

**SWANA RECYCLING
TECHNICAL ASSISTANCE STUDY**

FINAL REPORT

**THORNBURY TOWNSHIP,
CHESTER COUNTY PENNSYLVANIA**

CONTRACTED WASTE AND RECYCLING PROGRAM STUDY



GANNETT FLEMING, INC.



HARRISBURG, PENNSYLVANIA

July 2008

**SWANA RECYCLING
TECHNICAL ASSISTANCE STUDY
FINAL REPORT**

**THORNBURY TOWNSHIP
CONTRACTED WASTE AND RECYCLING PROGRAM STUDY**

Table of Contents

	<u>Page</u>
EXECUTIVE SUMMARY	2
1.0 INTRODUCTION.....	5
1.1 Scope of Work.....	5
2.0 BACKGROUND	5
2.1 Waste and Recyclables Markets.....	6
2.2 Common Waste Collection Alternatives.....	7
3.0 DEFICIENCIES OF THE EXISTING INDIVIDUAL SUBSCRIPTION SYSTEM.....	8
3.1 Ordinances and Agreements.....	9
4.0 ADVANTAGES AND DISADVANTAGES OF A SINGLE HAULER CONTRACT WASTE COLLECTION SYSTEM	9
4.1 Advantages	9
4.2 Disadvantages.....	11
5.0 PRELIMINARY COST ANALYSIS.....	11
5.1 Reduction in the Bottom Line Trash Bill	11
5.2 Revenues from Sale of Recyclables	15
6.0 SURVEYS AND EDUCATION FOR A CONTRACT WASTE SYSTEM	15
7.0 RECOMMENDED WASTE COLLECTION AND RECYCLING STRUCTURE.....	17
7.1 General Structure.....	17
7.2 Administration.....	18
7.3 Waste Structure	19
7.4 Recycling Structure	21
7.5 Education.....	22
7.6 Enforcement	22
7.7 Record Keeping.....	23
7.8 Program Evaluation.....	23
8.0 PROGRAM RECOMMENDATIONS.....	23
8.1 General Recommendations.....	24
8.2 Bidding Process.....	25
9.0 CONCLUSIONS	25

APPENDICES

- Appendix A** – PADEP Notification of Act 140 Non-compliance
- Appendix B** - Waste Hauler Survey
- Appendix C** – Chester County Processing and Marketing Agreement (CCPMA)
- Appendix D** – Advantages and Disadvantages of a Contracted, Single Hauler Waste System
- Appendix E** – Draft Residential Survey for Waste/Recycling Collection
- Appendix F** – Environmental Synopsis Newsletter, June 2008
- Appendix G** – Uwchlan Township Rules and Regulations Resolution

SWANA RECYCLING TECHNICAL ASSISTANCE STUDY

EXECUTIVE SUMMARY

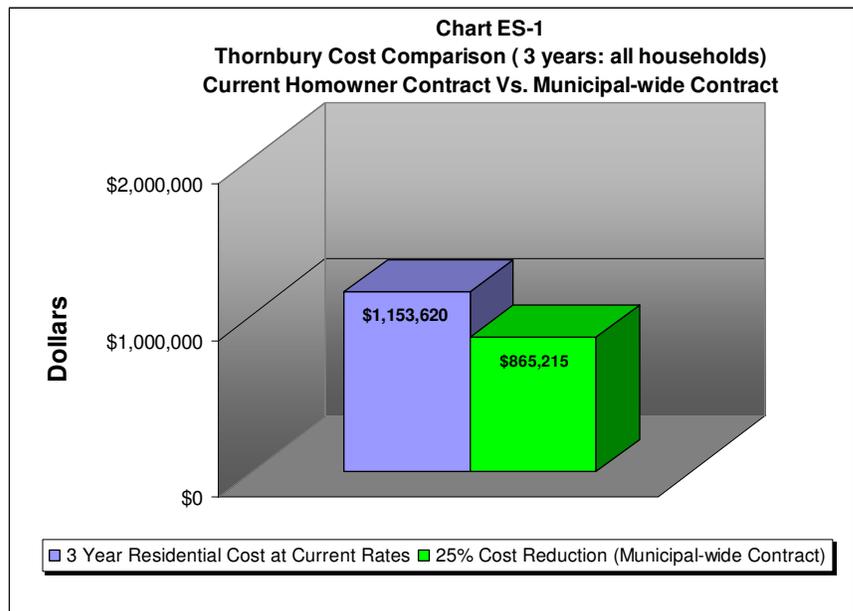
**THORNBURY TOWNSHIP
CONTRACT-BASED WASTE AND RECYCLING PROGRAM STUDY**

Under the Pennsylvania Recycling Technical Assistance Program, Thornbury Township requested assistance from Gannett Fleming (GF) to provide assistance with understanding options, costs, advantages and disadvantages with implementing a program to manage waste and recycling that will comply with Pennsylvania Department of Environmental Protection (PADEP) Act 101 and Act 140 requirements.

Notification of non-compliance with Act 140 was provided to the Township by the Department of Environmental Protection (PADEP) in October, 2007. This notification is included as **Appendix A**. Non-compliance issues included the lack of an ordinance to require that all residents have waste and recycling collection, the lack of an enforcement program and missing educational requirements.

GF gathered data on waste haulers in the Township and recycling markets in the region. An overview of this hauler survey is found in **Appendix B**. Weekly waste collection costs range from **\$348 to \$439 per year**. Local recyclables markets have the capability and capacity to process recyclables generated in the Township. The **Chester County Processing and Marketing Agreement (CCPMA)** establishes set pricing (per ton) for recyclables generated by Chester County municipalities that participate in the program.

GF has determined that Thornbury Township currently utilizes an individual subscription system for refuse collection. GF recommends utilizing a municipal-wide contract system to meet the needs of the community and PADEP requirements. Examination of the background and demographics of the Township also indicate that an integrated approach, combining waste collection with recyclables collection would be the most beneficial and economically feasible.



GF estimates that residential trash bills can be **reduced by 20-35 percent** via a municipal-wide contract. **Charts ES-1** below demonstrates potential cost savings as reflected for the entire Township over a typical three year contract period. The actual cost savings will be verified by the Township when a hauler is selected during the bid process. Residents that do not currently

subscribe and pay for trash service will be billed under the new collection system. **The three year contract savings for all households would be over \$288,000 or equivalent to \$293 per household.**

Through development of bid specifications for waste and recycling service, the Township will clearly define and shape the new municipal waste and recycling program. GF has provided a recommended program structure which can be used as a basis for developing appropriate bid specifications (**Section 6.0**). Aside from the program structure, GF provides the following recommendations for establishing a waste and recycling program that is in compliance with PADEP requirements and benefits the residents and commercial establishments. There is compelling evidence that the establishment of a municipal-wide single hauler contract for waste and recycling services will benefit Thornbury Township economically, environmentally and socially.

Highlighted Recommendations (See Section 7.0):

- **Survey and Educate** - A first step for developing a contracted waste/recycling program is to determine the needs of the residents. GF has provided a draft public survey (**Appendix E**) which can be used to solicit information from residents. A planned educational program should be implemented before, during and after executing a new waste/recycling program. A fact sheet is included in **Appendix D**, which indicates the advantages and disadvantages to a single-hauler waste program.
- **Ordinance** – Mandate all residents to have trash collection and recycling services to fulfill Act 140 requirements. Consider a single Ordinance to regulate residential solid waste collection, residential recycling, commercial recycling and leaf waste collection. Commercial establishments must be mandated to recycle to meet PADEP requirements.
- **Rules and Regulations** - When specific programs details are contained in an Ordinance, it can be time consuming, difficult and costly to revise it. GF recommends that the Township work with a solicitor to develop a separate **Rules and Regulations** document.
- **Ownership and Marketing Recyclable Materials** - It should be clear (in the Ordinance and/or Rules) that waste and recyclables are no longer owned by the property owner or tenant when the material is placed at the curbside. The Township shall be the owner and should participate in the Chester County Processing and Marketing Agreement.
- **Enforcement** - It is recommended the Township enact an enforcement section of the Ordinance by indicating that the Township has the ability to designate an enforcement officer to enforce the program Ordinance and Rules and Regulations.
- **Education** - The Ordinance and/or Rules and Regulations document should cover specific educational requirements. Act 101 and Act 140 require that residents and commercial establishments be subject to educational materials at least twice per year.
- **Reports** - The reporting requirements should be clarified and specify when the hauler must submit reports to the Township and what format they should have.

- **Bidding Process** - A detailed bid specification package should be developed and released. The bid should include a draft contract. Typical single-hauler waste contracts have a three year term with options to renew for one or more years. The final contract should include protections against random surcharges by the hauler, yet give leeway for adjustments like the cost of living. Insurance and bonding requirements should be detailed and enforced.

In conclusion, GF recommends that Thornbury Township implement a municipal-wide, single hauler waste and recycling system. This system should be designed to meet PADEP requirements and bring the Township into compliance with Act 101 and Act 140. A contracted program will enable the Township to be prepared for future needs particularly during rapid population growth and development in the community. With rising fuel prices and cost increases in many other areas of waste management, the residents of Thornbury Township will benefit in the following ways:

- **Reduction of collection costs by 20-35 percent** - Residents pay an average of \$390 per year for refuse collection and some recycling as opposed to the average of \$300 per year in other regional programs with more service.
- **Stabilize costs** over a three to five year period. Under a single-hauler contracted program, GF conservatively estimates that Township **residents will save over \$288,000 over three years.**
- **Increased recycling and participation in the CCPMA may generate approximately \$12,000 to \$15,000 from residential marketed recycling tonnages.**
- **Environmental benefits** (from reduced fuel consumption and emissions) along with improvements to the public health, safety and welfare for the community will be realized.
- **Decreased littering and illegal dumping** (especially bulky wastes).
- **Address environmental responsibility and climate change issues** - Residents are becoming more aware and desire to participate in environmentally responsible practices. Improving environmental stewardship by the Township is an important and timely goal.
- **Minimize enforcement and program administration** by providing a consistent waste management program that is **convenient for residents** and offers a variety of services.

Minimally, the Township will be denied all future Act 101 Recycling Grant funding until it complies with Act 101, Act 140, and other PADEP policies regarding waste collection. To achieve compliance, the Township will need to implement an ordinance(s) and an effective enforcement strategy. This is difficult, if not nearly impossible to do with an individual subscription system. Enforcement is much more feasible in a contract collection program where a single hauling company executes a legally binding service agreement secured by a performance bond. This type of system will also save residents money and provide better services.

**SWANA RECYCLING
TECHNICAL ASSISTANCE STUDY
FINAL REPORT
THORNBURY TOWNSHIP
CONTRACT-BASED WASTE AND RECYCLING PROGRAM STUDY**

1.0 INTRODUCTION

Under the Pennsylvania Recycling Technical Assistance Program, Thornbury Township requested assistance from Gannett Fleming (GF) to provide assistance with evaluating options, costs, and advantages and disadvantages for implementing a single-hauler contracted waste management and recycling system that will comply with Pennsylvania Department of Environmental Protection (PADEP) policies and the Municipal Waste Planning, Recycling and Waste Reduction Act of 1988 (Act 101) and Act 140 requirements.

GF worked with Thornbury Township to develop the following three tasks for this recycling study.

1.1 Scope of Work

- Task #1** Gather and review background information provided by the Township related to existing waste and recyclables program and bid specifications from contractually based waste programs in the area. This task will include review of the relevant ordinances and corresponding regulatory requirements.
- Task #2** GF will develop and recommend a waste and recycling program structure that can be used as a guideline for preparing bid specifications for a contract waste and recyclables collection system. GF will consider the Township's need to maintain compliance with Act 140 during our analysis and recommendations
- Task #3** GF will prepare and provide the Township with a summary report of findings and recommendations. This task includes a review of the report by PADEP and response to PADEP comments. An electronic file of the final report will be submitted to PADEP. Both an electronic and hardcopy version of the final report will be provided to the Township.

2.0 BACKGROUND

Thornbury Township (Township) is located in the eastern portion of Chester County, Pennsylvania. The Township consists of 3.9 square miles and has a population of 2,678 residents according to the 2000 census. Using these parameters, there are 687 persons per square mile in the Township. According to information supplied by the Township, there are 986 households and one apartment complex comprised of 212 units. The Township has three shopping centers that include 36 different businesses and two small schools. According to the U.S. Census Bureau, Chester County's population has experienced a steady population increase, as much as a 10 percent from 2000 to 2006. Thornbury Township continues to expect a similar

growth in population as experienced by the County. The area is part of the Delaware Valley and the suburban Philadelphia region.

Pennsylvania's Act 101 of 1988 mandates municipalities with over 5,000 persons and more than 300 persons per square mile to conduct curbside recycling of at least three materials. Act 140 of 2006 further requires municipalities that receive over \$10,000 in Act 101, Section 904 performance grants to mandate/implement waste and recycling services by ordinance. While not fitting the original requirements of Act 101 for mandated recycling at this time, Thornbury Township must comply with Act 140 requirements. Notification of non-compliance was provided by the Department of Environmental Protection (PADEP) in October, 2007. This letter is included as **Appendix A**. According to PADEP correspondence; the Township demonstrates a lack of:

- Ordinance(s) that require all residents to have waste and recycling collection;
- An ordinance that requires commercial recycling;
- An educational program that notifies residents at least every 6 months about what is recyclable and the resident's responsibilities;
- An educational program for commercial establishments;
- An enforcement program to monitor participation, handle complaints, issue warnings and assess penalties as necessary;
- Sponsorship of a program that addresses illegal dumping and littering;
- A Recycling Coordinator who is responsible for recycling data collection and reporting.

