

Recyclables are collected at the curbside every Tuesday.

#### 4.1 Drop-off Recycling

Residents drop off paper and cardboard at the trailer parked in the Borough Hall lot.

#### 4.2 Yard Waste

Yard waste, including grass clippings, is picked up on Mondays during the spring, summer and fall. Sticks and branches must be bundled into 3-foot sections. In the fall season, leaves are collected using the Borough's vacuum leaf collection truck.

The Borough's Yard Waste program is subject to meeting Act 101 Compliance for curbside leaf waste collection. Under Act 101, "**Leaf waste**" is defined as **leaves, garden residue, shrubbery and tree trimmings**, and similar material, but not including grass clippings. The practice of a landfill or resource recovery facility (incinerator) accepting "truckloads composed primarily of leaf waste" is a violation of Act 101, Section 1502(a). As required by Act 101 and PADEP, collection of leaf waste including brush in mandated municipalities must be conducted (at a minimum) as follows:

##### **Curbside collection of leaves and garden residue, shrubbery, tree trimmings, and similar material (i.e. brush)**

- At a minimum, leaves must be collected seasonally, at least twice per year
- Garden residue, shrubbery, tree trimmings (or "brush"), and similar material must be collected separately at least twice per year (once in spring/once in fall).

## 5.0 PAYT PROGRAM TYPES

As seen in the municipalities surveyed during this study, PAYT programs vary considerably from one program to the next. The Borough will need to consider the different types and structures of PAYT programs and then customize a PAYT waste collection system that is suited for the Borough and its residents. For the purpose of this report, GF categorizes PAYT programs into the following two types:

- 1) **“True PAYT”** – In a “True PAYT” waste collection and recycling system, residents pay for EVERY bag, or pay based on the quantity of waste that is set-out at the curbside. If containers are used, they may be weighed by the collection vehicle to determine customer cost, or are priced based on the size/capacity or number of the container used by the customer. Typical curbside containers may be 32 gallons, 60 gallons, or 90 gallons.
- 2) **“Hybrid PAYT”** - In a “Hybrid PAYT” program there are two tiers. In the first tier, residents pay a monthly or quarterly fee for “base” or standard trash and recycling services. The base services can include up to three bags of trash per week plus other services including recycling, leaf waste pick up, and bulky item pickup. As a second tier, residents purchase additional bags, stickers, or additional container capacity to dispose of waste that exceeds the service set-out limit included under the standard waste services.

The Environmental Protection Agency (EPA) categorizes PAYT pricing structures as follows:

**Proportional:** Residents are charged the same amount of money for each unit of waste they set out for collection. These are usually bag or tag systems.

**Variable:** Residents are charged different amounts per unit of garbage. Residents are billed based on their “level” of subscription service, which typically increases cost for households requiring disposal of higher quantities (i.e. additional containers or bags) of waste. Residents in a variable program may also be charged for each additional bag or container that is set out that exceeds their subscription service. The charge for the additional set-outs may be set at a higher rate than the subscription cost to place greater incentive on residents to reduce waste.

**Two-Tiered or Multi-Tiered:** Residents pay a flat fee for a base level of service, and then pay a “second tier” fee based on how much additional waste they set out. Second tier fees can be either proportional or variable rate.

## 6.0 PAYT MUNICIPAL CASE STUDIES (PENNSYLVANIA)

A list of municipalities that have implemented PAYT waste collection programs in PA is provided in **Appendix A**. In July 2006, GF contacted municipalities in Pennsylvania that have implemented PAYT programs to see how these programs worked. The case study summaries are presented in **Appendix B** and provide valuable information concerning PAYT program

implementation. One important case study observation is that a number the municipalities have implemented “Hybrid” PAYT programs, where residents pay a monthly or quarterly fee for some level of standard curbside trash and recycling services.

Generally, the Hybrid PAYT programs reviewed were not any better at diverting recyclable materials than other types of curbside recycling programs in PA. In some cases, it was evident the Hybrid PAYT programs made trash disposal very convenient and there was little incentive to recycle. In other words, the concept and effectiveness of PAYT was lost. The information obtained from these municipalities was considered by GF while developing the PAYT alternatives that have been recommended for the Borough in this evaluation.

## 7.0 PAYT ALTERNATIVES FOR PARKESBURG BOROUGH

The initial PAYT concept for the Borough includes the following components:

- The Borough’s Streets Department will provide weekly waste and recyclables collection services and administer the PAYT program.
- The PAYT Program will use bags, not containers. Bags are preferred because they are compatible with the Borough’s current waste collection equipment and methods, and because residents are accustomed to using bags for trash removal in the Borough.

If implemented properly, each of the following PAYT alternatives should:

- Increase recycling from residential households in the Borough and give households the ability to manage their trash disposal costs through increased recycling.
- Increase the avoided disposal cost (i.e. save money). The current tip fee is \$55 per ton paid to Lanchester Landfill for every ton of waste disposed.
- Increase the quantity of recyclables recovered (tonnage), and increase Borough revenues (paid per ton) for the Borough if the material is marketed to recycling vendors and markets remain reasonably favorable (as expected in the short term). The Chester County Processing and Marketing Contract is administered by the Chester County Recycling Coordinator, and has proven to be a successful recyclables marketing arrangement for a number of Chester County municipalities (refer to **Appendix C** for a copy of the intermunicipal Chester County marketing agreement)
- Increase recyclable tonnage that is eligible for Section 904 Performance Grants. These Grants award funding to the Borough based on total tons recycled and the Borough’s recycling rate.

Because PAYT alternatives will increase recycling, residents must have recycling containers with adequate capacity to conveniently collect and store recyclables between pick-ups.

## 7.1 Alternative 1 – True PAYT Bag Program

It is feasible for the Borough and the Streets Department to implement and administer a “True PAYT” Bag Program (refer to Section 5.0). In a “True PAYT” program, Borough residents will be required to purchase EVERY bag that is used for curbside set-out of residential waste. True PAYT programs offer a direct financial incentive to residents to reduce their waste bill by decreasing the volume of waste disposed (via increased recycling).

**Billing and Administration:** Since residents will be responsible for purchasing bags, this reduces or eliminates billing administration (and associated costs) by the Borough. There will still be administration and coordination needed for procuring bags and for implementing a distribution system for PAYT bags. GF recommends that the Borough’s program make purchasing PAYT bags as convenient for residents as possible. Residents should be able to buy bags at a number of local stores and at the Borough office. It is critical that Residents have recycling containers with adequate capacity to conveniently collect and store recyclables between pick-ups.

The Borough should work with local stores prior to implementing the program so that the stores will carry a supply of bags at the outset of the program. The amount paid to the stores for each bag sold varies widely among the PAYT programs reviewed, but a \$.05 to \$.10 per bag payment or commission to stores has been observed. A sample agreement between the municipality and the store that carries bags is provided in **Appendix C**. Some municipalities GF surveyed indicated that some stores will carry PAYT bags without requiring a formal or written agreement.

**Setting the Bag Rate:** The Borough must be VERY careful in setting the per-bag rate (refer to **Appendix D**, rate calculator). In a True PAYT program, bag purchases may be the Borough’s ONLY source of revenue generated by the waste collection program. It will be tough to accurately calculate how many bags will be sold, especially in the first year of the program. It is recommended that PAYT bag prices are set so that revenues from bag sales cover all program costs.

**Bidding for PAYT Bags:** It is recommended the Borough bid for bags to ensure a competitive price. The Borough’s cost per PAYT bag is expected to range from \$.10 - \$.15. **Appendix C** provides an example PAYT bag bid document and a list of PAYT bag and sticker manufacturers that are commonly used for bag/sticker procurement in Pennsylvania PAYT programs. If the Borough does not have sufficient storage space for a large order or annual supply of bags, the bid provisions can require that bags be shipped to the Borough and to stores periodically (e.g. quarterly). This will minimize the amount of bag storage space needed. It is recommended the Borough have the bag supplier print the waste and recyclables handling procedures directly on the bags.

**Illegal Dumping and Enforcement:** Implementing a True PAYT program may increase illegal waste disposal activities in the Borough. This occurs because some residents will choose to illegally dump waste for free, rather than pay for the bags under the new program. Not only is

illegal dumping unsightly, unsanitary and harmful to the environment, it means some residents are not paying for bags. This equates to lost revenues for the Borough.

The Borough currently has an effective Codes Enforcement Department in place. This will help to reduce and correct new illegal dumping problems that develop. It is recommended the Codes Enforcement Department increase monitoring and enforcement of illegal disposal activities, especially in the initial year(s) of implementing the PAYT program. Additionally, it is recommended the Codes Enforcement personnel or other Borough staff members conduct periodic auditing of residential trash bags and recyclables containers and provide feedback, warnings, and/or issue penalties to households that fail to comply with proper waste and recycling handling procedures.

## 7.2 Alternative 2 – Hybrid PAYT Bag Program (one bag per week)

Another feasible PAYT alternative for the Borough to implement is a “Hybrid” or “two-tiered” PAYT program. As explained in Section 5.0, in a Hybrid PAYT program, Borough residents will pay a monthly or quarterly fee for “base” or standard trash and recycling services. As a second tier, residents will pay a per-bag fee for all additional bags that exceed their weekly base level of trash service.

**Revenue and Recycling Incentive:** Because the Borough will bill residents directly for a portion of the trash services, the Borough is guaranteed a source of revenue. This revenue can be used to cover the Borough’s fixed costs associated with the collection program. It is imperative that any Hybrid PAYT program implemented in the Borough be structured in a way that maintains a strong incentive for waste to be diverted to recycling. Case studies GF completed during this study reveal that some Hybrid PAYT programs create little incentive for residents to maximize waste diversion to recycling. The incentive to recycle is lost or greatly minimized in a Hybrid PAYT program when the base services (billed quarterly or monthly to residents) includes two to three bags or containers for trash. Having two to three bags/containers included in the standard service makes it convenient to dispose of trash, but appears to do little to encourage recycling for the average waste-generating household. In contrast, a more effective Hybrid PAYT program will force the average resident/household to make a choice about waste; pay more or recycle. This can be achieved by limiting the standard trash disposal service to one bag per week.

**First Tier:** It is recommended that the Borough’s first tier or basic services include trash service (one bag per week), weekly recycling, and leaf waste collection services (seasonal). Some PAYT programs will also include bulky item collection service under the basic services. This base service can be billed monthly or quarterly by the Borough. As part of this standard service, residents can be given bags for standard service via: 1) mail; 2) delivered (before the program starts via waste collection vehicle) or; 3) pick-up at stores or Borough office.

Cartons or boxes of PAYT trash bags can be ordered that contain 13 trash bags. Residents can be given 13 trash bags each quarter, which is equivalent to one bag per week. The billing (quarterly or monthly) for base services should be set to cover fixed costs incurred by the Borough. The fee assessed to residents should be set at a fair rate that considers: 1) residents

will be paying for less trash service than they receive under the current collection system; 2) and residents will pay an additional per-bag fee for extra bags. The Borough can contract with a provider to administer the billing if necessary.

A one-bag limit (as part of the first tier) is recommended because limiting trash disposal service will encourage households to participate in the PAYT program. The benefit of using a Hybrid PAYT system and a one-bag limit for basic service is three-fold: 1) The Borough will receive at least a portion of secure revenue paid by residents in the form of a quarterly or monthly payment; 2) the residents and Borough will have a strong financial incentive to recycle, which reduces the tons disposed (recycling will save households money); and 3) residents automatically pay for base services and so are less inclined to illegally dump waste to avoid paying fees.