2.1 Waste and Recyclables Markets

Waste collection service in the Township is predominantly private subscription, where residents independently contract with one of several private waste hauling companies. Two townhouse associations are under contract for waste and/or recycling collection. GF gathered anecdotal data on haulers operating in the Township and details of services offered. An overview of this hauler survey is found in **Appendix B**.

Highlights from the Hauler Survey include:

- Weekly waste collection costs range from **\$348 to \$439 per year**.
- Haulers offer recycling service; some with additional costs.
- Set-out limits range from one 96-gallon container to unlimited waste per week.
- Bulky wastes and yard waste collection provisions are available, but not uniform.

Recycling markets will influence the design of the proposed waste management program. Two primary recyclables processing facility types, or “markets”, have emerged in this region: **single-stream processors** and **dual-stream processors**.

Dual-stream system: commingled recyclables (e.g. aluminum and steel cans, bottles, plastic bottles, etc.) are collected and processed as a separate “stream” from other acceptable fiber/paper materials (e.g. newspaper and mixed paper such as envelopes, junk mail, etc). Dual-stream collection vehicles typically have two compartments to separate recyclable streams, which is a cost effective alternate to using two separate vehicles for collection.

Single-stream system: recyclables are collected and processed mixed or combined together (e.g. cans, bottles, plastics, paper and other designated materials). Processing at a single-stream recyclables facility uses a combination of conveyors, manual sorting, mechanical sorting, optical sorting and various types of processing equipment.

Local recyclables markets have the capability and capacity to process recyclables generated in the Township. The near-term outlook for recyclable commodities is favorable, largely due to overseas demand for U.S. generated materials. The BFI Recyclery, located on 372 S. Henderson Rd., in King of Prussia, Pennsylvania, is under contract with Chester County for processing and marketing of recyclables until September of 2009. The **Chester County Processing and Marketing Agreement (CCPMA)** is administered by the Chester County Solid Waste Authority. This marketing arrangement establishes set pricing (per ton) for recyclables generated by Chester County municipalities that participate in the program by executing an intermunicipal agreement with the County to deliver recyclables to the BFI Recyclery. **Beginning in 2008, the BFI Recyclery will accept both single stream and dual stream recyclables.** A copy of the Chester County Processing and Marketing Agreement is included in **Appendix C**. The Chester County Solid Waste Authority has additional information about this recyclables marketing contract.

Other single-stream systems and markets are emerging in the region. RecycleBank LLC is just one example. RecycleBank is designed so that individual residents are rewarded with points based on how much they recycle. These points can be redeemed for discounts or rewards at various commercial establishments. Typically the municipality does not directly benefit economically for the recyclables. The Township should consider allowing for these types of optional recycling programs in a contracted system.

2.2 Common Waste Collection Alternatives

The following is a summary of residential waste and/or recycling collection systems used in the region. Note that commercial establishments are not factored into these descriptions.

Municipal Collection – Waste and/or recyclable collection is conducted by the municipality as a public service. Typically the collection is conducted with labor employed by and vehicles owned by the municipality. Payment is made to the municipality by residents.

Municipality-wide Contract – The entire municipality is collected by a private hauler under a contract system. The municipality administers the contract and the hauler is chosen through a

bidding process. Payment can be rendered by residents to the private hauler or the municipality depending on how the billing system is set up.

Individual Subscription – Each homeowner is required to subscribe for waste and/or recycling services separately. Payment is typically rendered by the resident directly to their vendor. Typically there are several haulers, with separate collection criteria, operating in the municipality on different days unless a collection schedule is enforced via municipal ordinance.

Franchise Bidding – Large municipalities or cities in the U.S. use this system to divide the area into franchise districts. Each district is bid out to private haulers. Payment can be rendered to the municipality or to the district private hauler. Franchise bidding in Pennsylvania is not permitted due to municipal bidding restrictions contained in the municipal laws.

Multi-municipal Bidding – Municipalities can join together via an intermunicipal agreement or through formation of a Council of Governments (COG) to collectively bid for waste and recycling services. Joint bidding usually improves the economy of scale, this reduce the cost per unit for service.

Thornbury Township's waste management program is an individual subscription system and GF believes this system can be fundamentally improved while reducing costs. The Township does not believe it is feasible to begin operation of the waste and recyclables collection program as a public service. GF recommends utilizing a municipal-wide contract system to meet the economic, environmental and social needs of the community and PADEP requirements. The focus of this study will be to further examine a contract system specific to Thornbury Township.

Examination of the background and demographics of the Township favor an integrated approach, combining waste collection with recyclables collection would be the most beneficial. The small amount of recyclable materials would not warrant a separate bid because the cost of collection will only be marginally offset by recyclable revenue. If the Township pulls recyclables out of the waste collection contract, the cost of the recycling program (as a separate component) would likely increase the total cost of the waste management program.

3.0 DEFICIENCIES OF THE EXISTING INDIVIDUAL SUBSCRIPTION SYSTEM

GF has identified deficiencies in the existing individual subscription system for waste management in Thornbury Township. There is multi-hauler route overlap and a wide variability in collection methods and programs. This contributes to inefficient collection and higher cost. Residential trash fees are high when compared to municipalities in the County with single-hauler waste collection services. GF has estimated the average rate for contracted waste and recycling programs in the region at \$300 per year per household as opposed to the \$348 to \$439 range found in the Township. This average may be as low as \$276 per year in other Pennsylvania municipalities with contracted programs. The existing multi-hauler system contributes to public nuisances (noise, traffic, road damage, etc.) and other environmental effects from increased truck traffic. These systems contribute to degraded aesthetics of the community since less than optimal waste management practices persist (e.g. littering, illegal dumping and burning).

Improper waste disposal including burning and dumping are found in the Township and are not easily or actively enforced.

Collection programs used to manage special materials like bulky wastes, tires and white goods are limited and are usually an additional per-item fee charged to residents. This ‘open’ system can contribute to illegal dumping because a portion of households do not pay for and secure a waste hauler for the proper disposal of waste. Therefore, the current system does not promote residential accountability for improper waste disposal. There are few measures and little planning to address increased wastes generated by the current and future growth in Township.

Other major flaws in the individual subscription program include the difficulty in enforcing mandatory collection and documenting the program as required by Act 101 and PADEP policies. These two issues are vital to meeting the PADEP Act 140 requirement.

3.1 Ordinances and Agreements

The Township is required to have solid waste, recycling and other relevant ordinance(s) (e.g. a burning ordinance). With fairly recent emphasis by PADEP related to leaf waste management requirements along with the Act 140 requirements of 2006, the timing is favorable to incorporate leaf/yard waste collection into the ordinance. PADEP has indicated that they will not approve the Township’s future grant applications unless specific ordinance requirements are consistent with Act 140. PADEP may reimburse the cost associated with making the needed revisions to the ordinance through grant funding if available through the Act 101, Section 902 program. The existing Township ordinance will need to be revised to meet PADEP policies. PADEP has indicated that ordinance revisions alone, that are not effectively enforced, will not meet Act 101 and/or Act 140 requirements. In an individual subscription program it will be very difficult to enforce collection system requirements and also difficult to prove the program is being enforced.

4.0 ADVANTAGES AND DISADVANTAGES OF A SINGLE HAULER CONTRACT WASTE COLLECTION SYSTEM

As an alternative to the multi-hauler subscription system, GF examined the advantages and disadvantages of a contractually based, single-hauler waste collection system.

4.1 Advantages

This list of advantages has been derived through ongoing experience, observations, bid specification development and studies GF has conducted of Pennsylvania municipal waste management systems. It is noted that most individual hauling companies can and do competently perform trash collection and hauling services, however, the advantages of a single hauler contract exhibit great advantages over a multi-hauler system. **Appendix D** includes advantages and disadvantages of a contracted, single hauler waste collection system which may be used as a stand alone educational tool. The following are advantages to a contracted, single-hauler waste collection system:

Cost Reduction

- On average, the cost-per-household can be lowered by 20-35 percent;
- Reduction in the cost associated with effective program education;
- Manages and stabilizes costs for the Township residents over a three to five year term;
- An administrative fee can be recovered for costs like education and billing.
- Opportunity to recover revenue from recyclables instead of giving recyclable revenue to multiple haulers;

Waste Service

- Increases levels, types and quality of services offered to residents;
- Assures municipal-wide participation in refuse collection at a fair, affordable cost.

Trash Trucks & Nuisance Reduction

- Decreased number of trucks will increase collection efficiency;
- Reduces street/infrastructure damage;
- Reduces emissions and gas consumption;
- Minimizes collection schedule confusion;
- Improves residential safety through decreased truck traffic.

Program Participation and Compliance

- Simplifies participation and minimizes (not eliminates) enforcement required;
- Facilitates program enforcement and dispute resolution through a contract with hauler.

Community

- Improves community appearance/aesthetics through use of consistent containers for both recycling and trash plus the proper recovery of materials that can become litter;
- Enhances municipal oversight of the community's safety, health and welfare;
- Comprehensive services correlate to a reduction in illegal dumping/trash accumulation.

Recycling

- Increases quantity of recyclables diverted from the landfill;
- Improves accuracy and manageability of recycling data and reporting;
- Leaf waste collection can be included;
- Increases revenue from marketed recyclables.

Managed Competition

- Hauler competition is preserved and managed through periodically bidding for specific services;
- Municipal officials can be responsive to residential needs by making service adjustments during the re-bid process.

Administration, Billing Options and Other Opportunities

- Simplifies effective program administration;
- Billing options determined by Township;
- Bid specifications can be included to address special needs customers and the elderly;
- Low-volume discounts can be included.

4.2 Disadvantages

In comparison with a multi-hauler waste collection system there are very few disadvantages to contractually-based waste management program. Disadvantages or barriers can include:

- Some increase in oversight and program involvement required by the Township as compared to the low-level of involvement in the individual subscription system;
- Small haulers may not be able to or desire to provide a comprehensive waste and recycling program, hence they will be limited from the competition;
- Public resistance to change and uninformed, negative media can hinder the process;
- Political barriers can be a disadvantage since political dynamics and public resistance may cause a lack of support and failure to proceed with implementing a new system.
*Barriers can be minimized through a carefully planned media and education campaign.

5.0 PRELIMINARY COST ANALYSIS

GF conducted a preliminary cost analysis that includes cost savings achieved through a reduced municipal-wide, contracted trash system.

5.1 Reduction in the Bottom Line Trash Bill

GF estimates that residential trash bills can be **reduced by 20-35 percent** via a municipal-wide contract. The cost savings range varies for each municipality but has been verified through local and statewide case studies, discussions with waste haulers, and by comparing the average trash bill paid currently by Township residents with trash bills in nearby contracted collection

programs. The actual savings (compared to the current system) will be influenced by a number of factors associated with the bidding process:

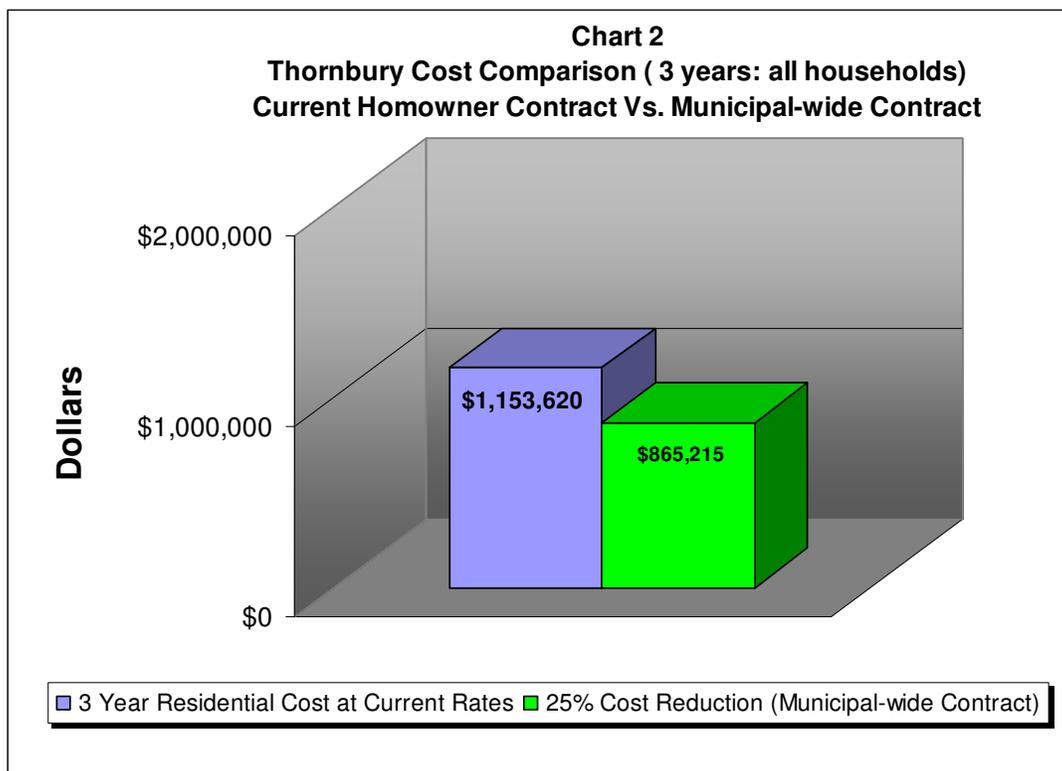
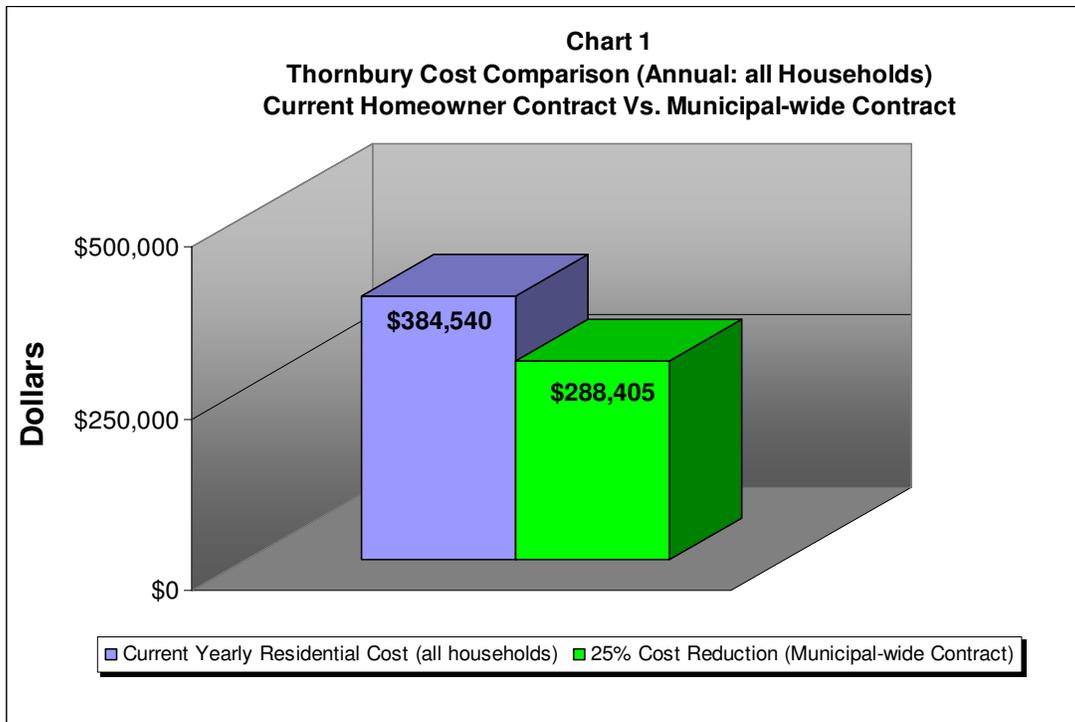
- services specified;
- hauler requirements;
- number of households and/or commercial units;
- household density;
- respective hauling routes;
- economic variables (e.g. fuel prices and distance to processors);
- waste tip fees and recycling markets included in the bid;
- billing arrangements;
- administrative fee.

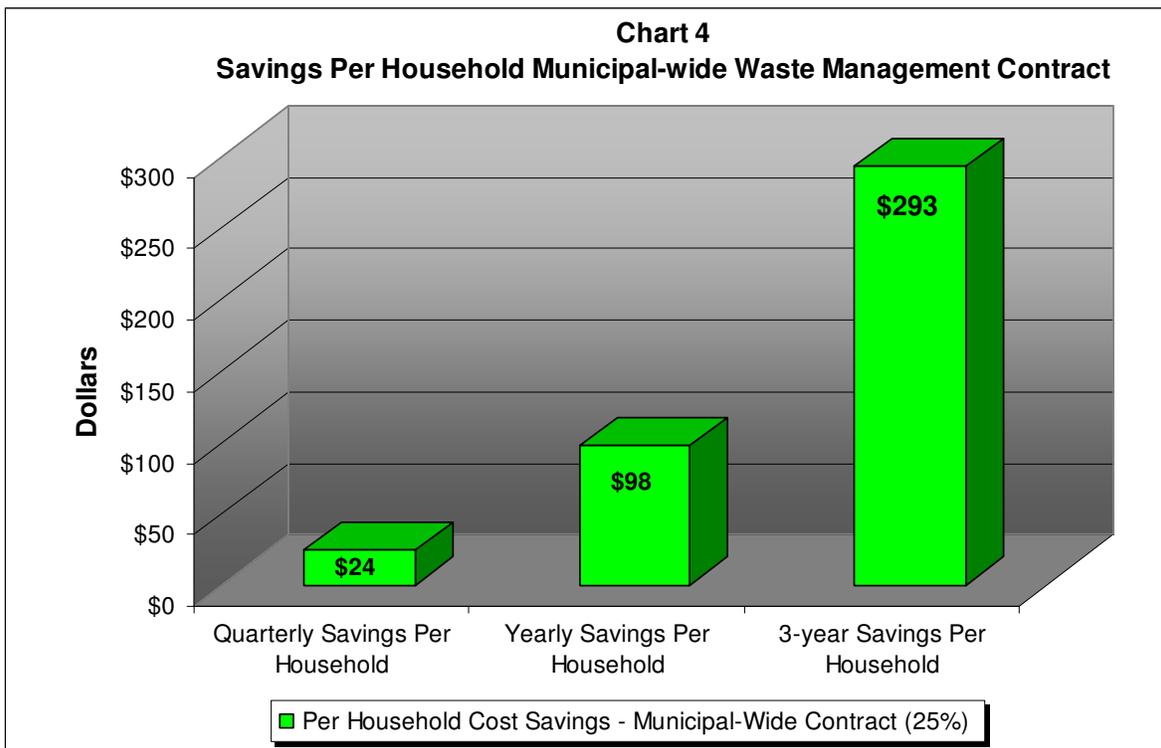
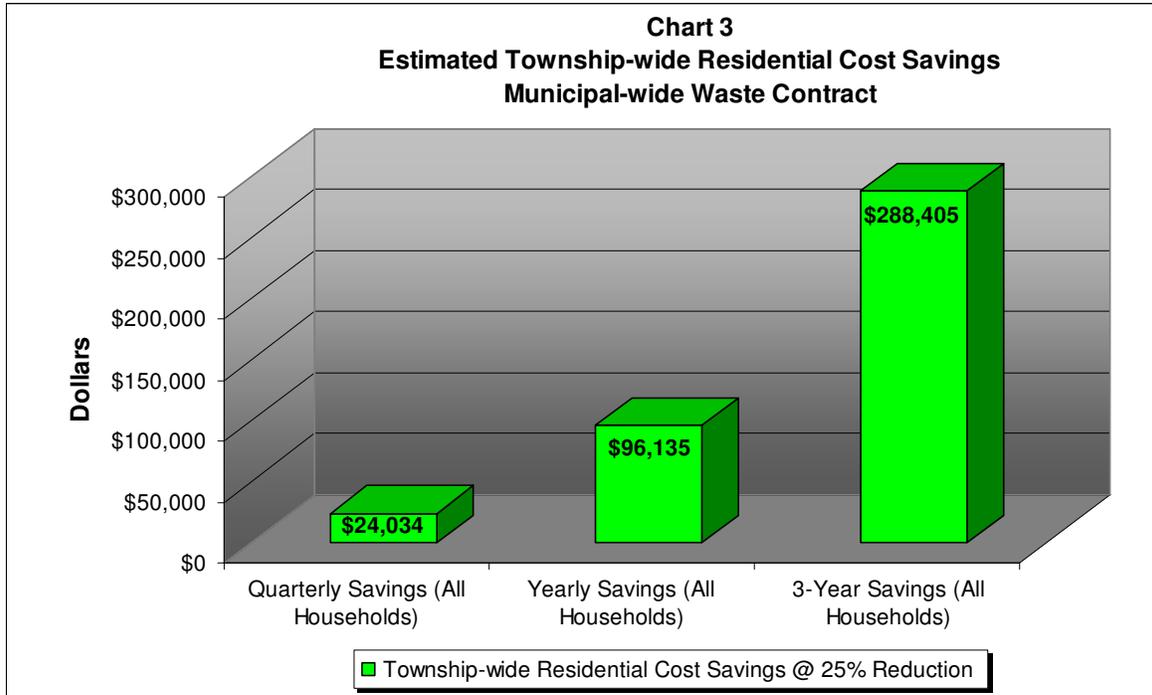
Residents in the Township currently pay a broad spectrum of prices depending on their selected hauler and service package. Under the new contracted program, all households will pay the same fee. Therefore, the total savings will vary among households depending on what they are currently paying for service.

Charts 1-4 below demonstrate potential cost savings as reflected in an average reduced residential trash bill. The actual cost savings will be verified by the Township when a hauler is selected during the bid process. Residents that do not currently subscribe and pay for trash service will be billed under the new collection system.

According to Township officials, there are **986 single family households**. Reports from residents within the Township and surrounding townships indicate that the current average cost for weekly trash and recycling service is approximately **\$390 per year** (refer to the Hauler Survey in **Appendix B**). Some residents pay considerably more and some pay considerably less. For this analysis, GF assumed that all 986 households will participate in a contract system and that a 25 percent cost reduction will be realized through the bid and hauler contract process to provide this cost analysis. There is a 212 unit apartment complex and other residential homes under an existing waste collection contract. The contracted complex and units are not included in this cost analysis. However, these units should be included in the bid for services to improve the economies of scale unless a binding legal waste contract prevents this allowance. There are 36 small to medium-sized businesses and two small schools that could be incorporated into the municipal-wide contract. These schools and business units are not reflected in our cost analysis. Those residents who pay more than \$390 per year for services will see a greater savings than portrayed in this cost analysis.

Chart 1 shows the annual average current cost paid for all households is \$384,540 and this cost can be lowered to \$288,405; an estimated Township-wide **savings of over \$96,000 per year**. **Chart 2** estimates the municipal-wide savings over a three-year contract term is approximately **\$288,400**. **Chart 3** breaks out quarterly, yearly and 3-year savings for all households. **Chart 4** shows the savings per household; the average resident (paying \$390 per year now) will **save nearly \$300 over a three year contract period**. Note: some calculations are rounded.





5.2 Revenues from Sale of Recyclables

The market values for recyclables is highly variable, however, spurred largely by the unquenchable demand for U.S.-generated recyclables by India and China, the recyclables markets in Pennsylvania have continued to remain strong. Revenue from the sale of these recyclables should benefit the Township and be factored into a Township-wide contract with a private hauler. With the recyclables marketing arrangement in place and administered by the Chester County Solid Waste Authority, Thornbury Township can generate additional revenue by directing recyclables to the BFI Recyclery through the Chester County Processing and Marketing Agreement (See **Appendix C**). Chester County municipalities participating in this marketing contract are receiving \$20,000 to \$50,000 annually for recyclables. Thornbury Township reported over 580 tons of residential recycling in 2006. According to the CCPMA Recycling Report and Agreement in **Appendix C**, this may equate to **approximately \$12,000 to \$15,000 in revenue**. This revenue would be in addition to Act 101, Section 904 grant funds that are received.

6.0 SURVEYS AND EDUCATION FOR A CONTRACT WASTE SYSTEM

A first step for developing a contracted waste/recycling program is to determine the needs of the residents. GF has provided a draft public survey which can be used to solicit information from residents of Thornbury Township. This survey is found in **Appendix E**. Survey methods can include electronic (e.g. www.surveymonkey.com), via email or standard mail or even included as part of a newsletter. The survey will assist the Township in determining the services desired by residents.

Another important part of building the most beneficial program is to educate the residents of barriers, benefits, and recycling mandates that must be fulfilled. A planned educational program should be implemented before, during and after executing a new waste/recycling program. A fact sheet is included in **Appendix D**, which indicates the advantages and disadvantages to a single-hauler waste program. This document can be used a part of a neighborhood educational project.

GF anticipates that the majority of residents will be favorable to mandatory waste collection and better recycling services. This is supported by a survey featured in the Environmental Synopsis Newsletter, June 2008, which is found in **Appendix F**. In summary, the Pennsylvania Joint Legislative Air and Water Pollution Control and Conservation Committee commissioned a series of questions through the Mansfield University Statewide Survey. The Committee's questions concerned solid waste collection and disposal issues. Findings of the survey, pertinent to this Report, are highlighted as follows:

2008 Mansfield University Statewide Survey on Waste Issues - Summary

General - Mandatory Collection – Proponents feel mandatory collection would help to stop illegal dumping and burning of trash. Opponents worry about unfunded mandates and how such a system would work in sparsely populated, rural areas where curbside collection would be unfeasible. (*Note: Rural condition is not applicable in Thornbury Township*)

92.5 percent of the surveyed individuals have trash collection service now.

Of that 92.5 percent...

- 64.9 percent - Service is mandatory.
- 87.7 percent - Have curbside service.
- 64.9 percent - Service includes removal of bulky household items.
- 77.1 percent - Have curbside collection of recyclables.
- 64.1 percent - Have curbside collection of yard waste.
- 88.2 percent - Satisfied with their service.

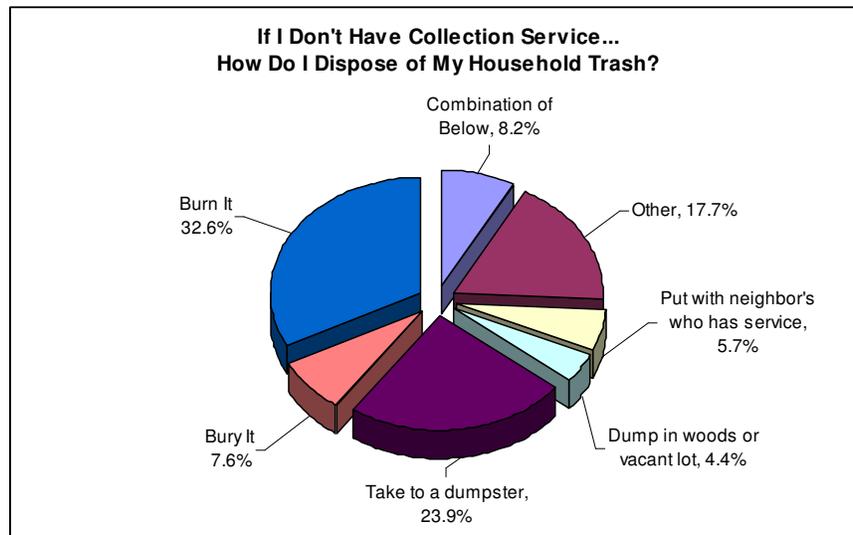
Of those who felt there was an illegal dumping problem...