**Second Tier:** In the Borough's second tier of the program, residents will be required to purchase additional bags for waste that exceeds the household's one-bag set-out limit. The Borough should ensure residents have convenient access to purchase bags at local stores and the Borough office. The Borough will need to carefully estimate and set a per-bag fee for the additional bags.

When compared to hybrid programs that offer more bags or containers as part of the basic service, setting a one-bag limit on basic trash service in the Hybrid PAYT program will require additional administration (primarily bag distribution and ordering). This is because the one bag limit forces the majority of households to purchase additional bags (as needed) to supplement their trash disposal needs. On average, most households dispose of two or three bags of trash per week. Convenient access to bags by residents will still be an important aspect of a Hybrid PAYT program. If the Borough does the monthly or quarterly billing, the Borough could allow residents to stop by the office, pay their bill, and pick up PAYT bags. The Borough office could also set up a program to mail or deliver packs of PAYT bags to households for a small fee to cover mailing costs. The fee could be added to the household's waste bill.

The Borough and the Code Enforcement department should be proactive in addressing illegal dumping activities that may increase with the implementation of the Hybrid PAYT program. Some households may attempt illegal disposal methods to avoid paying for additional bags in the second tier of the program.

Although a properly structured Hybrid PAYT program will create a notable increase in waste diversion to recycling in the Borough, the extent of additional diversion can not be accurately estimated. It is not expected the Hybrid PAYT Bag program (Alternative 2) will reach the diversion rate achievable from a properly implemented True PAYT program (Alternative 1). This is because True PAYT programs create a financial incentive for ALL waste generated in the household. It is unknown if any municipalities in PA have implemented a Hybrid PAYT program with a one-bag trash limit set for the first tier/base service.

### **7.3 Alternative 3 – Contracting with a Single Hauler to Provide PAYT Waste Collection and Recycling Services in the Borough**

The Borough can implement a variation of PAYT Alternative 1 or Alternative 2 by contracting with a private hauler to provide curbside waste and recycling services. Under this alternative

(Alternative 3), the Borough would need to prepare bid specifications and enter the competitive bid process to secure curbside trash and recycling services. The bid specifications would include provisions that clearly explain to prospective bidders the services that are being requested and how the PAYT aspects of the program will be implemented. For example, some municipalities who bid a PAYT collection program require the selected hauling company to procure and distribute the PAYT bags.

In Alternative 3, it is recommended that the Borough bid for collection services only. By bidding collection only, the Borough can retain the ability to pay for and manage the disposal component (cost) of the program. Because the Borough will pay the waste disposal tip fees, the Borough has an opportunity to reduce costs by reducing the total tons sent to landfill. As explained in the other PAYT alternatives, Borough savings would increase with every additional ton of material that is diverted to recycling.

Although this is a valid option for the Borough in the future, it is not believed that the timing is appropriate for the Borough to start a PAYT program via a municipal contract with a single hauler for the following reasons:

- The Borough's Streets Department currently provides waste collection services and has the infrastructure in place to implement and administer a PAYT waste collection system. Because the Borough has complete control of operating the collection system, they are in a good position to fine-tune the program, especially in the initial years of implementing a new PAYT program.
- The Borough needs to complete an analysis of all collection system and program costs, including an assessment of the current per household fee that is charged to Borough residents. This knowledge is needed to improve the collection program and to be able to compare Borough costs with any future bid responses for curbside collection services.
- The Borough will need time to prepare a well-written comprehensive bid document. This may take 6-8 months to complete. The Borough will be in a better position to complete a well-written bid document that contains PAYT provisions after it has experience with implementing a public PAYT collection system using the Streets Department.

#### 7.4 PAYT Alternatives – Diversion Impact and Revenue

GF reviewed a number of PAYT case studies from EPA and surveyed a number of PAYT programs in PAYT. This information was very helpful in determining what the Borough could realistically expect as far as increased waste diversion from implementing a new PAYT waste collection system. Based on case study evidence and the composition of the residential municipal waste stream, a True PAYT program may divert an addition **8-12 percent** of the Borough's residential waste stream. A properly structured Hybrid PAYT program will divert even less material.

Implementing a PAYT waste collection program in the Borough is not expected to result in more than a 12 percent (maximum) increase in the Borough's residential diversion rate for the following reasons:

- The Borough already diverts over 20 percent of the residential waste stream to recycling.
- The composition of residential municipal waste includes a portion of non-recyclable materials and other materials that are not typically targeted for recycling by the Borough. For example, organics make up nearly 40 percent of the residential municipal waste stream that reaches PA landfills; based on the PADEP Statewide Waste Composition Study (2003).
- Recyclables that are currently collected, such as aluminum cans, plastic bottles, etc., are light and have a high volume but very little weight.
- The Borough should consider adding newspaper and other paper items to increase recycling weight and to minimize the number of bags that residents would need to set out for trash collection.

The waste diversion that results from implementing a PAYT alternative may be less than the Borough's anticipated diversion goal. However, the diversion from a PAYT program can increase the Borough's savings through avoided disposal costs and can result in revenues from sale of recyclables, and through Section 904 Performance Grants. A ten percent diversion of Borough municipal waste is about 140 tons using average municipal waste receipt totals from 2003 through 2005 (i.e. approximately 1,400 tons of municipal waste disposed). Diverting 140 additional tons is equivalent to \$7,700 annually in "avoided" disposal costs at the current tipping fee of \$55 per ton. Sale of an additional 140 tons of recyclables, using the current market pricing from the BFI Recyclery (under the Chester County Processing and Marketing intermunicipal agreement), could generate roughly \$5,000. This estimate assumes \$35 per ton paid to the Borough as an average cost per ton for recyclables via an intermunicipal agreement with Chester County. The additional 140 tons will also be eligible for Section 904 Performance Grants.

## **8.0 BULKY ITEM INTEGRATION INTO THE PAYT PROGRAM**

The collection of bulky items (e.g. furniture, mattresses, carpet, and appliances) can be integrated into a PAYT program. How this is done will vary based on the type of PAYT program structure or alternative that is implemented. In a True PAYT program it may be simplest for the Borough to collect one bulky item per week (or at another pickup frequency) and add the cost of this service directly into the cost per PAYT bag that is paid by residents. Incorporating bulky item service into the bag price reduces the level of administration needed when compared to bulky item programs involving the selling and distribution of separate stickers for these large items. The per-bag rate that is set will need to be calculated carefully to cover the Borough's bulky item collection and disposal costs. This will raise the price per bag. Including bulky item service at the introduction of the program could be viewed favorably by the public who perceive this as an "additional" service under the new program (but they will not see a separate or extra fee). Having a fairly priced and convenient bulky item service is essential to PAYT programs (and all waste collection systems) due to the tendency to illegally dump these items.

The Borough can also charge residents a separate fee for each bulky item disposed. Residents can buy stickers for bulky item disposal at a fee set by the Borough. Typically, stickers range

from \$10 - \$25 each for bulky items. Sticker prices may be higher depending on the item. Freon-containing appliances usually have a higher cost because of the cost for freon removal. One advantage of having a PAYT bulky item program is that it retains the incentive to recycle or reuse materials.

One scenario for setting up the PAYT program for bulky items is as follows: the Borough could offer a bulky item program where one (1) sticker is provided at no charge each quarter, and all additional bulky item stickers must be purchased (at a fee set by the Borough). This scenario encourages residents to minimize waste but also offers some standard and convenient bulky item service to residents.

## 9.0 PAYT CONSEQUENCES & IMPLEMENTATION STEPS

### 9.1 Unintended Consequences from Implementing PAYT

The Borough has concerns about the unintended consequences that may occur when implementing a new PAYT program. Implementing any change to a waste collection system in Pennsylvania is challenging, and this holds true for implementing a PAYT program. Achieving 100 percent public support of the PAYT program is not possible. This forces the initial educational process and decision making into the hands of Borough Council with support from Borough Staff. One of the most important aspects of any waste collection system is the **convenience of the program for residents**. The more convenient the Borough can make the new PAYT program to use, the fewer problems the Borough will have with the public. Some unintended consequences the Borough may face, and approaches to minimizing their negative impact to the program, are:

- Illegal dumping, open burning: Minimize illegal dumping and open burning by an active education and enforcement program that is reinforced with a comprehensive and enforceable ordinance(s).
- Insufficient or uneven revenue flow paid to Borough: Carefully set the per-bag rate accurately to cover the fixed costs of collection program. Compare your proposed bag rate with the current waste collection fee charged to households (\$55 per quarter) to make certain the per-bag rate will be fair to the majority of households.
- Public resistance to new program: Educate Borough Staff and Council before implementing an aggressive and ongoing educational campaign.
- Burden on low-income, large households: Define “low-income” housing; identify low-income large households; and offer discounted rates if needed.
- Increased bulky item pickups: Not all items will fit in bags, even when they may not be a “bulky” item. Create a clear and complete list of bulky items so these items can be distinguished from other wastes and recyclables. Develop clear procedures for bulky item handling (e.g. weight limits, bundle multiple items that are long with string, etc.) Make bulky item collection convenient and educate residents thoroughly on their options for disposing, reusing or recycling these materials.

## 9.2 PAYT Implementation Steps

In order to implement a successful PAYT recycling program, the Borough will need to review PAYT information in this report and from other sources, evaluate Borough and residential needs, and reach decisions on a number of issues that will shape the PAYT program structure. This section recommends steps that may be followed to implement a PAYT program in the Borough. It has been assumed that any PAYT alternative chosen by the Borough will be implemented by the Borough's Streets Department, at least in the initial years of the program. Using the Streets Department has advantages over an outside contractor because the Borough will have an improved level of administrative oversight. This is helpful when fine-tuning the PAYT program.

### **Step 1 - Form a Permanent Waste and Recycling Committee**

It is recommended the Borough assign a committee to inform and make recommendations to Borough Council concerning the PAYT programs and to evaluate and track waste and recycling efforts on an ongoing basis. The committee may be as few as two members and should guide Council to reach decisions concerning a preferred PAYT program and on PAYT implementation. The Committee can also take the lead on calculating the per-bag fee that will be established for the PAYT program. The Committee should develop a 1-2 page Plan that outlines the waste collection system structure, recyclable materials, and goals for the PAYT program. After implementation, the committee should meet at least twice per year to evaluate the waste collection system program performance.

### **Step 2 - Internal Education**

Before educating the public, Borough staff and Borough Council should become knowledgeable of PAYT program pros and cons. A PAYT advantages and disadvantages table is presented in **Appendix E**. It is recommended Borough staff and Council review the information contained in this report and report appendices to become familiar with PAYT. Once a clear understanding of PAYT is established, then the Borough and Council will be in better position to address the public's concerns and questions.

### **Step 3 - Select a PAYT Alternative**

GF recommends the Borough proceed with implementing a PAYT program, but the final decision to move ahead and final PAYT program structure must be decided by Borough Council. Although there are considerable variations among PAYT programs, GF recommends implementation of a True PAYT program. Any selected PAYT alternative should be sensitive to the communities' existing waste disposal and recycling habits.