- 23.8 percent - Blame the problem on lack of enforcement.
- 65.1 percent - Have seen illegal trash dumping in their area.

Of those who have seen illegal dumping...

- 35.4 percent - Bulky household items (appliances, furniture) represent the biggest problem area.
- 39.9 percent - Roadside litter is the biggest trash problem in their community.

Methods of ultimate disposal of trash by survey respondents who did not have trash collection service are presented in the following chart.



Relating the Survey to Thornbury Township and this Report

GF anticipates that the results of the survey would be representative of conditions found in Thornbury Township and further reinforce the recommendations of this report.

- Nearly 93 percent of residents have trash collection now, hence only a small fraction in Thornbury Township would be required to get collection if they don't have it when implementing a municipal-wide collection contract.
- Of the 93 percent who have trash collection, over 77 percent have curbside recycling and 64 percent have curbside yard waste collection, and 88 percent are satisfied with service. This trend indicates increased services and customer satisfaction.
- Illegal dumping and littering continue to be perceived as a problem in Pennsylvania municipalities and over 35 percent of the population believe bulky waste items present the biggest problem area. Bulky waste should be included in a municipal-wide contract.
- Of those without trash collection, the two largest disposal methods are burning and taking the waste to a dumpster. GF contends that the dumpster is likely at a commercial establishment, school or institution, which then subsidizes the illegal dumping. In any case, all of these methods of disposal can be detrimental to the environment in and around Thornbury Township.

7.0 RECOMMENDED WASTE COLLECTION AND RECYCLING STRUCTURE

Through the development of bid specifications for waste and recycling service, the Township will clearly define and shape the new municipal waste and recycling program. The accuracy and completeness of the data provided to prospective bidders will make the bids more competitive, increasing the Township's leverage for a competitive contract price.

Fundamentally, the program that is reflected in the details of the bid specifications should secure a program that is convenient for residents, cost effective, and implementable while effectively and safely managing waste and diverting materials to recycling. It is the duty of municipalities to oversee public health and safety, and waste collection practices do impact each of these aspects. To the extent feasible, it is also recommended the Township implement comprehensive curbside waste and recycling programs consistent in structure, methods and requirements with nearby successful municipalities. As importantly, the waste and recycling programs must comply with PADEP and Act 101 requirements.

As the baseline structure of the waste collection system is finalized and incorporated into bid documents, a solicitor should ensure the final details will secure services consistent with those desired for the Township's new program. Some specifications included under the contract terms with the hauling entity should be reinforced through ordinance(s) with respect to hauler and residential compliance. The following is a detailed recommended program structure.

7.1 General Structure

- **Mandatory Collection Ordinance(s)** - The waste and recycling program should be mandatory and implemented by an ordinance(s). Where applicable, the ordinance should coincide with the Chester County Solid Waste Plan.
- **Competitive Bid Process** - Clearly defined waste management services should be secured through the competitive bid process and a resulting executed contract(s) for the

Township. At least one pre-bid conference/meeting is recommended to invite haulers and the Township to discuss the program specifications and work through any possible issues.

- **Compliance** – The program should comply with Act 101 and Act 140 requirements.
- **Designated Recycling Coordinator** - The Township should designate a Recycling Coordinator to manage waste and recycling data and programs.
- **Mandatory for all Households** - All households should be included under the contract with the exception of townhouse or condominium units that may be under an existing waste management contract. As the existing contract expires, the households or units should be incorporated into the single-hauler contract. Negotiate with homeowner associations early on and encourage them to join the new contract at start up if this can be accomplished without legal conflict and/or financial risk to any parties.
- **Opt-In to Residential Service for Small Businesses** - Allow small to mid-sized businesses to “opt-in” to the residential waste and recycling program. These commercial customers would receive the same trash and recycling services and could be billed the same fee amount as other residential units (saving the businesses dumpster fees). Encourage the same businesses to contract independently for a cardboard collection and/or office paper service if the generated volume of these commodities warrants separate collection. The Township might consider including the two schools in the contract. The Township should contact (e.g. via letter) all small and mid-sized businesses well in advance of the bid finalization to determine the number of businesses that will join the curbside waste and recycling contract program.
- **Mandatory Commercial Collection** – Ordinance(s) should reflect that all commercial establishments must contract for waste and recycling services. (Noting the potential for smaller establishments to piggyback on the residential collection bid offered by the Township.) It may be beneficial to allow for a bid option to include commercial services. According to PADEP requirements, recycling must be mandatory for all commercial establishments, however, recycling can be considered an option as part of the Township bid or left to commercial establishments to contract individually for these services.
- **Recordkeeping Requirements** - Ongoing recordkeeping, cost tracking, and program evaluation are required. The successful bidder shall prepare reports and track program data as needed. Minimally, the waste tonnage and amount of recyclables collected must be reported. Recycling reports should include Act 101 grant and reporting requirements.

7.2 Administration

- **Hauler Billing** – The billing format should be determined by the Township and not dictated by the hauler. Billing conducted by Thornbury Township would increase the level of administration borne by the Township. Billing options should be built into the bid specifications and resulting contract. Thornbury officials have indicated that billing would not require an extensive effort by the Township; however, the program may require less administration if billing is conducted by the selected hauler.

- **Full Cost Accounting** - Establish a dedicated waste and recycling program account to manage program costs and revenue. Revenue from recycling grants, revenue generated from marketed recyclables, administrative fees and any other waste management based sources of income should be accounted for. This fund should be allocated to sustain beneficial waste management programs and to maintain affordable waste management costs for residents. Should a dedicated account not be possible, GF encourages full cost accounting for the program and would recommend inserting the appropriate line items in the budget (revenue and expense side) specifically tracking the waste and recycling program and its various aspects. The waste and recycling program should be financially self-sufficient, in essence, operate without tax funding. Using this accounting approach would separate the program from the general fund and tax dollars.
- **Apply for Recycling Grants** - The Township may increase its Act 101 Recycling Grant awards through increased recyclables collection and properly reported recyclables tonnages. PADEP has implemented new requirements that require mandatory trash collection in municipalities submitting Act 101, Section 904 Recycling Grants. Section 902 Recycling Grants may be available for recycling ordinance preparation, recyclables collection bins, and other eligible capital equipment.

7.3 Waste Structure

- **Competitively Bid for Once Per Week Trash Collection** – Securing once-per-week trash collection via municipal bid including trash bag/container set-out limits (e.g. 3-4 bags or two containers) is the recommended option. The Township is small enough to be collected on one collection day. Once-per-week waste collection is preferred because: 1) the cost will be 10-20 percent less compared to twice-per-week collection; 2) it incentivizes recycling and the new recycling program will likely include larger recycling containers and more items for recycling, therefore reducing waste collection and waste disposal.

Notably, twice-per-week trash collection currently exists in the Township. It is GF's experience that twice-per-week trash collection has low participation for many household on the second day, which increasing the costs for all households. The Township could charge additional fees for residents receiving the second collection each week, but this may be undesirable because the bidders may inflate the base bid cost due to the unknown household that wish to participate or because residents may wish to drop out of the two day per week service. Twice-per-week collection reduces the incentive to recycle.

- **Collect trash on the same day as recyclables.**
- **Disposal Facility Designation** - Direct Township-generated waste to the Lanchester Landfill and/or other disposal locations in accordance with the Chester County Solid Waste Plan.
- **Disposal Rate Agreement** - Execute an agreement to secure a reduced tip fee rate (discounted rate is \$55 per ton) from the Chester County Solid Waste Authority. This has been done in several other municipalities in the County.
- **Set Collection Parameters** - Set weight limits for trash bags and/or containers (e.g. 35 pounds per bag). Specify to the hauler allowable collection pick-up day/time.

- **Address Bulky Waste through Contract** - Bulky waste collection service including furniture, non-freon containing appliances, and similar large waste items should be offered weekly. Evidence shows that weekly bulky item service is less expensive than monthly or quarterly since the hauler can collect this material along with other residential trash. When bulky items are collected less often, the volume of material can require separate equipment and staff. Optional “cleanups” that include bulky waste or freon-containing appliances may be included in the bid documents and subsequent contract.
- **Pay-As-You-Throw (PAYT).** Generally, in any form of PAYT waste management system, residents pay a fee that is based on the quantity of waste disposed. This approach creates a financial disincentive for trash disposal and thus is an incentive to recycle more. Compared with other programs, PAYT programs achieve significantly higher diversion rates for recyclables, both increasing the quantity of recyclables that can be sold for revenue and avoiding disposal costs.

There are two basic types of PAYT Programs:

- **True PAYT:** Residents pay a fee for every bag or sticker that is placed at the curb. Bags are sold to residents at local grocery (and other) stores and/or at the municipal office. Stores may carry the bags at no cost (or for a few cents each) and then will remit the monies to the Township as part of a simple agreement. Bag fees vary, and in Pennsylvania fees typically range from \$1.75 to \$3.25 per bag. Some haulers in Chester County have indicated they do not want to be responsible for administration/distribution of the bag program; however PAYT waste collection and recycling service can still be competitively bid like other variations of contracted waste collection service. In a true PAYT program, there is no billing of residents. It can be difficult to accurately estimate how much revenue will be generated; it varies depending on the actual number of bags purchased.
- **Hybrid PAYT:** In a “Hybrid PAYT” program, there are two tiers for revenue/billing. 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 two bags of trash per week (for example) 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 (in this example, more than two bags). It is recommended that the base service for trash be limited to one wheeled tote or one to two bags, in order to create a strong incentive to recycle.

PAYT requires some additional administration (primarily setting up the bag/tag distribution) compared with some other programs, so it must be supported by the Township. A PAYT bag program typically does not require household billing by the hauler or the Township since the cost for collection and disposal is recovered in the price per bag. In any case, the final prices of the bag/tag are consistent and set by the Township. The Township can also build an administrative fee into a PAYT program.

- **Townhouse and Condo Associations** – There are four Homeowner Associations in the Township. Brandywine at Thornbury has an existing contract for solid waste and recycling. Green at Penn Oaks has a contract for solid waste services only. The remaining two are on a private subscription plan. The Township should verify the status

of the contracts and services offered in these contracts. If the Township moves forward with a contract collection system, it should give the Associations the option to enter the contract provided they can legally terminate their obligations with their current hauler. If the Association(s) can not join the Township-wide waste contract at start up, then they should be obligated to join the contract when their current contract for waste and/or recycling expires. Inclusion of these associations will provide a better economy of scale for the program and potentially additional cost savings.

7.4 Recycling Structure

- **Single-stream recycling** format (one container for commingled container recyclables and paper items) is preferable and an option in this region.
- **Chester County Processing and Marketing Agreement (CCPMA)** – The Township should enter the CCPMA to realize revenues from recyclables and to minimize the Township effort for marketing its materials.
- **Acceptable Materials** (collected in one container):
 - Clear, brown and green glass
 - Aluminum cans
 - Steel and bi-metallic cans
 - PET and HDPE plastic bottles

Corrugated Cardboard (broken down to meet the contracted hauler specified dimensions)

Residential Mixed paper to include:

- | | |
|-------------------|-------------------------|
| ○ #6 Newsprint | ○ Paper bags |
| ○ Magazines | ○ Cardboard |
| ○ Telephone books | ○ Office/computer paper |
| ○ Junk Mail | |
- **Convenient Wheeled Totes/Containers** - Recycling containers should be a minimum of 64 gallon capacity (for single stream recycling). These large, wheeled recycling containers are more convenient for residents and promote increased participation in recycling when compared to smaller containers.
 - **Ownership of Containers** – Should the Township opt to purchase totes and attempt to obtain grant funding, they are found on the Pennsylvania State Piggyback Contract and can be obtained without bidding. If the recycling containers are not yet procured by the Township prior to bidding the waste/recycling contract, it may be beneficial for the hauler to provide recycling containers as part of their collection service bid. Recycling containers should be made available to all customers by the hauler as specified under the municipal contract and should be delivered to customers with educational materials well before program initiation. Ownership of recycling containers should be retained by the Township at completion of the contract. A policy for repair and replacement of the containers should be well thought out and detailed in the hauler contract.

- **Ownership of Recyclables** - The Township should retain ownership of its recyclables in order to benefit from their revenue under the Chester County P&M contract. Recyclable ownership increases the incentive for the Township to increase the quantity and quality of recyclables collected and improves the Township's ability to manage costs through material marketing.
- **Leaf/Yard Waste Management** – The Township should include curbside leaf and yard waste collection services in the competitive municipal bid for services. According to Act 101, curbside leaf waste collection must be provided once in the spring and once in the fall and a drop-off site must be available to residents for the remaining months of the year. The drop-off site can be municipally or privately owned. Above Act 101 requirements, it may be necessary to provide additional curbside collection to meet the needs of the residents (e.g. more than one collection in the fall). The Township should research private facilities that can accept organic materials from the region. Provisions for backyard composting should be allowed and encouraged in an ideal program.

7.5 Education

- **Standardized, Effective Education** - Providing standardized, cost effective and convenient waste disposal and recycling options for residents will facilitate education efforts and contribute to an increase in participation and compliance. Effective education contributes to a reduction in illegal dumping, littering, and other non-compliance issues.
- **Hauler Educational Requirements** - Require the hauler, as part of the bid specifications and contract, distribute recycling educational information at least once per year (potentially twice) and when there are changes to services. The Township is required by Act 101 to educate residents about recycling once every six months. The Township website is accepted by PADEP as one of the required educational distributions provided the recycling information is accurate. Hauler education requirements may include commercial establishments as required by PADEP. Many larger hauling firms are well equipped and adept at providing educational materials to customers. Educational materials should be a shared and the process should be a cooperative effort between the contracted hauler and the Township.
- **Curbside Feedback** - Case studies show that notices/tags/stickers used to distinguish recycling deficiencies is an extremely effective method of feedback. This method should be used, at least periodically, in a cooperative arrangement with the waste hauler. The Township can provide these notices to the hauler for distribution to the customer.
- **Varied Formats** - Provide education in a variety of formats: a periodic newsletter, flyers, newspaper advertisements, brochures, on-line tools and web site(s).

7.6 Enforcement

- **Reducing Enforcement Needs** - A well-designed collection program with convenient and comprehensive services will simplify and reduce (not eliminate) the enforcement required for the program.
- **Link with Education** - Enforcement and enforcement provisions should be closely linked with the educational materials (e.g. residents should know the penalties for non-compliance).

- **Educate Judicial Officials** - Municipal officials should work closely with the judicial system (e.g. local district magistrate) to support proper and timely enforcement of the program.
- **Enforcement Provisions** - The waste program should address enforcement through ordinances, sound legal waste contracts and enforcement staff. The Township’s ordinance should clarify that it has the power to assign staff (e.g. Recycling Coordinator, codes officer, zoning officer, etc.) that are designated to issue **Administrative Tickets** to enforce the waste and recycling program. The Administrative Tickets will have a fee associated with the type of violation. Persons issued a ticket should be allotted a specific amount of time (e.g. 30 days) to pay the ticket, thus admitting guilt to the violation. The person may decline payment and choose to appear in court to plead their innocence. Once such ticket structure found in Pennsylvania includes:

Example Administrative Ticket Structure

- \$25 – Administrative Ticket
- \$10 – Late fee (after 30 days)
- \$15 – Legal fee

7.7 Record Keeping

- **Hauler Reporting** - The bidding documents and resulting contract should require the hauler to report waste and recycling tonnages for each municipality on a set schedule and in a preferred format.
- **Customers Lists** - The Townships should be able to obtain customer lists from the contracted hauler to verify compliance and participation in the program. Customer list should be kept confidential. This is important especially with commercial recycling customers and is required in the Act 101, Section 904 Grant process.

7.8 Program Evaluation

- **Frequency** - Program data and costs should be reviewed at least semi-annually to evaluate program performance.
- **Needs Survey/ Feedback** - Residential surveys should be completed at least every two years to evaluate the program.

8.0 PROGRAM RECOMMENDATIONS

Aside from the program structure, GF provides the following recommendations for establishing a waste and recycling program that is in compliance with PADEP requirements and benefits the residents and commercial establishments of the Township. There is compelling evidence that the establishment of a municipal-wide single hauler contract for waste and recycling services will benefit Thornbury Township economically, environmentally and socially.

8.1 General Recommendations

- **Ordinance** – Mandate all residents to have trash collection and recycling services to fulfill Act 140 requirements. Consider a single Ordinance to regulate residential solid waste collection, residential recycling, commercial recycling and leaf waste collection. Commercial establishments must be mandated to recycle to meet PADEP requirements.
- **Rules and Regulations** - When specific programs details are contained in an Ordinance it can be time consuming, difficult and costly to revise the Ordinance. It is recommended the Township work with a solicitor to develop a separate **Rules and Regulations** document and adopt certain program changes via **Resolution**. The Rules document is referred to in the original Ordinance. An example Resolution from nearby Uwchlan Township is provided for reference in **Appendix G**. The Rules and Regulations can include the specific waste and recycling program requirements; particularly aspects of the program that may change time from to time.
- **Hauler Licensing** - Due to recent court decisions declaring that certain Pennsylvania municipalities do not have the authority to license waste collectors and charge a fee for this license, the Township solicitor should review any language that refers to “Licensed Municipal Waste Haulers” and evaluate the suitability of the existing language. The Township should monitor pending legislation that would affect the ability of municipalities to charge such a fee. Using a single contracted hauler in the Township would eliminate the need for Township licensing and reduce the liabilities of such a licensing program.
- **Ownership of Materials** - It should be clear (in the Ordinance and/or Rules) that waste and recyclables are no longer owned by the property owner or tenant when the material is placed at the curbside.
- **Enforcement** - It is recommended the Township enact an enforcement section of the Ordinance by indicating that the Township has the ability to designate an enforcement officer (which includes any person such as the Recycling Coordinator that would be sworn in at the local level) to enforce the program Ordinance and Rules and Regulations.
- **Administrative Ticket** – Add Ordinance language enabling the enforcement officer to issue an “Administrative Ticket”. This ticket process is a pre-citation process that legally allows the Township’s designated persons to write a ticket on the spot for certain violations. The person receiving the Administrative Ticket can pay the fine or refuse to pay and go to court.
- **Education** - The Ordinance and/or Rules and Regulations document should cover specific educational requirements. Act 101 and Act 140 require that residents and commercial establishments be subject to educational materials at least twice per year.
- **Reports** - The reporting requirements should be clarified and specify when the hauler must submit reports to the Township and what format they should have.

8.2 Bidding Process

Once a survey has been conducted, the recommended program structure has been refined, and Ordinances have been implemented, a detailed bid specification package should be developed and released. GF recommends at least one pre-bid meeting be held to discuss the project with interested haulers.

The bid should include a draft contract that would be implemented with the successful vendor. Typical single-hauler waste contracts have a three year term with options to renew for one or more years. The final contract should include protections against random surcharges by the hauler, yet give leeway for adjustments like the cost of living. Insurance and bonding requirements should be detailed and enforced. As a note, the Township can evaluate joint bidding with other municipalities (with or without existing contracts) in order to improve the economy of scale and reduce the cost per unit serviced.

9.0 CONCLUSIONS

In conclusion, GF recommends that Thornbury Township implement a municipal-wide, single hauler waste and recycling system through the competitive municipal bidding process. This system should be designed to meet PADEP requirements and bring the Township into compliance with Act 101 and Act 140. This system will be financially sustainable and a benefit to the economy, residents, environment and social atmosphere of the Township. Although, there is added responsibilities and oversight, the short and long-term rewards to residents, businesses and the municipality outweigh implementation difficulties. A contracted program will enable the Township to be prepared for future needs and cost effective management of waste and recycling programs during growth and community development.

With rising fuel prices and cost increases in many other areas of waste management, the residents of Thornbury Township will economically benefit by **reducing waste and recycling collection costs by 20-35 percent**. Contracted collection can stabilize costs over a three to five year period. The concept that a number of private waste haulers servicing a given area offer low residential prices because of competition has been proven incorrect in many Pennsylvania municipalities similar to Thornbury. This misconception is evidenced by the high waste collection bills currently paid by Township residents, which average **\$390 per year as opposed to a \$300 per year in other regional programs**. Under a single-hauler contracted program, GF conservatively estimates that Township residents will save over **\$288,000 through a three year contract term**, which is a savings to residents of about **\$100 per year per household**. The typical household will also see an increase in the level of services (e.g. regular pick-ups for bulky items at no extra charge).

Under such a system, the Township will also benefit economically from increased recycling. GF recommends that the Township enter into an Intermunicipal Agreement as part of the Chester County Processing and Marketing Agreement (CCPMA). By retaining ownership of recyclables collected at the curb and directing recyclables to facilities designated in the CCPMA, additional revenues from marketed recyclables would also benefit the Township. GF estimates that **Thornbury Township would benefit approximately \$12,000 to \$15,000 from residential**

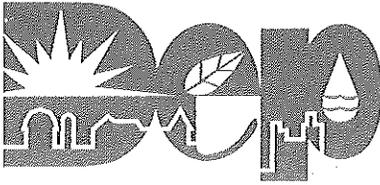
marketed recycling tonnages if participating in the CCPMA using a single-stream collection format. Increased recycling rates will also increase Act 101, Section 904 Performance Grant awards. Act 101 provides for 904 Recycling Performance Grants until the fee sunset date of January 1, 2012. This fee has been reauthorized twice since the inception in 1988. Most recently, the Recycling Fund has been depleted from withdrawals to the General Fund, experiences the effects of inflation (\$2.00 today will not buy what it did in 1988), and continues to be stressed by a great demand for capital equipment expenditures by municipalities. GF can not predict the viability of the 904 grant program past the sunset date.

A single-hauler waste management contract will increase the level of collection service while maintaining affordability for residents; recycling will be provided for more items and service can include a fair level of curbside leaf waste collection service to all households. Environmental benefits (from reduced fuel consumption and emissions) along with improvements to the public health, safety and welfare for the community will be experienced with managed waste collection. Increases in recycling coupled with comprehensive, consistent and enforceable waste disposal service decreases littering and illegal dumping (especially bulky wastes). Recycling is directly linked to environmental responsibility and climate change issues and residents are becoming more aware and willing to participate in environmentally responsible practices. Improving environmental stewardship by the Township is an important and timely goal.

Through a municipal-wide single hauler waste collection contract, the Township can minimize the burden of excessive enforcement and program administration by providing a consistent waste management program that is convenient for residents and offers a variety of services. Since the hauler will be under contract, the Township will have a legal mechanism to keep the collector operating in a satisfactory manner. This also affects the ability of the Township to manage wastes in the future with increased population.

According to PADEP, the Township will be denied all future Recycling Grant funding until it complies with Act 101 and PADEP policies regarding waste collection. To achieve compliance, the Township will need to implement an ordinance(s) and an effective enforcement strategy. As long as the Township continues the multi-hauler system it will be difficult to enforce mandatory waste collection (and demonstrate a successful enforcement program to PADEP; it will be likely that PADEP will not award Recycling Grants to the Township. Enforcement is much more feasible in a contract collection program where a single hauling company executes a legally binding service agreement secured by a performance bond and even liquidated damages.

APPENDIX A
PADEP Notification of Act 140 Non-Compliance



Pennsylvania Department of Environmental Protection

Rachel Carson State Office Building

P.O. Box 8472

Harrisburg, PA 17105-8472

October 19, 2007

Bureau of Waste Management

717-787-7382

CERTIFIED MAIL NO. 7001 2510 0004 6630 1042

Ms. Susan Holliday
Thornbury Township
8 Township Drive
Cheyney, PA 19319-1014

Re: Recycling Performance Grant for Thornbury Township, Chester County

Dear Ms. Holliday:

Congratulations! The Department of Environmental Protection has approved your Act 101 Recycling Program Performance Grant in the amount of \$25,673. This grant reflects the 690 tons of residential and commercial materials recycled by your citizens and businesses in Calendar year 2005.

Act 140 of 2006 requires Performance Grant applicants that are mandated to recycle by Act 101 or other applicants (except for counties) that receive in excess of \$10,000 to meet the following recycling performance requirements:

- Requires, through ordinance, that all residents have waste and recycling service.
- Has an implemented residential recycling program and facilitates a commercial recycling program or participates in a similar county or multi-municipal program.
- Has a residential and business recycling education program.
- Has a program of enforcement that periodically monitors participation, receives complaints and issues warnings for required participants and provides fines, penalties, or both, in its recycling ordinance.
- Has provisions, participates in a county or multi-municipal program, or facilitates a private sector program for the recycling of special materials.
- Sponsors a program, facilitates a program or supports an organization to address illegal dumping and/or littering problems.
- Has a person or entity designated as recycling coordinator who is responsible for recycling data collection and reporting recycling program performance in the municipality or municipalities.



Municipalities that fail to meet these requirements must use their Performance Grant awards to satisfy these requirements or face the loss of future Performance Grant funding. According to the information contained in your 2005 application, your municipality appears to have failed to meet the following:

Violations

1. To have an ordinance that requires that all residents have waste services.
2. To have an ordinance that requires that all residents have recycling services.
3. To have an ordinance that requires all commercial establishments to participate in a recycling service.
4. To establish an educational program for residents - Education for residents is to be done at least once every six months as required by Act 101, Section 1501 (d). Your education should include an explanation of your residential recycling program, what materials should be recycled, and the resident's responsibilities.
5. To establish an education of commercial establishments - Education for commercial, institutional and municipal establishments is to be done at least once every six months as required by Act 101, Section 1501 (d). Your education should include an explanation of your commercial recycling program, what materials should be recycled, and the establishment's responsibilities.
6. To implement an enforcement program - Your enforcement program is to periodically monitor participation, receive and resolve complaints, issue warnings and, when necessary, assess fines and penalties.

Prior to the processing of your calendar year 2006 application, you will be asked to provide documentation showing your success in meeting the requirements of Act 140 and how this year's Performance Grant award was used to achieve compliance.

You should expect to receive your award within the next eight weeks. If you have any questions concerning your award, the Recycling Program Performance Grant Program or the requirements of Act 140, please feel free to contact me at 717-772-5720 (jlundsted@state.pa.us) or Ms. Mary Alice Reisse at 484-250-5960 (mreisse@state.pa.us).