### **Step 4 – Calculate the per-bag fee**

Once the Borough has selected a PAYT alternative, it will need to calculate an appropriate per-bag fee for residents. In the case of the Borough, residents are comfortable paying \$220 per year for curbside waste and recycling services. Setting the per-bag fee too low will result in lost revenues for the Borough, which can threaten the sustainability of the program. Setting the per-

bag fee too high will upset residents who feel the new program is expensive. GF has provided a PAYT Bag Fee Calculator to assist in estimating the per-bag fee (**Appendix D**).

Before calculating the fee, it will be the Borough's responsibility to carefully analyze and confirm all administrative, operational, staff, collection and disposal costs. The per-bag fee will usually vary depending on the type of PAYT alternative that is selected. It is recommended the Borough allow some flexibility to adjust the household fee, with recognition that adjusting the fee may result in a negative public response, especially if prices are increased.

### **Step 5 - Public Education**

After the Borough Staff and Council have selected a preferred PAYT structure, the Borough should begin a public education campaign. The Borough should not underestimate the importance of ongoing public education and should be willing to invest funds for this purpose to make the overall implementation of the PAYT well-received by the public. The content of this campaign could emphasize and include:

- The benefit and opportunity for residents to have direct control over their cost for curbside trash disposal.
- The benefit and opportunity to continue to offer trash and recycling services in the years to come at a fair cost.
- Proper trash and recyclables management in a way that promotes energy conservation and environmental sustainability
- Description of the PAYT program concept (e.g. bag system, bulky item service, etc.) – do not offer program details too soon.
- Information that explains how recycling supports local recycling vendors, creates jobs and fosters good business relationships
- Generation of revenues from recycling and cost savings from reduced disposal allow the Borough to invest in other beneficial programs (e.g. expanded compost site, curbside yard waste collection, etc.)

The public education campaign could include the following:

- **News Releases** – Before starting public education, it is highly recommended the Borough meet with, and establish a good relationship with local newspapers/publishers. Introduce them to the PAYT concept and emphasize what is at stake for the community, the benefits, and how important that the public campaign is to the success of the program.
- **Residential Survey** – Issuing a survey has pros and cons, so the Borough should consider this task carefully. Yes, it can provide valuable feedback, but questions must be phrased carefully, and in some cases the public response to the survey itself can be negative. GF recommends a residential survey only if Borough Council cannot reach a decision on the PAYT collection system without additional feedback from a survey.
- **Public Meetings** – After Borough Council has been educated on PAYT and has a clear vision of how the program should be implemented, the Borough should host a meeting in

which the public is allowed to attend. Although public meetings are an important place for public opinions to be heard, it is commonly the place where implementation is stalled. It is critical that this meeting is NOT held before Borough Staff and Council are prepared to answer questions and listen to complaints. Public meetings should not be the place where the vocal minority decides the fate for most residents who will benefit from long-term improvements to the Borough's waste collection system.

The EPA website ([www.epa.gov](http://www.epa.gov)) is an excellent resource for information on PAYT and is a helpful tool in developing public educational materials. The site also includes links to PAYT clip art, which can be used to improve the appearance and impact of Borough newsletters and other public education information that is distributed.

### **Step 5 – Implementation**

As long as public feedback has not resulted in any major changes to the intended PAYT program, the Borough should move forward with implementing the preferred PAYT alternative. Some critical components that should be in place at the outset of the program include:

- Residents have been clearly informed on the start date of the new program.
- A fair per-bag rate is set (and this price is communicated to residents)
- Borough bids and secures a supplier for bags and/or stickers for bulky-items
- Residential access to PAYT bags has been made convenient through arrangements with a number of local stores to carry and sell bags to customers. To initiate the PAYT program, it is recommended that each household is provided a box of PAYT bags before the first PAYT collection day. The Public Works department can deliver the bags to households while servicing waste collection routes.
- Monitoring and enforcement approach of proper waste and recycling procedures including illegal dumping activities is established

## **10.0 CONCLUSIONS AND RECOMMENDATIONS**

The Borough of Parkesburg can increase the amount of waste diverted from the Lanchester Landfill by implementing a Pay-As-You-Throw (PAYT) waste collection and recycling system. Implementing a PAYT waste collection system will also increase the Borough's awareness and residential awareness of recycling and the costs associated with waste management. Of the alternatives reviewed, a "True" PAYT program, where residents are required to purchase EVERY bag used for curbside set-out of waste, is believed to create the greatest financial incentive to divert materials to recycling. Residents will reduce their waste bill by decreasing the volume of waste disposed.

Based on our preliminary analysis, a True PAYT program has the potential to increase the Borough's curbside residential recycling rate by 8-12 percent. If the Borough reaches a 10 percent increased diversion rate, this will result in an additional diversion of 140 tons of recyclables from the Borough's residential waste stream. At \$55 per ton, this is about \$7,700 in savings from avoided disposal costs. The Borough can also receive revenues for recyclables through sale of the material and through Section 904 Performance Grants. These grants are awarded to the Borough based on the recycling rate and the total tons of eligible recyclable

materials that are reported. Maximizing the percentage of additional diversion will only occur after the program stabilizes and with ongoing enforcement and education. The PAYT program should be made as convenient as possible for residents.

## 10.1 Recommendations

GF has provided guidance and recommendations for the Borough's PAYT program throughout the body of this report. Some of the key recommendations are summarized and include those listed below.

It is recommended the Borough:

- Follow the implementation steps provided in this report and implement PAYT Alternative 1 – True PAYT Bag program, which offers economic incentives and can improve the entire waste and recycling program structure.
- Complete a thorough analysis of current program costs so that a per-bag rate for the PAYT program can be accurately calculated. This will play an important role in ensuring the Borough will generate enough revenues to offset waste collection system costs, while maintaining a fair annual collection service fee for households.
- Offer convenient disposal of bulky items by residents in the PAYT program to minimize illegal dumping (refer to Section 8.0).
- Invest in an educational campaign to encourage buy-in from residents on PAYT.
- Join the Chester County recyclables Processing and Marking agreement, unless another more feasible arrangement is made for sale of the Borough's recyclables.
- Increase the current per household fee for waste collection services to a level that offset costs associated with administrating and operating a comprehensive public waste collection program if the Borough validates the \$165 per household per year is set too low,.
- Follow up with other municipalities with PAYT programs to answer remaining PAYT implementation questions.
- Ensure residents have adequate recyclable containers with capacity to conveniently recycle.

---

---

## **APPENDICES**

---

---

**Appendix A**  
**List of Pennsylvania Municipal PAYT Programs**

# *Pennsylvania Pay-As-You-Throw Index*

<i>COUNTY</i>	<i>MUNICIPALITY</i>	<i>POPULATION</i>	<i>CONTACT</i>	<i>PHONE</i>
<i>Armstrong</i>				
	Dayton Borough	572	Heidi Greenawalt	(814) 257-9826
	Leechburg Boro	2504	Carol Defilippi	(724) 842-8511
	Rural Valley Bor	936	Lillian Bart	(724) 783-6996
<i>Beaver</i>				
	Brighton Townsh	7489	Lola Presutti	(724) 774-4803
	New Brighton	6854	Cheryl Oshop	(724) 846-1870
	White Township	1610	Therese Pamer	(724) 843-2819
<i>Bedford</i>				
	Broad Top Town	1918	Ernest Fuller	(814) 928-5253
<i>Berks</i>				
	Colebrookdale T	5469	Cynthia Clemmer	(610) 369-1362
	Reading, City of	78380	Jane Meeks	(610) 655-6278
	Wyomissing Bor	11172	Paul Lukehart	(610) 376-7481
<i>Bradford</i>				
	Athens Borough	3468	Borough Council	(570) 888-2120
	Bradford County	60967	David Terrill	(570) 297-4177
	Towanda Boroug	3242	Tom Fairchild	(570) 265-2696
<i>Bucks</i>				
	Bensalem Town	56788	Jamie Barnes	(215) 633-0668
	Doylestown Tow	14510	Stephanie Mason	(215) 348-9915
	Langhorne Mano	807	William McTigue, Jr.	(215) 752-5835
	Milford Township	7360	Thomas Applebach	(215) 536-2090
	New Britain Boro	2174	Robin Trymbiski	(215) 348-4586
	Perkasie Boroug	7878	Neil Fossbender	(215) 348-4586
	Plumstead Town	6289	Theresa Conners	(215) 766-8914
<i>Cambria</i>				
	Adams Townshi	6869	Diana Baxter	(814) 487-5054
	Blacklick Towns	2206	Rosella Cook	(814) 495-4311
	Conemaugh Tow	2399	Bernie Podlucky	(814) 749-0725
	Croyle Township	2451	Vince Beyer	(814) 535-6924
	Ehrenfeld Borou	307	Cheryl Long	(814) 495-9913

<i>COUNTY</i>	<i>MUNICIPALITY</i>	<i>POPULATION</i>	<i>CONTACT</i>		<i>PHONE</i>
	Jackson Townsh	5213	George	Burky	(814) 948-7157
	South Fork Boro	1197	Carrie	Mathieson	(814) 495-9357
	Summerhill Boro	614	Laura	Penatzer	(814) 749-7676
	Susquehanna T	2299	Barbara	Korch	(814) 487-5054
<i>Centre</i>					
	Snow Shoe Tow	1756	Francis	Bosak	(814) 387-6951
<i>Chester</i>					
	East Bradford To	7660	Michael	Lynch	(610) 436-5108
	Elverson Boroug	730	John	McEwen	(610) 286-6420
	Honey Brook Bo	1250	Mike	Shuler	(610) 273-2020
	West Bradford T	11500	Jack	Hines	(610) 269-4174
	West Whiteland	14830	Stephen	Ross	(610) 363-9525
<i>Clarion</i>					
	Clarion Borough	6457	Bob	Ragon	(814) 226-7707
<i>Cumberland</i>					
	Camp Hill Borou	7636		Penn Waste	1 (866) 575-872
	Carlisle Borough	18604	Chris	Moonis	(717) 240-6922
	Middlesex Town	7023	Mary	Justh	(717) 249-4409
	Monroe Townshi	5630	Dick	Long	(717) 697-4613
	Monroe Townshi	5630	Dick	Long	(717) 697-4613
	North Middleton	9923	Debbie	Steffie	(717) 243-8550
	Shippensburg B	5331	William	Wolfe	(717) 532-2147
	South Middleton	11722	Tim	Stout	(717) 258-5324
<i>Dauphin</i>					
	Derry Township	18408	Diane	Leitner	(717) 533-2057
	East Hanover To	5077	Becky	Oller	(717) 469-0833
	Middle Paxton T	5129	Tom	Van Wagner	(717) 921-8128
	Penbrook Borou	2791	Linda	Losh	(717) 232-3733
	South Hanover T	4626	Marcia	Plouse	(717) 566-8253
	Steelton Boroug	5152	Mike	Musser	(717) 939-9842
<i>Franklin</i>					
	Mercersburg Bor	1640	Mike	Collins	(717) 328-3116
<i>Indiana</i>					
	Armstrong Town	3050	Donald	Harris, Jr.	(724) 354-2886
	Brush Valley To	1815	Robin	Brilhart	724-479-3358