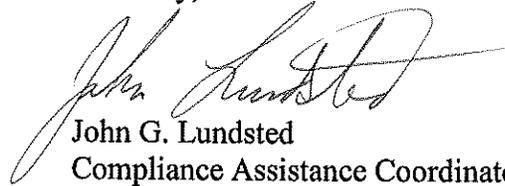
Ms. Susan Holliday

- 3 -

October 19, 2007

Calendar Year 2006 Performance Grant applications are due October 1, 2007. Applications will be available soon on our Web site at www.depweb.state.pa.us, keyword: Recycle, and will also be mailed to all calendar year 2005 applicants.

Sincerely,

A handwritten signature in cursive script, appearing to read "John G. Lundsted".

John G. Lundsted
Compliance Assistance Coordinator
Division of Waste Minimization and Planning

APPENDIX B
Waste Hauler Survey

**Thornbury Township
Current Hauling Contractors Costs**

	A.J. Blosenski P.O. Box 392 Elverson, PA 19520 (610) 942 2707	Ches-Mont Disposal 129 South Ship Road Exton, PA 19341 (610) 524 3200	Allied Waste - BFI 372 South Henderson Road King of Prussia, PA 19406 (610) 265 6337	Waste Management 197 Swamp Creek Road Gilbertsville, PA 19525 (610) 367 1300
Cost	\$29/ Month - \$87/ Qtr No additional Charges	\$ 89.85 / Qtr. No additional Charges	\$32.70 a Mo. for twice/wk \$30.10 a Mo. for Once/wk. Fuel Fee \$10/Qtr. Adm. Fee \$1.30/Qtr.	\$31.50/Mo./Qtr. Fuel surcharge \$7 to \$10 per Qtr. 1.75/month for recycling Activation fee \$50
Annual Cost	\$348	\$359.40	\$406.40	\$439
Household Waste	One 96 gallon container plus one or two 30 gallon bags	Unlimited	One 96 gallon container	10 bags
Pick-up	Once per week trash and recycling	Once per week trash and recycling	Once or twice per week plus recycling once per week	Once per week trash and recycling
Bulk Items	Once per month - limit one bulk item per pickup - metal appliances nominal fee	Once per week - limit one bulk item per pickup - Freon removal \$55	One large item once per week	One bulk item per week
Yard Debris	Branches and wood bundled 3' long and 20 lbs. - Grass clippings bagged and less than 20 lbs. - 5 bundles per pickup	Six bag limit	Four 30-gallon bags	5 bags per week 40 lb. limit

APPENDIX C
Chester County Processing and Marketing Agreement (CCPMA)
Not included in on-line report

APPENDIX D
**Advantages and Disadvantages of a Contracted,
Single Hauler Waste System**

Thornbury Township, Chester County

Advantages for Establishing a Comprehensive Municipal Contract for Residential Curbside Waste and Recycling Services

Preface: Thornbury Township is not alone in evaluating an improved waste collection system. Motivated primarily by escalating costs for waste and recycling services that have exceeded 40% increases in some areas of eastern PA over the last seven years, residents and municipalities are paying closer attention to managing these costs and services. A fundamental public misconception about individual homeowner contracts or multi-hauler systems is that they create private sector competition, which results in competitive pricing and a variety of service choices. Currently the average cost paid by Thornbury Township residents under the individual subscription system is higher than nearby municipalities with a contracted single-hauler.

The following list prepared by Gannett Fleming, Inc. (GF) includes a number of achievable advantages of a contractually-based waste management system for Thornbury Township. Implementing this system will require Thornbury to develop bid specifications and enter the municipal competitive bid process to secure curbside residential waste and recycling services. This process will enable the municipality to customize the program and services to meet residential needs while managing competition and service options through periodically soliciting haulers who can capitalize on the business opportunity of servicing nearly 1000 households.

ADVANTAGES:

Cost

- The cost-per-household (for paying customers) can be lowered by 20-35 percent or more via a municipal-wide waste management contract. Verified by local and statewide case studies and discussions with waste haulers.
- Increases collection efficiency for the overall collection system through planned routes and "house-to-house" collection rather than non-consecutive collection routes in multi-hauler system. This is factored into the competitive price received in the bid responses and passed on as savings to Thornbury residents.
- Reduces the cost associated with effective program education. Education related to one hauler with the same waste and recycling services each week is less complex than communicating requirements for a variety of service options provided by different haulers (current system).
- Thornbury can average the contract cost for the term of the contract (3 to 5 years), thus guaranteeing residents the same low residential bill each year without increase for an extended period.
- An administrative fee can be recovered to cover administrative costs and to maintain a budget for beneficial Township waste and recycling programs (e.g. yard waste programs, supplemental drop-off programs, etc.).

Waste Service

- Increases the level or types of services offered (e.g. include bulky item collection at no additional cost). Bulky collection is commonly an "additional" cost in private subscription/homeowner contract programs. Waste services are customizable and can be designed to reflect needs of the community: initial RFP/bidding stages used to define collection system.
- Assures municipal-wide participation in refuse collection at a fair, affordable cost.
- Creates a more consistent, manageable waste collection system.
- Improves the quality of collection service (e.g. scheduling/set collection days).

Trash Trucks & Nuisance Reduction

- Decreases the number of trucks that will service a given area and on a given day and as a result:
 - Increases collection efficiency, while decreasing operational costs.
 - Minimizes truck traffic.
 - Reduces street damage: the impact from one garbage vehicle is comparable to 300 cars.
 - Reduces environmental harm realized through reduced emissions and reduced gas consumption.
 - Minimizes collection schedule confusion for residents and the hauler.
 - Minimizes noise caused by trash trucks.

Program Participation and Compliance

- The new, convenient program will make participation easy and minimize (not eliminate) the level of enforcement required for residents.
- Facilitates program enforcement: the selected hauler will be legally bound by a contract to provide the services in accordance with the executed agreement.
- Municipal contracts can enhance the dispute resolution process for residents and/or the municipality if there is dissatisfaction with the services provided by the contracted hauler.

Community

- Improves community appearance/aesthetics through program consistency, new containers, and overall improved waste management.
- Enhances municipal oversight of the community's safety, health and welfare.
- Comprehensive (e.g. bulky item disposal) services correlate to reduced illegal dumping/trash accumulation.

Recycling

- Will increase the total quantity of recyclables diverted from the landfill.
- Improves accuracy and manageability of recycling data and reporting.
- Improves ability to implement convenient municipal recycling programs, which are structured as part of the single-hauler contractual service agreement.
- Yard waste collection can be included (e.g. seasonally) and bundled with other collection services, thus getting competitive pricing for the service.
- Under a contract with the Chester County Processing and Marketing Agreement (CCPMA), Thornbury can direct residential recyclable commodities to the BFI Recyclery to receive revenue from marketed recyclables.

Managed Competition

- Hauler competition is managed through the reoccurring bid process. Haulers wishing to capitalize on the business opportunity of servicing the entire Township will keep service costs competitive.
- Municipality can be responsive to residential needs by making service adjustments during the rebid process.

Administration, Billing Options and other Opportunities & Advantages

- Simplifies effective waste and recycling program administration: one hauler and a standard program are easier to administer.
- Thornbury can choose the billing service set-up (e.g. by municipality, hauler, sewer department, etc.).
- Bid specifications can be included to address special needs customers and elderly.
- Low-volume discounts can be included within the bid for customers like elderly persons who generate small quantities of trash (e.g. one bag per week).

Disadvantages and Barriers:

- There will be some increase in oversight and program involvement required by the Township as compared to the low-level of involvement in the individual subscription system currently in place.
- Public resistance to change and negative media can hinder the development of a new comprehensive program.
- Political barriers and dynamics may cause a lack of support and failure to proceed with implementation.

There are very few disadvantages to a contractually-based waste management program when compared to an open, multi-hauler waste collection system.

APPENDIX E
Draft Residential Survey for Waste/Recycling Collection

Not included in on-line report

ENVIRONMENTAL SYNOPSIS

The Chairman's Corner

Rep. Scott E. Hutchinson, Chairman



Here are two questions to ponder. Should mandatory trash collection be in Pennsylvania's future? And, would Pennsylvanians support mandatory trash collection?

The knee jerk response to both questions would probably be no, since the state has never had a system of mandatory collection. And, Pennsylvanians have found a sizable number of diverse methods

— some of them legal - to dispose of their trash when there is no trash collection system in their community.

But, according to the results of the 2008 Mansfield University Statewide Survey, mandatory trash collection across the state may not be so farfetched, and we should not be so quick — to use a bad pun — to relegate the idea to the scrap heap. In fact, the survey says there is widespread support for mandatory trash collection.

That is just one of the findings from responses to a series of questions regarding trash collection practices in Pennsylvania posed by the Joint Legislative Air and Water Pollution Control and Conservation Committee (Committee) in the annual statewide telephone survey conducted by Mansfield University. The Mansfield University Statewide Survey has been conducted annually since 1990, and the Committee has historically sponsored a series of environmental questions as part of the survey. This year was no exception and the survey polled 794 Pennsylvanians on their views on several facets of trash collection and illegal dumping. The complete results of the 2008 survey can be found on pages 3 – 6, but I'd like to offer some background, a brief review and some observations about the responses here.

Before returning to the question about mandatory trash collection, the idea for the questions sponsored by the Committee this year came about as the result of meetings and discussions with a diverse group which included the departments of Environmental Protection and Community and Economic Development, Keep Pennsylvania Beautiful, PA CleanWays and the Professional Recyclers of Pennsylvania.

(continued on page 8)

In This Issue...

- The Chairman's Corner p. 1
- 2008 Mansfield University Statewide Survey Results - Solid Waste Collection and Illegal Dumping p. 2 - 6
- On the Horizon p. 7
- Committee Chronicles p. 7

The Mansfield State Survey

The Mansfield State Survey is an annual statewide telephone survey of randomly selected Pennsylvania adults, which focuses upon issues facing the Pennsylvania General Assembly. The Committee has sponsored a series of environmental questions for a number of years.

A total of 794 Pennsylvanians were contacted for the 2008 survey. Respondents are proportionately represented in terms of geographical regions, sex and political party preference within the state to ensure an accurate sample. The margin of error in the 2008 survey is plus or minus 3.2 percent.

The 2008 survey was conducted under the direction of Mansfield University Professor of Sociology Dr. Timothy Madigan, PhD.

SURVEY SHORTHAND SUMMARY

Trash Collection Survey Results in Brief By the Numbers...



92.5 percent - Have trash collection service now.

Of that 92.5 percent...

- 64.9 percent - Service is mandatory.
- 87.7 percent - Have curbside service.
- 64.9 percent - Service includes removal of bulky household items.
- 77.1 percent - Have curbside collection of recyclables.
- 64.1 percent - Have curbside collection of yard waste.
- 88.2 percent - Satisfied with their service.



Payment options vary but...

- 29.6 percent - Pay local government to collect and dispose of their trash.
- 28.9 percent - Pay private haulers they contract with on their own.



Of those who do not have trash collection services now...

- 32.6 percent - Burn their trash.
- 23.9 percent - Take their trash to a convenient dumpster or receptacle.



If trash collection services were offered...

- 32.4 percent - Would pay \$10 a month.
- 31.7 percent - Would want trash collection for free.
- 48.6 percent - Would prefer a monthly bill.



40.2 percent - Local government should be ultimately responsible for collection, transport and disposal of trash.

77 percent - Their communities have no illegal dumping problems.

Of those who felt there was an illegal dumping problem...

- 23.8 percent - Blame the problem on lack of enforcement.
- 65.1 percent - Have seen illegal trash dumping in their area.



Of those who have seen illegal dumping...

- 35.4 percent - Bulky household items (appliances, furniture) represent the biggest problem area.

39.9 percent - Roadside litter is the biggest trash problem in their community.



76.8 percent - Support mandatory trash collection in all PA municipalities in order to combat illegal dumping.

SURVEY RESULTS

The Mansfield University Statewide Survey - 2008 *Solid Waste Collection and Disposal Issues*

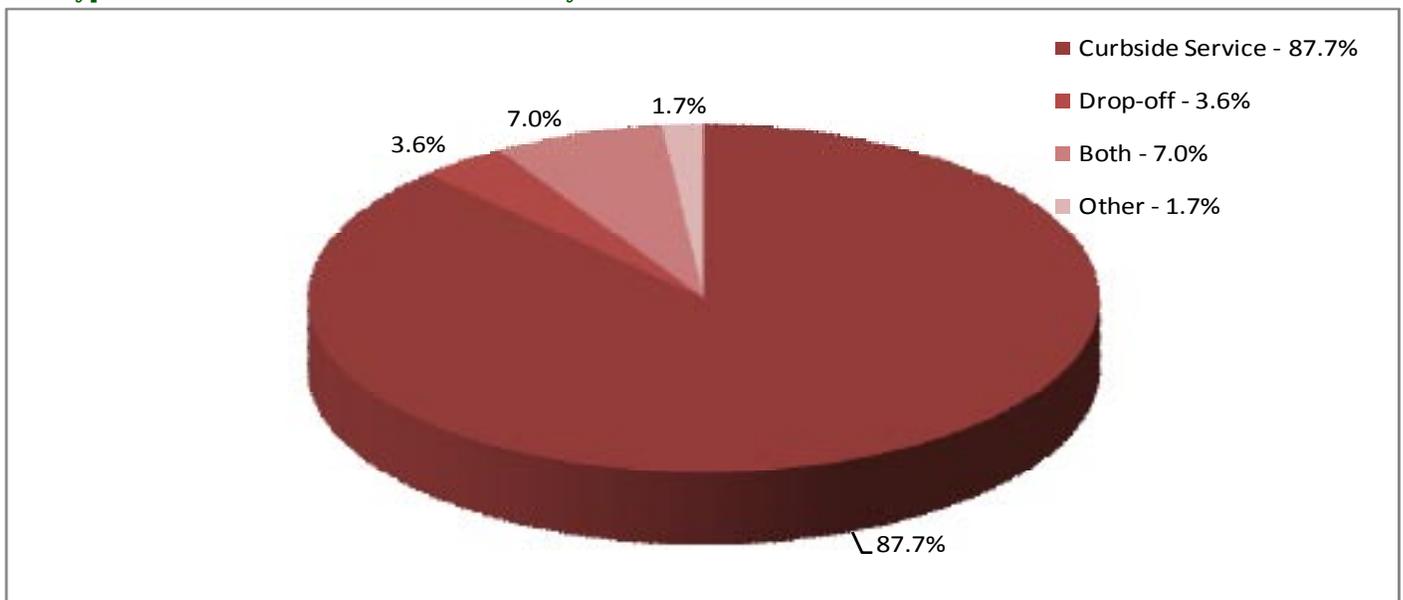
To learn more about what Pennsylvanians are thinking about the environment, the Joint Legislative Air and Water Pollution Control and Conservation Committee (Committee) again commissioned a series of questions through the Mansfield University Statewide Survey 2008, an annual statewide telephone survey. This year, the committee's questions concerned solid waste collection and disposal issues, to include illegal dumping. The results of the survey are found on pages 2-6. Read the "Chairman's Corner" on page one for some thoughts and comments on the survey's results, and page 2 for the "Shorthand Summary" version of the survey results.

I. Trash Collection Services in PA...What's Out There?

While there are households out there without trash collection services, 92.5 percent of those responding report that they do have trash collection services. Of those households, 64.9 percent report that participation in trash collection is mandatory, and an identical percentage says that service includes removal of bulky household items (like appliances and furniture). Meanwhile, 77.1 percent report that service includes curbside collection of recyclables and 64.1 percent have curbside collection of yard waste.

It is interesting to note what types of trash collection service are offered. As the chart below depicts, curbside service is by far the most prevalent (87.7 percent), but both drop-off service and a combination of both are also found in the marketplace.

What type of trash collection services do you have?



II. Satisfaction Guaranteed?

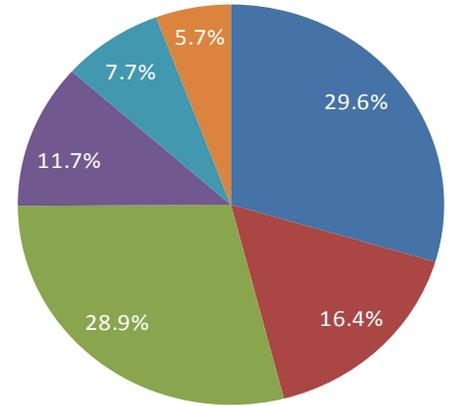
Most individuals (88.2 percent) are satisfied with their trash collection service, with most (62.9 percent) being very satisfied and 25.3 percent somewhat satisfied. Only 2.8 percent are very dissatisfied, 6.4 percent somewhat dissatisfied and 2.7 percent neutral. In an interesting cross tabulation, the results show that urban areas of the state are more satisfied with service than rural areas by a margin of 12.6 percent. Ironically, the Northeast region of the state has the lowest percentage of those "very satisfied" with their trash collection services (46.6 percent, which is 6.7 percent lower than the next closest region and 18-20 percent lower than all other regions), but when you combine "somewhat satisfied" with "very satisfied", the Northeast has the highest satisfaction percentage of all (89.7 percent).

III. Show Me the Money

Payment methods for trash collection services vary widely across the state and the payment method also speaks to who actually collects the trash. Some pay local government and local government collects, but some pay local government which then hires a private hauler to collect. Some households contract with and pay a private hauler on their own, while some pay a private hauler but it is one contracted by local government. Some people claim to not know how they pay for trash collection and others have some "other" method of payment.

Which of the following most accurately describes how you pay for trash collection services?

- I pay my local government and my local government collects and disposes of my trash – 29.6%
- I pay my local government, but local government hires a private hauler – 16.4%
- I pay a private hauler that I contract with on my own – 28.9%
- I pay a private hauler, but my local government contracts with the private hauler – 11.7%
- I don't know how I pay for trash collection – 7.7%



IV. What If...I Don't Have Trash Collection Service?

There are several methods of trash disposal that individuals in Pennsylvania use if they do not have trash collection services. They are listed in the first chart below.

The second chart shows what individuals would be willing to pay if trash collection service was to be made available. Surprisingly, paying nothing was not the number one answer...but it was close.

The third chart depicts how people would prefer to pay for trash collection service if it was to be made available.

Chart 1 - How do you dispose of your household trash?

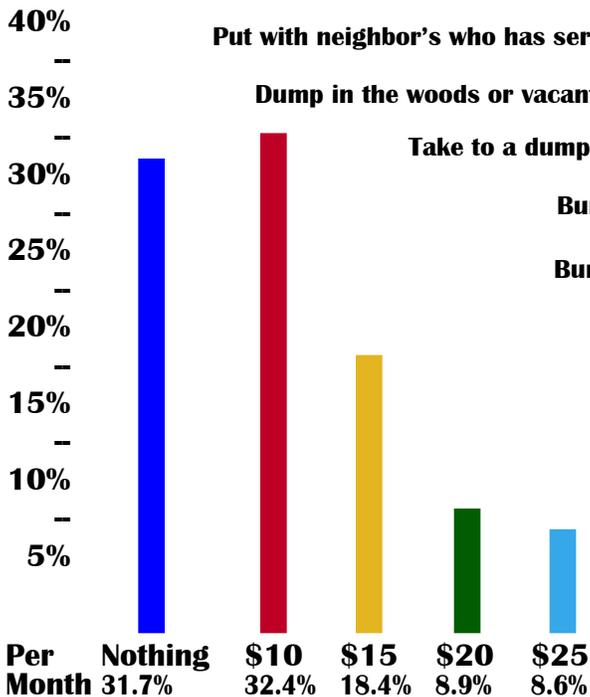
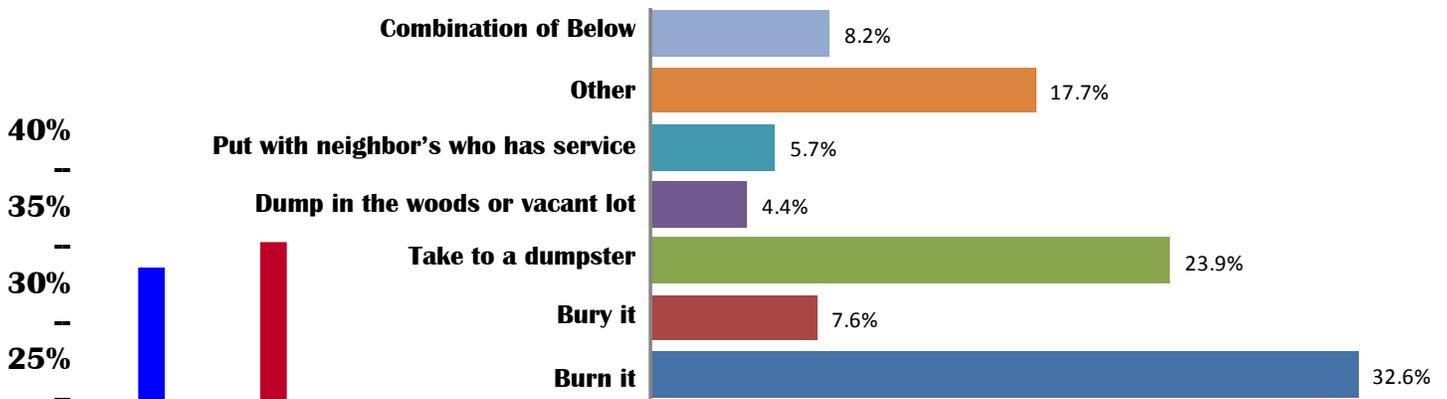


Chart 3 - How would you prefer to pay for trash collection services?

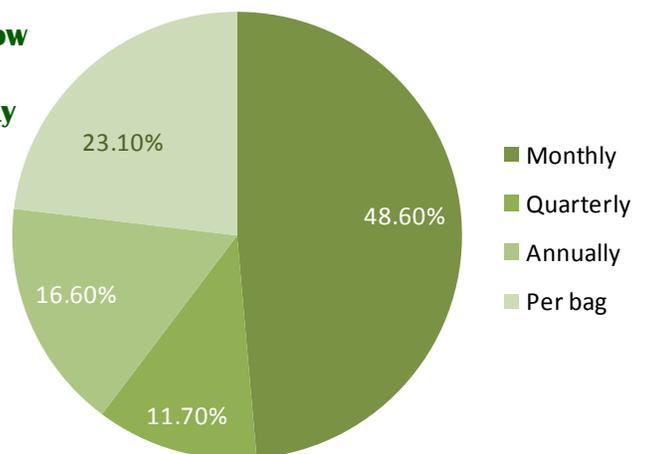


Chart 2 - How much would you be willing to pay to dispose of your trash?

V. Who Should be Responsible for the Collection, Transport and Ultimate Disposal of Trash?

Just as there were differences in how individuals paid for trash collection, there were divided opinions on who bears the ultimate responsibility for dealing with trash. The leading option was clear, however. Just over 40 percent (40.2 to be exact) laid the responsibility at the foot of local government. Just over 27 percent (27.1) felt that private trash haulers should be responsible. Nearly 18 percent (17.8) felt that the individual customer should be responsible, while 14.9 percent were not sure.

As was the case with several other questions (see the box on page 6), there was a sizable divergence of opinion between rural and urban areas. Urbanites felt strongly (by a 20 percent margin) that the responsibility lay with local government. In rural areas, private contractors were the top choice, with individuals just 3.5 percent behind. Local government, meanwhile, finished in last place behind even those who were unsure.

VI. Illegal Dumping...Is It a Problem?

Despite the findings of PA CleanWays (see Chairman's Corner), most Pennsylvanians do not believe their communities have an illegal trash dumping problem. Seventy-seven percent say there is no problem, while 23 percent feel there is. Of that 23 percent, 65.1 percent say they have actually seen the illegal dumping of trash in their communities. Consistent with PA CleanWays' findings regarding the location of illegal dump sites, more rural residents (77.1 percent) than urban residents (61.3 percent) say they have seen illegal trash dumping.

As the first chart below shows, the suspected causes for illegal dumping are many, but the usual "lack of" culprits top the list – lack of enforcement, education and money, but not lack of collection or recycling services.

Chart 1 - What do you believe is the main cause of illegal trash dumping in your community?

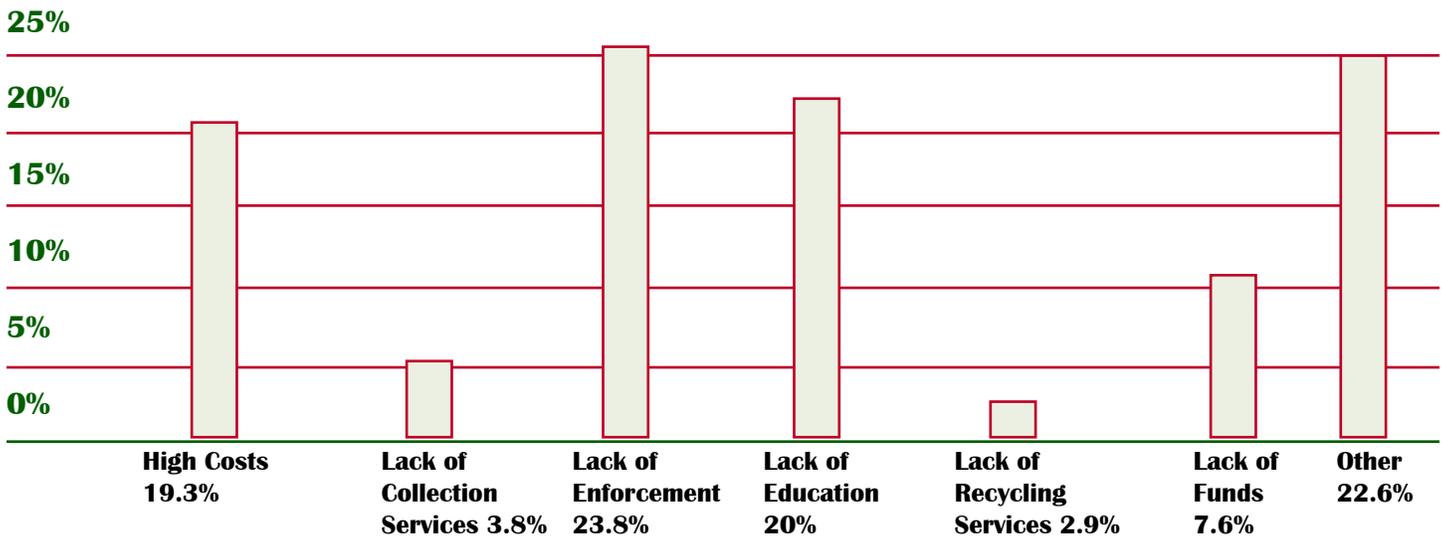
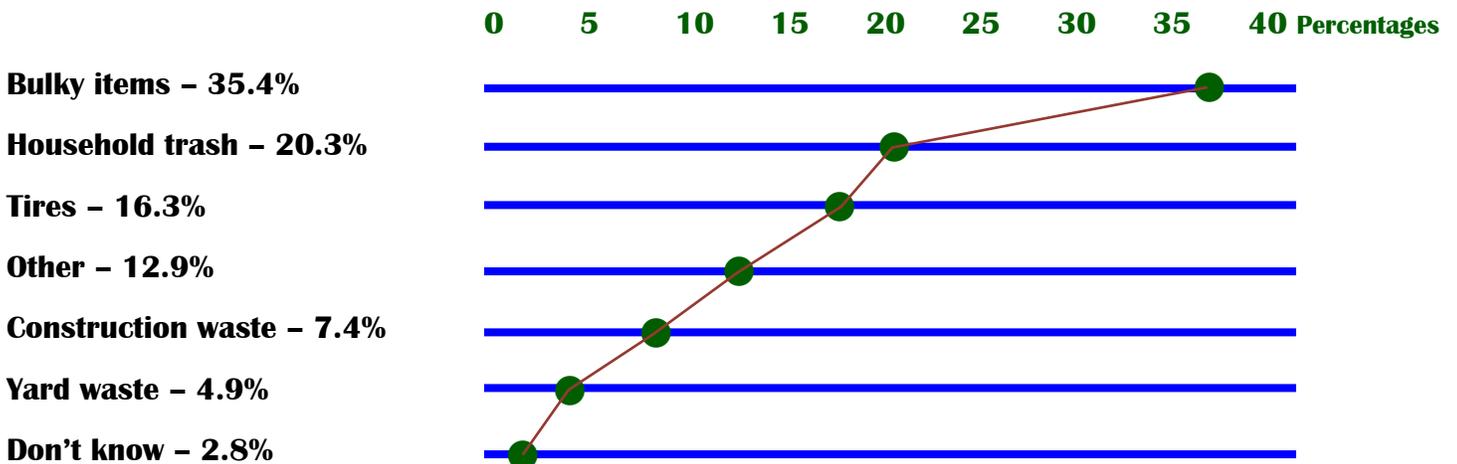


Chart 2 - What is the main type of trash dumped illegally in your area?