<i>COUNTY</i>	<i>MUNICIPALITY</i>	<i>POPULATION</i>	<i>CONTACT</i>		<i>PHONE</i>
	Buffington Town	1217	Earl	George	814-749-0422
	Burrel Township	3669	Helen	Olechovski	(724) 248-3308
	Center Township	5257	Karen	Pernici	724-479-2688
	Cherryhill Towns	2764	Phyllis	Bestvina	(724) 465-7453
	Clymer Borough	1499	Connie	Custer	(724) 726-1057
	Creekside Borou	337	Nancy	Bowser	(724) 463-9767
	East Wheatfield	2735	Roberta	Naugle	(814) 446-6311
	Ernest Borough	500	Hanna	Garsick	(724) 463-0130
	Grant Township	729	Dolores	Mumau	(724) 254-4241
	Homer City Boro	1809	Stan	Buggey	(724) 465-6691
	Indiana Borough	15174	James	Gladkosky	(724) 465-6691
	Marion Center B	437	Mabel	Millen	(724) 397-0200
	Plumville Boroug	390	Mark	Faraster	
	Saltsburg Borou	990	John	Maguire	(724) 639-9413
	South Mahoning	1713	Priscilla	Liambing	(724) 397-9090
	West Mahoning	1032	Nancy	Holmes	(814) 257-8654
	West Wheatfield	2365	Jean	Yarnal	(724) 676-4403
	White Township	13788	Larry	Garner	(724) 463-8585
<i>Lackawanna</i>					
	Moscow Boroug	1527	Cesare	Forconi	(570) 842-6623
	Old Forge Borou	8834	Margaret	Mazza	(570) 457-8852
	Olyphant Boroug	5339	Norbert	Kosciuk	(570) 489-2135
<i>Lancaster</i>					
	East Donegal To	4484	Barbara	Stoner	(717) 426-3167
	East Hempfield	18597	Gary	Kline	(717) 898-3100
	East Petersburg	4197	James	Williams	(717) 569-9282
	Elizabethtown B	9952	Amy	Farkas	(717) 367-1700
	Ephrata Borough	12133	Tracy	Roseberry	(717) 738-9221
	Lancaster Town	13187	Stacy	Honer	(717) 291-1213
	Lititz Borough	8280	Sue Ann	Barry	(717) 626-2044
	Manheim Borou	5011	Colleen	Aument	(717) 665-2463
	Marietta Boroug	2778	Ronda	Ney	(717) 426-4143
	Millersville Borou	8099	Donald	Grier	(717) 872-4645
	Mount Joy Borou	6398	Ray	D'Agostino, Jr.	(717) 653-2300
	Mountville Borou	1977	Virginia	Miller	(717) 285-5547
	New Holland Bor	4484	Charlene	Shreiner	(717) 354-4567

<i>COUNTY</i>	<i>MUNICIPALITY</i>	<i>POPULATION</i>	<i>CONTACT</i>		<i>PHONE</i>
	Terre Hill Boroug	1282	Robert	Rissler	(717) 445-4581
	West Donegal T	5605	Judy	Ebersole	(717) 367-7178
	West Earl Town	6434	Barbara	Smith	(717) 859-3201
	West Hempfield	12942	Charles	Douts	(717) 285-5554
	West Lampeter	9865	Patricia	Swartwood	(717) 464-3731
<i>Lawrence</i>					
	Ellwood City Bor	8044	Linda	Palowski	(724) 758-7777
	New Castle, City	28334	Ted	Saad	(724) 656-3500
<i>Lebanon</i>					
	West Lebanon T	872	Warren	Becker	(717)
<i>Luzerne</i>					
	Courtdale Borou	784	Linda	Bond	(570) 287-8838
	Dallas Borough	2567	Larry	Spaciano	(570) 696-1133
	Dallas Township	7625	Larry	Spaciano	(570) 696-1133
	Dupont Borough	2984	Al	Dubek	(570) 655-6216
	Duryea Borough	4861	Lois	Morreale	(570) 655-2898
	Edwardsville Bor	5399	Mike	Wozniak	(570) 288-7362
	Forty Fort Borou	5049	John	Baloga	(570) 287-8586
	Jenkins Townshi	4740	Robert	Jones	(570) 654-3315
	Kingston Boroug	14507	Robert	Granick	(570) 288-4576
	Kingston Towns	6763	Larry	Spaciano	(570) 696-1133
	Lafin Borough	1498	Lorraine	Healey	(570) 655-3323
	Larksville Borou	4700	Patti	Cresho	(570) 714-9848
	Luzerne Boroug	3200	Bonnie	Arnone	(570) 287-7633
	Pittston Townshi	1295	John	Paglianite	(570) 654-0161
	Plains Township	10988	Bernard	Szot	(570) 829-3439
	Swoyersville Bor	5630	Gene	Breznay	(570) 288-6581
	Wilkes Barre Cit	47523	John	Bergold	(570) 821-1162
	Yatesville Borou	506	Robert	Jones	(570) 654-3315
<i>McKean</i>					
	Bradford Townsh	5065	Gerald	Barr	(814) 362-4431
	Smethport Borou	1734	Lowell	Ayers	(814) 778-9931
<i>Mercer</i>					
	Clark Borough	610	Phyllis	Parshall	(724) 962-5821
	Farrell, City of	6841	Lavon	Saternow	(724) 983-2711

<i>COUNTY</i>	<i>MUNICIPALITY</i>	<i>POPULATION</i>	<i>CONTACT</i>		<i>PHONE</i>
	Hermitage, City	15300	Fran	Lengyl	(724)
	Pymatuning Tow	3736	Joyce	Leventry	(724) 981-0800
	Sharon, City of	17493	Frank	Smeraglia	(724) 983-3230
	Sharpsville Boro	4729	Michael	Wilson	(724) 962-7896
	South Pymatuni	2775	Mike	Nashtock	(724) 646-1134
<i>Mifflin</i>					
	Lewistown Borou	9341	Robert	Kibler	(717) 248-4206
<i>Monroe</i>					
	Chestnuthill Tow	8798	Chuck	Gould	(570) 992-7247
<i>Montgomery</i>					
	Douglass Towns	7048	Clem	Seroski	(610) 367-6062
	East Greenville	3117	Donald	Huff	(215) 679-5194
	Pennsburg Boro	2460	Jeane	Hopkins	(215) 679-4546
	Red Hill Borough	1794			(215) 679-2040
<i>Northampton</i>					
	Bethlehem	52561	Tom	Marshall	(610) 865-7082
<i>Northumberland</i>					
	Mt. Carmel Boro	7196	Joseph	Bass	(570) 339-4486
	Mt. Carmel Tow	2679	John	Siamoncini	(570) 339-1287
<i>Potter</i>					
	Abbot Township	173	Rhea	Beaker	(814) 435-8544
	Allegheny Townsh	413	Helen	Turner	(814) 228-3444
	Austin Borough	569	Herman	Beyer	(814) 647-8453
	Bingham Towns	557	Brenda	White	(814) 848-7684
	Clara Township	133	Linda	Pease	(814) 698-2217
	Coudersport Bor	2854	Marlin	Moore	(814) 274-7217
	East Fork Distric	15	Beverly	Whitney	(814) 647-8834
	Galeton Borough	1370	Andera	Caracciolo	(814) 435-2275
	Genesee Towns	803	Shirley	Davis	(814) 228-3366
	Harrison Townsh	1129	Gary	Lamphier	(814) 334-5602
	Hebron Townshi	525	Marjorie	Hazel	(814) 274-9916
	Hector Township	336	Basil	McCutcheon	(814) 334-5668
	Homer Township	216	Thomas	Chappell	(814) 274-8686
	Keating Townshi	304	Joyce	Gordonier	(814) 642-2291
	Oswayo Boroug	156	Deanna	Johnston	(814) 698-2665

<i>COUNTY</i>	<i>MUNICIPALITY</i>	<i>POPULATION</i>	<i>CONTACT</i>		<i>PHONE</i>
	Oswayo Townshi	214	Paula	Weber	(814) 698-2481
	Pike Township	252	George	Bowen Jr.	(814) 435-2991
	Pleasant Valley	78	Hope	Kio	(814) 544-9053
	Portage Townshi	176	Anna	Glover	(814) 647-5359
	Roulette Townsh	1266	Richard	Knight	(814) 544-7549
	Sharon Townshi	841	Francis	Stilson	(814) 697-7316
	Shinglehouse Bo	1243	Deb	Resig	(814) 697-6711
	Stewardson Tow	66	Martha	Busshaus	(814) 923-1091
	Summit Townshi	115	Priscilla	Watson	(814) 647-8313
	Sweden Townshi	581	Virginia	Harvey	(814) 274-8829
	Sylvania Townsh	80	Robert	Walter	(814) 647-8704
	Ulysses Borough	668	Betty	Hilfiger	(814) 848-7551
	Ulysses Townshi	557	Marie	Hamilton	(814) 848-9941
	West Branch To	286	Betty	Gross	(814) 453-6325
	Wharton Townsh	70	Susan	Ritsik	(814) 647-8402

*Schuylkill*

Ashland Boroug	3856	Ed	Wallace	(570) 875-2411
Girardville Borou	1889	Mary	Ambrose	(570) 276-1635

*Susquehanna*

Apolacon Towns	493	William	Zick	(570)278-3509
Ararat Township	420	William	Zick	(570)278-3509
Auburn Townshi	1639	William	Zick	(570) 278-3509
Bridgewater Tow	2368	William	Zick	(570)278-3509
Brooklyn Towns	873	William	Zick	(570)278-3509
Choconut Towns	799	William	Zick	(570)278-3509
Clifford Townshi	2147	William	Zick	(570)278-3509
Dimock Townshi	1226	William	Zick	(570)278-3509
Forest City Boro	1850	Susan	Coleman	(570) 785-3326
Forest Lake Tow	1229	William	Zick	(570)278-3509
Franklin Townshi	913	William	Zick	(570)278-3509
Friendsville Boro	102	William	Zick	(570)278-3509
Gibson Townshi	1015	William	Zick	(570)278-3509
Great Bend Boro	696	William	Zick	(570)278-3509
Great Bend Tow	1817	William	Zick	(570)278-3509
Hallstead Borou	1274	William	Zick	(570)278-3509
Hamony Townsh	1100	William	Zick	(570)278-3509

<i>COUNTY</i>	<i>MUNICIPALITY</i>	<i>POPULATION</i>	<i>CONTACT</i>		<i>PHONE</i>
	Harford Townshi	544	William	Zick	(570)278-3509
	Herrick Townshi	563	William	Zick	(570)278-3509
	Hop Bottom Bor	345	William	Zick	(570)278-3509
	Jackson Townsh	757	William	Zick	(570)278-3509
	Jessup Townshi	483	William	Zick	(570)278-3509
	Lathrop Townshi	794	William	Zick	(570)278-3509
	Lenox Township	1581	William	Zick	(570)278-3509
	Liberty Township	1353	William	Zick	(570)278-3509
	Little Meadows	326	William	Zick	(570)278-3509
	Middletown Tow	339	William	Zick	(570)278-3509
	Montrose Borou	1982	William	Zick	(570)278-3509
	New Milford Bor	953	William	Zick	(570)278-3509
	New Milford Tow	1731	William	Zick	(570)278-3509
	Oakland Boroug	641	William	Zick	(570)278-3509
	Oakland Townsh	544	William	Zick	(570) 278-3509
	Rush Township	1126	William	Zick	(570)278-3509
	Springville Town	1424	William	Zick	(570)278-3509
	Susquehann Bor	1760	William	Zick	(570)278-3509
	Thompson Boro	291	William	Zick	(570)278-3509
	Thompson Town	374	William	Zick	(570)278-3509
	Uniondale Borou	303	William	Zick	(570)278-3509
<i>Tioga</i>					
	Chatham Towns	588	Ken	Palmer	
	Elkland Borough	1849	Borough Council		
	Mansfield Borou	3538	Ed	Grala	(570) 662-2315
	Tioga County	41126	Lori	Robson	(570) 297-4177
	Westfield Borou	1119	Borough Council		
<i>Venango</i>					
	Pleasantville Bor	991	Juana	Kleck	(814) 589-7111
<i>Westmoreland</i>					
	Latrobe Borough	9265	Karen	Lovis	(724) 539-8548
<i>York</i>					
	Dillsburg Boroug	1925	Bob	Sabatini	(717) 432-9969
	Hanover Boroug	14535	Barbara	Krebs	(717) 637-3877
	Penn Township	11658	Gene	Hejmanowski	(717) 637-1561

---

<i>COUNTY</i>	<i>MUNICIPALITY</i>	<i>POPULATION</i>	<i>CONTACT</i>		<i>PHONE</i>
	Springittsbury To	21564	Charles	Lauer	(717) 757-3521
	West Manchestere	14369	Kelly	Palmer	(717) 792-3505

---

***Total PAYT Programs: 213***

---

---

**APPENDIX B**  
**Pennsylvania Municipal PAYT Program Case Studies**

## **Pay-As-You-Throw Pennsylvania Municipal Case Studies**

### **Case Study – East Bradford Township, Chester County**

Tenley Adams (610)-436-5108

East Bradford Township is located in Chester County and has a population of 9,405 based on the 2000 US Census. The Township has a two-tiered Pay-As-You-Throw (PAYT) program. In this two-tiered PAYT program, residents pay a monthly fee of \$16.69 for “base” or standard trash and recycling services. The base services include three bags of trash per week, weekly recycling, leaf waste pick up in fall and spring, and one bulk item pickup per month. As a second tier, residents may purchase additional stickers that are placed on bags that exceed the three bag set-out limit included in the standard waste services.

East Bradford Township has been under contract with Allied Waste for curbside trash and recycling services since 2003. Allied Waste pays the Township 20 percent of the yearly PAYT sticker sales. Although East Bradford has a PAYT program, the Township felt that the two-tiered PAYT structure did not significantly contribute to a high performing recyclables diversion program. It was believed that since most services are included in the base program, the stickers that are purchased are not really an incentive to divert more recyclables. Rather, extra bags are viewed as a convenient option to dispose of more waste when needed.

The Townships recycling rates do not reflected a high diversion rate as with optimal PAYT programs that approach or exceed 50 percent diversion. Recycling actually dropped slightly in 2004 and 2005. In 2006, recycling is increasing slightly. As indicated by the Township, decreases in recycling tonnage may be attributed to manufacturer trends to replace glass with plastic and a general trend of manufacturers to reduce the weight of containers and other products primarily to reduce shipping costs.

Details about bags and bag procurement are provided below:

#### **PAYT Bags**

**Procurement:** Bid

**Manufacturer:** Allied Waste

**Township cost per bag:** Supplied by Allied (contracted waste hauler) at no cost

**Residential cost per bag:** \$1.85 each, sold in groups of ten

**Tensile strength:** not provided

**Volume:** Stickers used on 32 gallon bag

**Distribution:** Township building (must pay by check)

## **Pay-As-You-Throw Pennsylvania Municipal Case Studies**

### **Case Study – West Whiteland Township, Chester County**

Denise Serino (610)-363-9525

West Whiteland Township is located in Chester County and has a population of 16,499 based on the 2000 US Census. The Township implemented a proportional PAYT program in 1991.

Local stores receive five cents per bag sold. The Township does not have a formal written agreement with the stores. The Township orders 400,000 bags every two years. Township residents buy approximately 350,000 bags every two years, or about 175,000 bags per year.

The Township contracts with Charles Blosenski for weekly curbside trash collection. The Township provides curbside recycling services separately. Recyclables are also collected weekly. Bulk items are collected monthly. Yard waste is collected periodically with specific dates and times located in the newsletter. The Township has an ordinance that includes provisions for the PAYT program.

Since implementing the PAYT program, West Whiteland Township has experienced increased residential participation. The increased recyclables tonnages have resulted in increased Section 904 grants awarded to the Township. Residents have lowered their monthly cost for trash collection by increased recycling efforts. Decreasing the amount of recyclables that go to the landfill has proved to be an economic benefit for residents and for the Township. The Township has not experienced any major problems with the program. The Township attributes the lack of illegal dumping to the limited space available to dump garbage.

The Township educates the public on the PAYT program using quarterly newsletters and the Township's website. The Township also visits local elementary and middle schools to reinforce the importance of recycling. Recycling has increased since the implementation of the PAYT program.

Details about bag procurement are provided below:

#### **PAYT Bags**

**Procurement:** Bid

**Manufacturer:** EIP (Vero Beach, FL)

**Township cost per bag:** \$.09

**Residential cost per bag:** \$2.00

**Tensile strength:** 1.9 mil minimum

**Volume:** 33 gallon bag

**Distribution:** Local stores, Township building

## **Pay-As-You-Throw Pennsylvania Municipal Case Studies**

### **Case Study – West Chester Borough, Chester County**

Meghan Fogarty (610)-696-5282

West Chester Borough is located in Chester County and has a population of 17,861 based on the 2000 US Census. The Borough implements a two-tiered PAYT program. The Borough provides weekly curbside trash and recycling services. Bulk items are collected in the first week of each month. Yard waste is collected weekly. The Borough also has a drop off facility for residents to take yard waste year round. Residents are allowed to set out two cans of trash per week as part of their base or standard collection service. The cost for resident's base level of curbside waste and recyclables collection is included in their taxes. Residents who require disposal of waste beyond the two-can limit of the base program must buy additional bags (\$2.50 ea.) from the Borough.

The Borough pays \$30,390.00 for 100,000 bags per year. All American Poly ships 50,000 bags twice a year. The bags come in boxes of 100. The stores who provide the bags receive \$.05 per bag sold. WaWa is the only store with a formal written agreement. West Chester Borough used Carlisle Borough's PAYT program as a model. West Chester Borough has an ordinance in place that specifies PAYT program requirements.

The Borough's website contains information about the PAYT program. The Borough also educates the residents through newsletters, door-to-door flyers, summer events, newspapers, and the website. The Borough plans to work closely with West Chester University as part of their educational campaign.

At the time of this survey, the PAYT program had only been in place for three weeks. The Borough sold approximately 4,500 bags in this start up period. A major concern of multi-unit residents prior to the implementation of the program was deciding who gets to put trash in the trash cans and who has to purchase the extra bags. Since implementing the program, this has not been a concern.

#### **PAYT Bags**

**Procurement:** Bid

**Manufacturer:** All American Poly (New Jersey)

**Borough cost per bag:** \$.30

**Residential cost per bag:** \$2.50

**Tensile strength:** 2.7 mil minimum

**Volume:** 40 gallon bag

**Distribution:** Local stores, two municipal buildings

## **Pay-As-You-Throw Pennsylvania Municipal Case Studies**

### **Case Study – Penn Township, Lancaster County**

Gene Hejmanowski (717) 637-1561

Penn Township is located in Lancaster County and has a population of 15,600 based on the year 2000 US Census. The Township has experienced significant growth over the last 10 years. The Township has a PAYT program in which it contracts for collection only with Penn Waste for curbside municipal waste and recycling services. Because the Township elects to pay the disposal component (i.e. tip fee), the Township has a direct financial benefit or “avoided cost of disposal” for every pound or ton of waste that is diverted to recycling. The current contract with Penn Waste is for 3-5 years. Commercial establishments contract with any hauler for waste and/or segregated recycling services.

Penn Waste collects and takes ownership (and marketing responsibility) of commingled container recyclables collected at the curb. The Township operates an effective drop-off program to collect cardboard and other paper. The paper is marketed by Penn Township and all revenues from sale of this material go back to the Township.

The Penn Township PAYT program is a bag program and can be considered a “true” PAYT program since residents pay for each bag they use for disposal. In other words, the resident’s per bag cost pays for all collection and disposal. There is no base or standard services included under the contract and the resident is not billed other than when purchasing bags, which are \$2.40 each. All Penn Township PAYT bags are distinguishable and have the Township logo clearly printed on them. Twelve distributors (e.g. Giant, Weis, Wal-Mart) have PAYT trash bags for sale to residents. It is the Township’s experience that convenience is importance to the public acceptance of the program. Bags are delivered to the local distributors twice per month (on Thursdays). The Township usually has 5 manufacturers respond to the bid that is put out for bag procurement. If residents have a problem with any of the bags they can be replaced at one of the stores/distributors. Stores earn a commission of \$.05 per bag. The Township sells 250,000 to 275,000 bags per year. The Township estimates that \$.98 of every bag is for the collection component of the program.

Residents are required to put the PAYT bags in a can with a lid. No lid, no pick up. The hauler provides a daily report on non-pick ups. The Township ordinance includes provisions that address the PAYT aspects of the program. These strict requirements, plus enforcement that includes periodic inspections of bags placed at the curb (for weight less than 40 lbs and for contamination), create a successful waste diversion program. Penn Township has achieved nearly a 32-35 percent residential curbside recycling rate; 42 percent with commercial recycling added.

#### **PAYT Bags**

**Procurement:** Bid

**Manufacturers:** Central Poly (New Jersey), All American Poly (New Jersey), Clearview Bag (New York), West Lake Plastics (PA), Phoenix Bag Co. (New Jersey)

**Township cost per bag:** Avg. (~ \$.12 per bag.) 2006 was \$.21 cents per bag (cost includes logo printing).

**Residential cost per bag:** \$2.40 per bag (collection and disposal plus one bulky item per week at no additional cost).

**Tensile strength:** 2.75 mil; 100 bags per case

**Volume:** 40 gallon (23” x 13.5” x 44”) These bags have a 40 lb. weight limit.

**Distribution:** 12 Local stores



## MUNICIPAL PAYT CASE STUDIES

MUNICIPAL CASE STUDY SUMMARY TABLE

Municipality	Occupied Households (Year 2000 US Census)	Type of PAYT Program <sup>(1)</sup>	Cost per unit	Additional Program Details
East Bradford Township	3,076	Two-Tiered	\$1.85 per sticker	<ul style="list-style-type: none"> <li>Monthly trash and recyclables collection is \$16.69. Includes three-bag trash limit, commingled recycling, spring and fall leaf waste collection, and one bulk item per month.</li> <li>Stickers are purchased for extra bags (in addition to the standard bag limit).</li> <li>Stickers are placed on any 32 gallon trash bag.</li> <li>Allied Waste provides the stickers and pays the Township 20 percent of yearly sticker sales.</li> </ul>
West Whiteland Township	6,618	Proportional	\$2.00 per bag	<ul style="list-style-type: none"> <li>Current bag manufacturer: EIP (Vero Beach, Florida).</li> <li>The Township pays nine cents per bag.</li> <li>Currently under contract with Charles Blosenski for weekly trash collection.</li> <li>The Township collects commingled recyclables weekly, bulk items monthly, and yard waste periodically.</li> </ul>
West Chester Borough	6,265	Two-Tiered	\$2.50 per bag	<ul style="list-style-type: none"> <li>Weekly collection of two trash cans, recyclables, monthly bulk item collection, and weekly yard waste collection is included in the resident's taxes.</li> <li>Additional bags are purchased by residents as needed.</li> <li>Current bag manufacturer: All American Poly (New Jersey).</li> <li>The Borough pays \$.30 per bag for 100,000 bags per year.</li> </ul>
Penn Township	2,606	Proportional	\$2.40	<ul style="list-style-type: none"> <li>Contracts with Penn Waste for curbside municipal waste and recycling services. Weekly, seasonal yard waste included.</li> <li>Bag manufacturer: All American Poly and others</li> <li>Amount of bags sold per year: \$250,000 - \$275,000</li> <li>Stores earn a 5 cents commission per bag sold</li> </ul>

<sup>(1)</sup> **Two-Tiered:** Residents pay a flat fee for a base level of service, and then pay a “second tier” fee based on how much waste they set out. Second tier fees can be either proportional or variable rate.