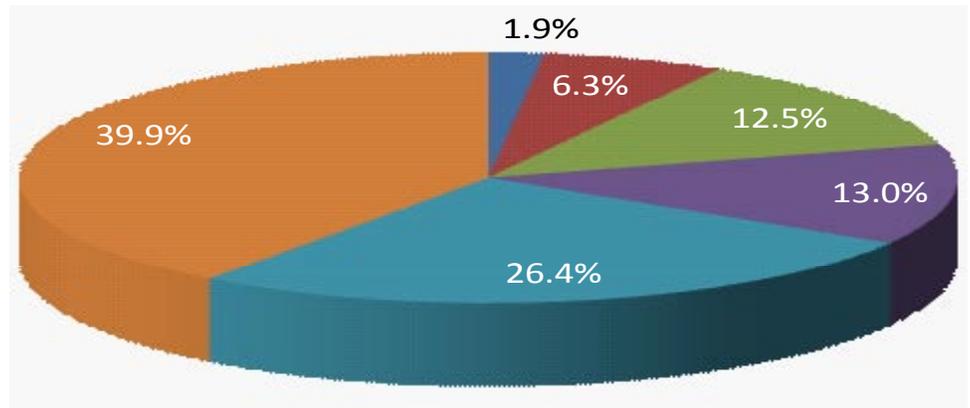
VII. What's the Problem?

Since 77 percent of individuals responding to the survey felt there was no illegal trash dumping problem in their communities, it might be expected that "none of the above" would be the runaway winner as the biggest community trash problem. Well, it was the second most popular answer, given by 26.4 percent of those responding.

However, one response beat out "none of the above" handily and that was roadside litter, cited by 39.9 percent. Roadside litter, while a significant problem in and of itself, can often be just the most visible sign of other problems, such as illegal dumping (which often takes place in convenient, visible spots along roadways) and of a lack of trash collection services. The fact that roadside litter was cited by so many more individuals than any other problem sadly demonstrates that despite years of anti-litter campaigns, Adopt-a-Highway and statewide clean-ups, Pennsylvanians (and others who are visiting) are still fouling the highways and byways of the commonwealth.

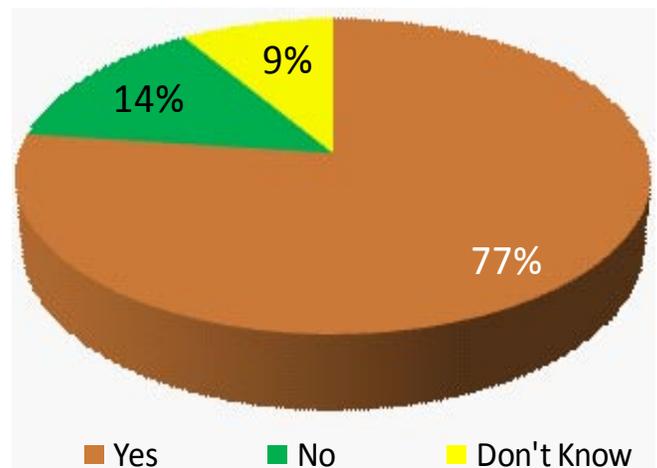
The "pecking order" of the biggest community trash problems is as follows:

- **Roadside litter – 39.9%**
- **None of the above – 26.4%;**
- **Trash accumulation on private property – 13.0%**
- **Illegal dumping – 12.5%;**
- **Burning of trash – 6.3%**
- **No trash collection service – 1.9%**



VIII. Should trash collection be required in all Pennsylvania municipalities?

The response to this question is covered extensively in the Chairman's Corner, but the raw numbers are depicted to the right. It promises to be a topic of further discussion. Proponents feel mandatory collection would help to stop illegal dumping and burning of trash. Opponents worry about unfunded mandates and how such a system would work in sparsely populated, rural areas where curbside collection would be unfeasible. That's one reason the Committee staff visited the Spring Township, Snyder County waste transfer station to see how an alternative collection system might work in rural areas. That visit was described in May 2008's *Environmental Synopsis* (see page 7 of that issue).



Cross Tabulation - Items of Interest

There were a number of differences in the various cross tabulations of survey responses, with many coming in comparisons of urban and rural areas. Some of the more striking are listed below.

- Urban areas are far higher in mandatory participation in trash collection (71.6% vs. 42.1%) than rural areas and the incidence of no trash collection services in rural areas is nearly 10 percent higher than in urban areas.
- In every breakdown, bulky household items are the items that are dumped illegally the most. Household trash is second in every geographic region, except the Southeast, where tires are second. Tires are also second in urban areas.
- Urban areas remove more bulky household items, collect more yard waste and include recyclables in curbside collection than rural areas by a remarkably consistent margin – 32.6%.
- The Southeast region has the highest percentage of mandatory participation in trash collection.
- Those in the 18-34 year old age group say they burn their trash if they don't have trash collection services. That's 32.9% more than the next closest age group.
- Seniors (65 and over) want to pay their trash bill quarterly or on a per bag basis. All other age groups prefer monthly bills.
- Republicans narrowly favor (by a 3.3% margin) private contractors handling trash collection and disposal over local government, while Democrats strongly favor local government (by a 22.7% margin).

ON THE HORIZON . . .

A LOOK AT UPCOMING EVENTS

✓ **The Governor's Sustainable Water Infrastructure Task Force (SWITF) has scheduled a series of meetings to discuss formulation of its report, which is to be issued by October 1. All meetings are to be held in Room 105 of the Rachel Carson State Office Building in Harrisburg, PA at 9:30 a.m. unless otherwise noted: Tuesday, July 22; Thursday, August 7; Wednesday, September 3; and Tuesday, September 23 in Room 109, Rachel Carson State Office Building.**

✓ **Thursday, September 18, 10 a.m., Penn Stater Conference Center, 215 Innovation Boulevard, State College, PA – Meeting of the Joint Legislative Air and Water Pollution Control and Conservation Committee's (Committee) Sewage Task Force. Please call the Committee office at (717) 787-7570 if you plan to attend.**

✓ **Thursday, October 2, 10 a.m., Penn Stater Conference Center, 215 Innovation Boulevard, State College, PA – Meeting of the Committee's Forestry Task Force. Please call the Committee office at (717) 787-7570 if you plan to attend.**

Fall 2008 Environmental Issues Forums will be scheduled when the fall legislative session

COMMITTEE CHRONICLES . . .

REVIEW OF SOME MEMORABLE
COMMITTEE EVENTS



The Joint Legislative Air and Water Pollution Control and Conservation Committee (Committee) is taking an active role in the recently formed Governor's Sustainable Water Infrastructure Task Force (SWITF), which is working coincidentally with the Committee's own Sewage Task Force, which has been meeting since September 2006. Both bodies are seeking ways to help the state's aging water and wastewater systems afford and implement necessary - but costly - infrastructure improvements.

The SWITF held a series of public listening meetings around the state in May, and two of those meetings were chaired by Committee Chairman Rep. Scott Hutchinson (co-chaired by Committee member Sen. Mary Jo White) and Committee Vice-chairman Sen. Raphael Musto, both of whom are members of SWITF as well.

In the photo at top left, Rep. Hutchinson is joined by Co-chairman, Committee member and SWITF member Sen. Mary Jo White in presiding over a SWITF listening meeting in Oil City, Venango County.

At right, Sen. Musto opens the SWITF listening meeting held in Pittston Township, Luzerne County.

The photo at bottom left shows a portion of the large crowd who attended the Pittston meeting to listen and to address the task force regarding water and wastewater needs in Pennsylvania.



All of the groups involved share a concern about the health, safety and aesthetic problems posed by illegal dumping, and are working to prevent such dumping and improve waste collection processes to make Pennsylvania a cleaner and more beautiful place to live. There was a consensus that it would be helpful to determine what Pennsylvanians thought about their current waste collection systems, what kind of improvements they would like to see, and what they would be willing to support. The questions also sought to find out what Pennsylvanians did with their trash when they had no waste collection system and whether the lack of a system contributed to illegal dumping problems.

The final question, which provided the biggest surprise answer, was this: "Would you support a policy that requires trash collection be provided in all municipalities in Pennsylvania in order to combat illegal dumping." The question was prefaced by the following statement: "Research has shown that it costs Pennsylvania taxpayers \$800 per ton to clean up illegal dumps, while it costs only \$75 to \$90 a ton for household trash collection services." The figures are verified by PA CleanWays based on actual clean-ups it has completed.

A total of 76.8 percent (576 individuals) of those responding to the question supported the idea of mandatory trash collection in Pennsylvania. Fourteen-point-three (14.3) percent, or 107 individuals, opposed such a system, while 9.0 percent (67 individuals) were unsure. The overwhelming support for mandatory trash collection was the first surprise.

The results of the 2008 Mansfield University Statewide Survey can be found on pages 2 - 6

The second surprise was that the support was uniform across a number of sub-groups. For example, folks in rural areas supported the idea almost as much as those in urban areas – 73.7 percent and 77.6 percent respectively. Republicans, Democrats and Independents (and even those not registered to vote) all supported it by at least 72.7 percent. While there were different levels of support regionally across Pennsylvania, in no region was there less than 71.8 percent support (Northwest region), and support ranged as high as 81.2 percent in the Northeast. Support was at least 70 percent across all age groups and education levels, and in both males and females and whites and non-whites.

There were some other milder surprises. The survey found that 92.5 percent of Pennsylvanians already had trash collection services, a higher number than might have been expected. And, 64.9 percent of those who did have service said it was already mandatory.

It was interesting to note that only 23 percent of those responding felt their community had an illegal trash dumping problem. The biggest trash problem cited by most people (39.9 percent) was roadside litter. Thirteen percent cited accumulated trash on private property and 12.5 percent illegal dumping.

I would pause here to note that PA CleanWays is in the midst of completing illegal dump surveys in a number of Pennsylvania counties. To date, 15 have been completed and results from nine more are due shortly. Suffice it to say that PA CleanWays has not yet found a county that does not have any illegal dumpsites (the fewest in any county so far are 37) and have found a number of common characteristics (most are in rural locations, visible from the roadway and contain bulky, household items for example). In its reporting of the results, PA CleanWays states, "Overall, very few people are aware of the widespread problem of illegal dumping in Pennsylvania."

The Committee will continue to study the new results found by PA CleanWays, compare notes as to what the surveys show and work with the organization and our other partners on solutions. Check out PA CleanWays' website at www.pacleanways.org/IDS/ids_index.html for the findings.

I invite you to check out the complete results on pages 2 – 6. Page two provides a "Survey Shorthand Summary" of the basic answers, while pages 3 – 6 provide more complete statewide results. Among the results graphically displayed are who should ultimately be responsible for trash collection and disposal, what kinds of service people have now and what is being collected, how much individuals would be willing to pay for service and what kind of payment system they like, and what is being dumped illegally and why.

The Committee was pleased to work once again with Mansfield University and to share the results with our readers and the organizations that helped to develop the survey questions. Hopefully, the results will suggest ways in which to crack down on illegal dumping and improve trash collection.

How to Contact The Joint Conservation Committee

Phone:
717-787-7570

Fax:
717-772-3836

Location:
Rm. 408, Finance Bldg.

Internet Website:
<http://jcc.legis.state.pa.us>

Mail:
Joint Conservation Committee
PA House of Representatives
P.O. Box 202254
Harrisburg, PA 17120-2254



**Printed on
Recycled
Paper**

Joint Legislative
Air and Water
Pollution Control and
Conservation
Committee

APPENDIX G
Uwchlan Township Rules and Regulations Resolution
Not included in on-line report