**Proportional (or “True”):** Residents are charged the same amount of money for each unit of waste they set out for collection. (Usually bag or tag systems).

---

---

**APPENDIX C**  
**Sample Agreement Between Municipality and Local Bag Distributor**  
**Example PAYT Bag Bid Document**  
**PAYT Bag and Sticker Manufacturers**

March 30, 2006

Ms. Jessica Cook, Store Manager  
Wawa Store  
Wilmington Pike at Rhoades Ave.  
West Chester, PA 19382

Dear Ms. Cook,

Thank you for your interest in being a distributor of West Chester Borough disposal bags for our waste collection program. Effective July 1, 2006 the Borough of West Chester will require Borough residents to place extra municipal waste into special Borough disposal bags. It is our intent to have local retail outlets, such as your store, provide the bags to residents at a unit price of \$2.50 each.

The system would simply work like this:

1. Your store would place an "order" for a certain number of cases.
2. Borough disposal bags sell to residents for \$2.50 each.
3. Retailers will be invoiced for bags at \$2.45 each.
4. Bags are pre-packaged from our supplier in cases of 150 bags, and will be delivered to you in the same packaging.
5. In it your responsibility to store the bags in a secure place since the bags do have some value.

#### Ordering and Delivery

- a. Deliveries will be made on Thursdays
- b. All order changes must be received by the close of business the day before delivery.
- c. Invoices for deliveries will be mailed to you (\$367.50 per case).

The Borough is currently acquiring a bulk order of bags, and we anticipate our stock arriving in late April or early May 2006. We will contact you in late May to

arrange the first delivery. In the mean time, we will advertise on the Borough website, the spring issue of the Borough Newsletter and in miscellaneous publications that your store will be a local provider of Borough disposal bags.

If you are in agreement with the terms and conditions outlined above, kindly sign a copy of this letter and return it to my attention. Please do not hesitate to contact us should you have any questions regarding the above information, and thanks once again for your participation.

Sincerely,

Robert Wilpizeski  
Director of Public Works

I agree to the terms and conditions outlined above.

\_\_\_\_\_  
Jessica Cook

\_\_\_\_\_  
Date

**WEEKLY STATEMENT  
Borough of West Chester  
401 East Gay Street  
West Chester, PA 19380**

Wawa, Inc.  
260 W. Baltimore Pike  
Wawa, PA 19063  
Attn: Accounts Payable Dept.

Week Ending 07/07/06

Store #	Invoice #	Invoice Date	Amount of Invoice
25	25-07	7/7/2006	\$0.00
278	278-07	7/7/2006	\$0.00
<b>Total</b>			<b>\$0.00</b>

X \_\_\_\_\_

Meghan Fogarty  
Solid Waste and Recycling Coordinator  
Borough of West Chester  
[mfogarty@west-chester.com](mailto:mfogarty@west-chester.com)  
610.696.5282

**PAYT program**  
**BAG & STICKER MANUFACTURERS**

All American Poly – Corporate Headquarters

[www.allampoly.com](http://www.allampoly.com)

800-526-3551

40 Turner Place Piscataway, NJ 08854

Resourceful Bag & Tag, Inc. (Bags and Stickers)

[www.bagandtag.com](http://www.bagandtag.com)

Jim Alderden (President)

800-872-8241, ext. 110

6420 W. 127<sup>th</sup> St. Unit 212 Palos Heights, IL 60463

Central Poly

[www.CentralPoly.com](http://www.CentralPoly.com)

18 Donaldson PI Linden NJ 07036

908-862-7570

Trinity Packaging Corporation

[www.trinitypackaging.com](http://www.trinitypackaging.com)

84 Business Park Drive Armonk NY 10504

800-999-3970

AEP Industries, Inc.

[www.aepinc.com](http://www.aepinc.com)

125 Phillips Avenue South Hackensack, NJ 07606

800-999-2374

Aluf Plastics

[www.alufplastics.com](http://www.alufplastics.com)

2 Glenshaw Street Orangeburg, NY 10962

845-365-2200

Primepak Co.

[www.primepakcompany.com](http://www.primepakcompany.com)

133 Cedar Lane Teaneck, NJ 07666

201-836-5060

Flexo Transparent, Inc.

[www.flexotransparent.com](http://www.flexotransparent.com)

28 Wasson Street P.O. Box 128 Buffalo, NY 14240

716-825-7710

D C Plastics, Inc.

70 Hobart Ave. Bayonne, NJ 07002

201-339-0111

Plastic City Bags, Inc.

[www.plasticcity.com](http://www.plasticcity.com)

425 Marcy Avenue Brooklyn, NY 11206

800-234-2247

West Lake Plastics

P.O. Box 127 Lenni Rd.

Lenni, PA 19052

Clear View Bag 5

[trentromer@clearviewbag.com](mailto:trentromer@clearviewbag.com)

Burdick Drive Albany, NY 12211

800-458-7153

Fax 518 458 1401

**BOROUGH OF WEST CHESTER**

**BID DOCUMENTS FOR**

**PLASTIC TRASH BAGS**

BID OPENING: Tuesday, April 4, 2006, 2:00PM

**INVITATION FOR BIDS**

Bids will be received by the Borough of West Chester until **2:00 PM, on Tuesday, the 4th day of April, 2006**, at the Municipal Building, 401 East Gay Street, West Chester, PA 19380 at which time and place all bids will be publicly opened and read aloud.

Bids are invited upon the work as follows:

**FURNISH AND DELIVER  
PLASTIC TRASH BAGS**

Contract Documents, including Technical Specifications, are on file at the offices of the **Department of Public Works, 205 Lacey Street, West Chester, PA 19382, telephone #610-696-5282.**

Envelopes containing bids shall be clearly marked **"BID PROPOSAL - PLASTIC TRASH BAGS"** and shall be sent to the attention of Ernie B. McNeely, Borough Manager.

A certified check or bank draft, payable to the order of the Borough of West Chester, negotiable U.S. Government Bonds (at par value) or a satisfactory bid bond executed by the bidder and an acceptable surety, in an amount equal to ten percent (10%) of the total bid shall be submitted with each bid as bid security.

The Borough of West Chester reserves the right to reject any or all bids or to waive any informality in the bidding.

Bids may be held by the Borough of West Chester for a period not to exceed sixty (60) days from the opening of bids for the purpose of reviewing the bids and investigating the qualifications of bidders prior to awarding the Contract.

West Chester Borough Council  
Ernie B. McNeely, Secretary

## SECTION 1

### INFORMATION FOR BIDDERS TRASH BAGS

#### 1.10 INVITATION TO BID

All bidders must receive bid documents from the Borough and must be recorded as having done so.

#### 1.02 RECEIPT OF BIDS

Bids must be sealed and marked clearly as "BID-PLASTIC TRASH BAGS" on the outside envelope. Bids will be received during normal business hours, at the office of the Borough Manager, Municipal Building, 401 East Gay Street, West Chester, PA 19380, until 2:00 P.M. prevailing time, on Tuesday, the 4<sup>th</sup> day of April, 2006 at which time they will be publicly opened and read aloud. The contract award or rejection of bids will be made within sixty (60) days after the bids are opened.

Any proposals received after the time set for the public opening of bids will be returned unopened.

#### 1.03 PREPARATION OF PROPOSALS

Proposals must be furnished on the form provided by the Borough in ink or typewritten and properly executed. The Bidder shall state in the form of proposal the price per unit of measure or lump sum price, both in words and in figures, for each scheduled item and the Total Price, as determined by multiplying each quantity by the price bid per unit of measure, therefore, and adding together the resulting amounts and any lump sum prices required. For the purpose of comparison of bids received, the Total Price, correctly computed, stated in the Proposal will be considered to be the amount bid for the Contract and award will be made based on that Total Price.

Where there is a discrepancy in any item between the unit or lump sum price written in figures and that written in words, the written words will govern.

#### 1.04 BID SECURITY

No proposal will be accepted unless the Bidder shall furnish security for the proper execution of the Contract. This security shall be composed of a Certified Check in the amount of at least ten percent (10%) of the total bid, payable to the order of the Borough of West Chester, or a Bid Bond, duly executed by the Bidder, as principal, and having as Surety thereon a surety company acceptable to the Borough. Such Certified Check or Bid Bond must be included with the Bid.

### 1.05 QUALIFICATION OF BIDDERS

The Borough reserves the right to reject the Proposal of any Bidder not possessing satisfactory qualifications as deemed by the Borough.

### 1.06 ADDENDA

If any person contemplating submitting a bid for this Contract is in doubt as to the true meaning of the Contract Documents or any part thereof, he/she may submit to the Borough Manager a written request for an interpretation thereof. The person submitting the request will be responsible for its delivery. No oral interpretation will be made to any bidder as to the meaning of the Contract Documents or any part thereof. Any interpretation of the Documents will be made in the form of an Addendum to the Contract Documents, duly issued and a copy of such Addendum will be mailed, delivered, or distributed electronically by facsimile and/or via e-mail to each person receiving a set of Contract Documents. The Borough will not be responsible for any other explanations or interpretations of the Contract Documents or any part thereof.

All Bidders will acknowledge in the space provided for in the Proposal the receipt of all Addenda.

### 1.07 WITHDRAWAL OF BIDS

A Proposal, after having been submitted, may be withdrawn by the Bidder prior to the time set for the opening of bids upon the presentation of a written request for such withdrawal to the Borough Manager. No withdrawal of bids will be allowed after said time even though bids may not as yet have been opened.

### 1.08 RIGHT TO REJECT BIDS

The Borough will determine who is the lowest responsible Bidder upon the basis of the bids submitted, and reserves the right to reject any or all bids, and readvertise if the best interest of the Borough will thereby be promoted; to waive technical defects, if in its judgments the interest of the Borough shall so require.

No Proposal will be considered from any person, firm or corporation, who has defaulted in the performance of any contract or agreement made with the Borough of West Chester or conclusively shown to have failed to perform satisfactorily such contract or agreement.

Proposals which are deemed by the Borough to be incomplete, conditional, or obscure, or which contain additions, erasures, alterations, omissions, or irregularities of any kind may be rejected as informal.

### 1.09 SALES AND USE TAX ACTS

Bidders will make their own independent analysis of Pennsylvania Sales and Use Taxes and the applicability or non-applicability thereof to the materials, supplies, and services to be provided and performed under and as a part of the Contract work. All taxes are to be included in the unit prices bid and the borough will not make any separate payment of taxes.

### 1.10 REFERENCES

All Bidders are required to submit in writing with their bids the names, addresses, and phone numbers of at least three references familiar with the product or service being bid. Failure to submit references may constitute grounds for rejecting your bid.

### 1.11 PAYMENT

All invoices for satisfactory work will be paid within thirty (30) days from the invoice date, unless a prompt payment discount is given, or unless the specifications provide for some other payment schedule. The Borough takes all discounts.

### 1.12 EXCEPTIONS

All exceptions to these bid specifications shall be so stated on the Bid Form.

**SECTION 2**  
**TECHNICAL SPECIFICATIONS**  
**TRASH BAGS**

**1. GENERAL INTENT**

It is the intent of these specifications to describe the purchase of a quantity of plastic trash bags by the Borough of West Chester.

**2. SPECIFICATIONS**

Size—40" wide x 48" long, 40 gallon plastic trash bags, minimum of 2.7 mils thick, minimum weight of 34.5 lbs. per 100 bags. **Bags less than 2.7 mils thick will not be considered for this contract. Please do not submit them. Finished product size must be 23" wide with pleat x 48" long when laid flat.** Any company that does not submit a sample bag for our inspection will be automatically disqualified. **Bags shall be free of any unmelted polymer or impurities which would cause a weakness in the material.**

Each vendor shall provide the following specifications for the bags which they bid:

1. Tensile strength/elongation at break—(Minimum requirement: 4,000 psi (each direction))
2. Tear strength—(Minimum requirement: 300 gms. MD and 500 gms. TD)
3. Impact strength—(Minimum requirement: 300 gms.)

**These specifications will be used in evaluating bids. The figures provided will become part of the specifications for any awarded contract; and, any bags which do not meet these specifications will be returned at a full refund.**

**Color—Royal Blue, deep tone color, semi-opaque (very lightly tinted or transparent bags are not acceptable).**

**Quantity—Bidders shall quote a price on 100,000 bags to meet specifications.**

**Ties—Ties must be a minimum of 6" long and encased in plastic.**

**Seals—Bidders should provide pricing on only the Gusset Seal bag. No other seal is acceptable.**

Each bag should be imprinted in white with the words "BOROUGH OF WEST CHESTER" (minimum 2 inch letter height).

Bags shall be pre-cut and folded with in a box (at least ¼ inch thick that will not crush with the weight of the bags) in a standard quantity of 100 bags per box. Bags shall be packaged in a sturdy cardboard box.

Bags shall be produced from polyethylene, homopolymer resin, and contain a minimum quantity of 50% Hexene resin blend to aid in strength.

**Twist ties must be provided with each box of bags.** The quantity of twist ties shall be equal to or greater than the quantity of bags. Twist ties shall be a **minimum of 6" long** and wire encased in a **plastic** covering and shall be perforated for easy separation.

### **3. SAMPLE**

Each bidder must submit at least one (1) complete sample bag with bid response. The sample should be the exact replica of the bag that is being bid by the vendor (with the exception of the required color and wording).

### **4. EXCEPTIONS**

Each bidder may state exceptions to the specifications listed. Such exceptions must be listed on the green exception pages. The Borough retains the right to examine the exceptions and to accept or reject any bid with exceptions. **Bidders may not take exception to the 2.7 mil thickness requirement.**

### **5. DELIVERY**

Delivery shall be made to the Borough of West Chester Department of Public Works located at 205 Lacey Street, West Chester, PA 19382-3733 (phone 610-696-5282). The first shipment must be received on May 17, 2006 and will consist of 50,000 bags. The second (final) shipment of 50,000 bags will be delivered to the same location on September 13 2006. There will be no exceptions to these delivery dates.

### **6. REFERENCES**

Bidders must include three references indicating name of reference, address, telephone number, and contact person.

### **7. BID PRICE AND AWARD**

Bidders shall quote a price per bag as well as total price. Bid award shall be based on price per bag. The Borough retains the right to award the contract for any options or exceptions submitted. The Borough further reserves the right to utilize past performance, experience, and references for the successful award and completion of this contract. Bid prices shall include all costs including bonds, delivery, items specified and any other costs associated with the provisions of these subsections.

### **8. ADD-ALTERNATE (SCENTED BAGS)**

Bidders may state an alternate bid for bags that are scented with a natural insect-repellent additive. While the Borough prefers a citronella additive, bidders are not required to modify the chemical composition of the product currently manufactured. However, additives shall be natural, non-toxic and must not contain DEET. All other previously mentioned bag specifications apply to this alternate bid.

PROPOSAL

To the Borough of West Chester, Municipal Building, 401 East Gay Street, West Chester, PA 19380:

1. The undersigned, having familiarized themselves with the conditions affecting the cost of the work, and with the Contract Documents (which includes the Invitation for Bids, Information to Bidders, the Proposal Form, Addenda (if any) and Technical Specifications, as prepared by the Borough of West Chester, and on file at the Department of Public Works, 205 Lacey St., West Chester, PA 19382, hereby proposes to furnish and deliver:

100,000 PLASTIC TRASH BAGS

in accordance with the above listed documents, at and for the prices listed on Attachment #1, for the items listed on the attachment.

2. In submitting this Bid, the Bidder understands that the right is reserved by the Borough of West Chester to reject any and all Bids. If written notice of the acceptance of this bid is mailed, telegraphed, or delivered to the undersigned within sixty (60) days after the opening thereof, or at anytime thereafter before this bid is withdrawn, the undersigned agrees to proceed with furnishing the materials and to confirm the contemplated time of delivery of the work within ten (10) days, following receipt of the purchase order.
3. Security in an amount equal to ten percent (10%) of the total bid in the form of a Certified Check or Bank Draft, payable to the Borough of West Chester, negotiable U.S. Government Bonds (at par value), or a satisfactory Bid Bond executed by the bidder and an acceptable surety, is submitted herewith in accordance with the Instructions to Bidders.
4. The Bidder is prepared to submit a financial and experience statement upon request.

DATE 31 March 2006

Company name and address:

**ALL AMERICAN POLY**

~~ALL AMERICAN POLY~~  
~~ATTN: BID DEPARTMENT~~  
~~40 TURNER PLACE~~  
~~PISCATAWAY, NJ 08854~~

Telephone: PHONE # 732-752-3200 xt 1124

Fax: FAX # 732-752-2305

Signature: 

Print Name Here: Luz Gomez

Title: BID AGENT

5. Signatures must be written in ink.
6. Borough Council reserves the right to waive informalities in the bidding and to reject any or all bids as they may deem best for the interest of the Borough.
7. Bidders shall detail any and all exceptions to the specifications. Any bids submitted without such information will be considered unresponsive and will be rejected.
8. Copies of sales literature, describing the materials that the bidder proposes to provide, may be provided with the bid.
9. Bidder has enclosed the required sample bag(s) as part of this bid.
10. Bidder has attached references as indicated in Section 1-10.
11. Requested information on scented trash bags is enclosed, if so available by the bidder.
12. Addendum No., and Date of receipt: None  
None

PROPOSAL FORM  
ATTACHMENT #1

Bid Opening: Tuesday, April 4, 2006, at 2:00 PM.

Borough of West Chester  
401 East Gay Street  
West Chester, PA 19380

FOR THE PROVISION AND DELIVERY OF PLASTIC TRASH BAGS IN ACCORDANCE WITH THE SPECIFICATIONS AND CONTRACT DOCUMENTS.

<u>ITEM</u>	<u>QUANTITY</u>	<u>UNIT PRICE</u>	<u>TOTAL PRICE</u>
Trash Bag	100,000	\$0.3039 per bag <i>100 bags per case</i>	\$ 30,390.00
Write Total Bid Price Here: <u>thirty thousand three hundred ninety</u> <u>and zero cents</u>			

Add-Alternate (Scented Bags)

<u>ITEM</u>	<u>QUANTITY</u>	<u>UNIT PRICE</u>	<u>TOTAL PRICE</u>
Trash Bag	100,000	\$	\$
Write Total Add-Alternate Bid Price Here: <u>NIA</u>			

Bid Security Enclosed herewith is a (Certified Check) (Bid Bond) in the amount equal to ten percent (10%) of bid.

ALL AMERICAN POLY  
ATTN: BID DEPARTMENT  
40 TURNER PLACE  
PISCATAWAY, NJ 08854

ZEKE ROSENWASSER  
BID DIRECTOR

E-MAIL: [zeke@allampoly.com](mailto:zeke@allampoly.com)

PHONE # 732-752-3200 xt 1124

FAX # 732-752-2305

PROPOSAL FORM  
ATTACHMENT #2

List all exceptions to the Technical Specifications here. If no exceptions are taken, write "no exceptions".

PAGE

SECTION

DESCRIBE EXCEPTION

*no exceptions*

March 30, 2006

Ms. Jessica Cook, Store Manager  
Wawa Store  
Wilmington Pike at Rhoades Ave.  
West Chester, PA 19382

Dear Ms. Cook,

Thank you for your interest in being a distributor of West Chester Borough disposal bags for our waste collection program. Effective July 1, 2006 the Borough of West Chester will require Borough residents to place extra municipal waste into special Borough disposal bags. It is our intent to have local retail outlets, such as your store, provide the bags to residents at a unit price of \$2.50 each.

The system would simply work like this:

1. Your store would place an "order" for a certain number of cases.
2. Borough disposal bags sell to residents for \$2.50 each.
3. Retailers will be invoiced for bags at \$2.45 each.
4. Bags are pre-packaged from our supplier in cases of 150 bags, and will be delivered to you in the same packaging.
5. In it your responsibility to store the bags in a secure place since the bags do have some value.

#### Ordering and Delivery

- a. Deliveries will be made on Thursdays
- b. All order changes must be received by the close of business the day before delivery.
- c. Invoices for deliveries will be mailed to you (\$367.50 per case).

The Borough is currently acquiring a bulk order of bags, and we anticipate our stock arriving in late April or early May 2006. We will contact you in late May to

arrange the first delivery. In the mean time, we will advertise on the Borough website, the spring issue of the Borough Newsletter and in miscellaneous publications that your store will be a local provider of Borough disposal bags.

If you are in agreement with the terms and conditions outlined above, kindly sign a copy of this letter and return it to my attention. Please do not hesitate to contact us should you have any questions regarding the above information, and thanks once again for your participation.

Sincerely,

Robert Wilpizeski  
Director of Public Works

I agree to the terms and conditions outlined above.

\_\_\_\_\_  
Jessica Cook

\_\_\_\_\_  
Date

**WEEKLY STATEMENT  
Borough of West Chester  
401 East Gay Street  
West Chester, PA 19380**

Wawa, Inc.  
260 W. Baltimore Pike  
Wawa, PA 19083  
Attn: Accounts Payable Dept.

**Week Ending 07/07/08**

<b>Store #</b>	<b>Invoice #</b>	<b>Invoice Date</b>	<b>Amount of Invoice</b>
25	25-07	7/7/2008	\$0.00
278	278-07	7/7/2008	\$0.00
	<b>Total</b>		<b>\$0.00</b>

**X** \_\_\_\_\_

Meghan Fogarty  
Solid Waste and Recycling Coordinator  
Borough of West Chester  
[mfogarty@west-chester.com](mailto:mfogarty@west-chester.com)  
610.696.5282

---

---

**APPENDIX D**  
**PAYT Bag Fee Calculator**

# PAYT BAG FEE CALCULATOR

These tables are designed to assist the municipality in developing a rate structure for a proposed Pay-As-You-Throw (PAYT) program. In Part I, estimate the amount of waste you will be collecting under PAYT. In Part II, estimate program costs and the cost of associated programs. Then estimate the per container price needed to meet the program costs in Part III. Validate the calculated rate by determining if the price creates the correct balance between costs and revenues.

## Part I: Estimating Waste Collection

<b>1. Current Waste Collection</b>		
_____	÷	_____ = _____
Tons of MSW collected in the base year	Current number of community residents in the base year	Tons of MSW per resident

<b>2. Community Growth</b>		
_____	X	_____ = _____
Tons of MSW per resident in the base year	Estimated number of residents in the projection year	Annual MSW tonnage expected in the projection year without PAYT

<b>3. Waste Collection Under PAYT</b>			
100 - _____	% = _____	X _____	= _____
Percentage decrease in MSW <b>expected</b> under PAYT	MSW reduction multiplier (percent as a decimal)	Annual MSW tonnage expected without PAYT (from I-2)	Annual MSW tonnage expected under PAYT
_____ ÷ 12 = _____			
Annual MSW tonnage expected under PAYT	Tons of MSW expected per month under PAYT		

Source: dep.state.ct.us (modified by GF, 2006)

## Part II: PAYT Costs

Before calculating costs, you need to have already made some key financial assumptions. For instance, do you intend to include all costs associated with collection and disposal of MSW and recyclables, or a portion of those costs in the PAYT program? If you are only including a portion of those costs in the PAYT program, which costs are they?

After making these assumptions, use this section to estimate your monthly MSW and recyclables fixed and variable costs under the PAYT program in your projection year. Be sure to take into account the anticipated reduction of MSW when estimating costs. (For composting/yard waste collections or other supplementary programs, copy the next page and use it to estimate their costs.)

If you contract out for some or all of these services, enter this cost under the “contractor fees” line. Combine these costs at the end of this section to estimate the total cost of PAYT and your supplementary programs.

Fixed and variable costs can include the costs described on the worksheet. However, if you are not employing a full-cost accounting approach to your PAYT program and have made a determination that you will not be including all costs associated with MSW collection and disposal in the PAYT program, you may not need to include all these costs in your analysis. Note also that many of the costs described below apply to municipalities that perform municipal collection. Many municipalities contract collection out to a private hauler, or residents may contract with a hauler directly. In those cases, many of these costs will not apply.

Do not forget to include transportation costs to a transfer station, or from a transfer station to the final disposal site. If your municipality operates a drop-off center and/or transfer station, estimate its fixed and variable costs below as well.

This information can be gathered from:

- Public works department
- Town Treasurer
- Office of the chief elected official
- Resource Recovery Facility and recycling processing center that processes the materials generated by your municipality
- Tax assessor’s office

**1. Fixed MSW Collection and Disposal Costs Per Month (if applicable)**

Physical facilities (e.g. maintenance, mortgage utilities)	\$ _____
Salaries and benefits (labor costs that remain fixed regardless of quantity of MSW collected)	\$ _____
Vehicle Amortization	\$ _____
Vehicle maintenance (vehicle maintenance costs that remain fixed regardless of quantity of MSW collected)	\$ _____
Vehicle operating costs (vehicle operating costs that remain fixed regardless of quantity of MSW collected)	\$ _____
Contractor Fees (if any)	\$ _____
Other fixed costs	\$ _____
<b>Total Fixed MSW Collection and Disposal Costs Per Month</b>	<b>\$ _____</b>

**2. Variable MSW Collection and Disposal Costs Per Month (if applicable)**

Salaries and benefits (labor costs that vary with the amount of MSW collected)	\$ _____
Vehicle Maintenance (vehicle maintenance costs that vary with The amount of MSW collected)	\$ _____
Vehicle operating costs (vehicle operating costs that vary with Amount of MSW collected)	\$ _____
Contractor Fees (if any)	\$ _____
Tipping Fees	\$ _____
Other Variable Costs	\$ _____
<b>Total Variable MSW Collection and Disposal Costs Per Month</b>	<b>\$ _____</b>

**3. Total MSW Collection and Disposal Costs per Month**

_____	+	_____	=	_____
Total Monthly fixed MSW Collection and Disposal Costs (from II-1)		Total Monthly Variable Collection and Disposal costs (from II-2)		Total Monthly MSW Collection and Disposal cost under PAYT

**4. Fixed Recycling Collection and Processing Costs Per Month**

Physical facilities (e.g. maintenance, mortgage utilities)	\$ _____
Salaries and benefits (labor costs that remain fixed regardless of quantity of recyclables collected)	\$ _____
Vehicle Amortization	\$ _____
Vehicle maintenance (vehicle maintenance costs that remain fixed regardless of quantity of recyclables collected)	\$ _____
Vehicle operating costs (vehicle operating costs that remain fixed regardless of quantity of recyclables collected)	\$ _____
Contractor Fees (if any)	\$ _____
Education/Promotional Costs	\$ _____
Other fixed costs	\$ _____
<b>Total Fixed Recycling Costs Per Month</b>	<b>\$ _____</b>

**5. Variable Recycling Collection and Processing Costs Per Month**

Salaries and benefits (labor costs that vary with the amount of recyclables collected)	\$ _____
Vehicle Maintenance (vehicle maintenance costs that vary with the amount of recyclables collected)	\$ _____
Vehicle operating costs (vehicle operating costs that vary with amount of recyclables collected)	\$ _____
Contractor Fees (if any)	\$ _____
Tipping Fees	\$ _____
Other Variable Costs	\$ _____
<b>Total Variable Recycling Costs Per Month</b>	<b>\$ _____</b>

**6. Total Recycling Collection and Processing Costs per Month**

_____ + _____ = _____		
Total fixed Recycling per month (from II-4)	Total Variable Recycling costs per month (from II-5)	Total Monthly Recycling costs under PAYT
_____ - _____ = _____		
Total monthly recycling costs under PAYT (from II-6)	Net Revenue from sale of recyclables per month	Adjusted total monthly recycling costs under PAYT

## 7. Total Cost of PAYT and Complementary Programs

Total Monthly MSW collection and Disposal costs under PAYT (From II-3)	\$ _____
Adjusted total monthly recycling costs under PAYT (From II-6)	\$ _____
Other monthly complimentary Programs, if any	\$ _____
<b>Total monthly cost of PAYT and Complementary Programs</b>	<b>\$ _____</b>

Source: dep.state.ct.us (modified by GF, 2006)

### Part III: PAYT Revenues

This section estimates the per-bag/container price needed to meet your program's costs. These prices will be dependent on two things. First, the type of program you have identified as being the best for your municipality and second, the assumptions you have made regarding what specific costs you wish the PAYT program to cover.

If you have selected either bags or containers for your program, be sure to use more than one size bag and container in your estimates. For instance, a 33-gallon bag will hold approximately 25 lbs. of waste, while a 20-gallon bag will hold a little more than half that. If you are choosing containers, you might want to contact planners in communities that are using containers of similar sizes for help with this estimate.

Once you have identified the size bags/containers you will be using in your program, perform the calculations below separately for each container. You can check with other communities or weigh a random sampling of several filled containers and use the average weight for this calculation.

<b>1. Container Selection and Capacity</b>		
Container Selection	_____	Cans, Bags, Tags, or Stickers
Volume of Selected Container	_____	Gallons
Convert container capacity to weight	_____	Tons
<b>2. Estimated Per-Container Price</b>		
_____ + _____ = _____		
Tons of MSW expected per month under PAYT (from I-3)	Weight per container (From III-1)	Number of containers per month
_____ - _____ = _____		
Total monthly cost of PAYT and complimentary programs (from II-7)	Number of containers per month	Estimated price per container

Source: dep.state.ct.us (modified by GF, 2006)

## Part IV: Finalizing the PAYT Per Bag Rate

The PAYT rate per-bag/container should cover your estimated costs. Keep in mind the per-bag/container price is based on program costs in the projection year (once your program has reached a reasonably steady and higher diversion rate). Before the PAYT program maximizes diversion the municipality can expect greater waste collection amounts and corresponding disposal fees. Speak with near-by PAYT communities to obtain data on whether costs were greater or less in the two years before reaching a steady-state. Consider these factors carefully and adjust your per-bag/container price to create a balance between reasonable fees and covering your costs completely. Make sure your per bag fee sends a strong enough waste reduction incentive (financial) to residents. Enter the revised per-bag/container price below.

**Revised price per container**

\$ \_\_\_\_\_

Source: dep.state.ct.us (modified by GF, 2006)

---

---

**APPENDIX E**  
**PAYT Advantages and Disadvantages Table**

<b>Collection Unit</b>	<b>Advantages<sup>(1)</sup></b>	<b>Disadvantages<sup>(1)</sup></b>
<b>Bag Programs</b>	<ul style="list-style-type: none"> <li>- Easy for residents to understand.</li> <li>- Lower distribution, storage, and inventory costs.</li> <li>- Inexpensive to implement.</li> </ul>	<ul style="list-style-type: none"> <li>- Uncertain revenues as citizens purchase on an as-needed basis.</li> <li>- Potential for bag to rip or may be incompatible with automated collection systems.</li> <li>- Bags are not reused and, unless recycled, contribute to the waste stream.</li> <li>- Bags can be torn by animals.</li> </ul>
<b>Sticker/Tag Programs</b>	<ul style="list-style-type: none"> <li>- The cost of producing stickers/tags for sale to residents is cheaper than bags.</li> <li>- Easy for residents to understand.</li> <li>- Inexpensive to implement.</li> </ul>	<ul style="list-style-type: none"> <li>- Potential for poor sticker adhesion in bad weather and possible counterfeiting.</li> <li>- Uncertain revenues.</li> </ul>
<b>Variable Can or toter System</b>	<ul style="list-style-type: none"> <li>- Constant revenue stream.</li> </ul>	<ul style="list-style-type: none"> <li>- Little flexibility between container sizes. Citizen must lower collections needs to a reduced can size.</li> <li>- Need method to deal with waste beyond subscription level like bulky items or extra waste such as on holidays.</li> <li>- Higher start-up costs for can purchase.</li> <li>- May require specialized equipment.</li> <li>- Higher administrative costs for storage of cans, distribution, and billing.</li> </ul>
<b>Weight-Based Program</b>	<ul style="list-style-type: none"> <li>- Citizen realizes immediate savings from reduction.</li> </ul>	<ul style="list-style-type: none"> <li>- High equipment demands for trucks outfitted with certified weighing devices and equipment to record weights and addresses.</li> <li>- At staffed drop-off centers, requires more staff time to weigh garbage.</li> <li>- Specialized curbside or drop-off equipment.</li> <li>- Higher start-up costs.</li> </ul>
<b>Pricing Systems</b>	<b>Advantages</b>	<b>Disadvantages</b>
<b>Variable Pricing (True PAYT)</b>	<ul style="list-style-type: none"> <li>- A substantial waste reduction incentive.</li> <li>- Minimal administration</li> </ul>	<ul style="list-style-type: none"> <li>- More difficult to set rates.</li> <li>- Some risk associated with not recovering all program costs.</li> </ul>
<b>Hybrid or Two-Tiered or Multi-tiered Pricing</b>	<ul style="list-style-type: none"> <li>- Guaranteed recovery of fixed costs.</li> <li>- Rates setting is not as complicated as fully-variable.</li> <li>- Can reduce incentive to dump illegally</li> <li>- Requires little or no financing changes to implement.</li> </ul>	<ul style="list-style-type: none"> <li>- If the additional unit charge is low it may decrease the waste reduction incentive.</li> <li>- Billing may complicate administration and setting up convenient bag distribution will still be needed</li> </ul>

(1) The advantages and disadvantages shown are often relative comparisons with the various types of PAYT programs that are presented in the table.