

FISHING CREEK TOWNSHIP MULTI-MUNICIPAL DROP-OFF RECYCLING



Environmental Resources Associates

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CONSULTANTS IN ENVIRONMENTAL RESOURCE MANAGEMENT



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SWANA/PADEP Technical Assistance Program

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1.0 Executive Summary

Fishing Creek Township (Township) is located in Columbia County. The Township operates a drop-off recycling program to serve its residents and those of Stillwater Borough, a small municipality, located within the Township's corporate boundary.

One drop-off recycling center, located adjacent to the Fishing Creek Township municipal building, serves both municipalities on a twenty-four hour, seven day a week basis. The program accepts source separated clear, green and brown glass, aluminum and tin cans, Kraft paper bags, newspaper, corrugated and PET and HDPE plastic containers. Monitoring of the drop-off site, recyclables transport and marketing services are provided by a local private contractor.

The Township has determined that the current drop-off site is inadequate to efficiently handle the variety and volume of materials collected. Technical assistance was requested to identify and assess options for program improvements to include exploring the potential for expanding the recycling program to involve other municipalities. The Township's goal is to develop a drop-off facility/program that is cost effective, efficient, and convenient for residents to use.

To explore the potential of developing a multi-municipal program neighboring Orange Township was contacted in that they currently operate a similar drop-off recycling program, on a once a month basis. The Orange Township program services Orange and Mount Pleasant Townships and Orange Borough. Orange Township expressed interest in participating in a cooperative recycling program. The program collects same varieties of source separated recyclables and uses the same contractor as Fishing Creek Township. The contractor provides collection containers, monitors the site and markets the recyclables.

Meetings were held between interested municipalities to discuss their common goal to upgrade and improve their drop-off recycling programs. Options for program improvements were identified and assessed by ERA and reviewed at the meetings. The meetings resulted in the municipalities reaching a consensus that a cooperative multi-municipal recycling program could potentially improve overall efficiency, convenience for participants and increase participation and potentially reduce program costs as a result of economy of scale.

ERA provided the following recommendations to assist Fishing Creek Township and its neighboring municipalities to achieve their goal of developing a multi-municipal drop-off recycling program that is cost effective, efficient, and is convenient for residents to use.

⇒ Pursue a multi-municipal approach to develop and implement a drop-off recycling program based on the assessments and analysis

presented and the resulting consensus reached by the involved municipalities, as detailed in the following sections. A multi-municipal program will provide the benefits of economy of scale and enhance the prospects of receiving Act 101 Section 902 funding.

- ⇒ Develop and execute an inter-municipal agreement that clearly defines program parameters and the roles and responsibilities of each participant.
- ⇒ Develop a public education program and outreach materials to encourage participation in the new program and a sustained education program to maintain participation and enthusiasm.
- ⇒ Apply for an Act 101 Section 902 Grant to assist in funding eligible program development, implementation and equipment costs.
- ⇒ Apply for an Act 101 Section 904 Grant to help offset program costs.
- ⇒ It is suggested that at a minimum the drop-off sites be staffed during the initial weeks of operation.
- ⇒ Encourage participation of the commercial sector to further increase capture rates for recyclables and enhance Section 904 funding.

2.0 Background

Fishing Creek Township operates a drop-off recycling program that services its residents and those of Stillwater Borough, a small municipality located within the boundaries.

Fishing Creek Township and the surrounding area are rural in character. The Township's estimated population is 1,393 persons with a population density of 49 persons per square mile and 711 households (2000 census). Stillwater Borough's estimated population is 194 persons with a population density of 24 persons per square mile and 85 households (2000 census).

One drop-off recycling center located adjacent to the Fishing Creek Township municipal building serves both municipalities. The drop-off program accepts source separated clear, green and brown glass, aluminum cans, tin cans, paper bags, newspaper, corrugated and PET and HDPE plastic containers. Access to the drop-off is available to the residents twenty-four hours a day, seven days a week. Monitoring of the drop-off site and recyclables transport and marketing services are provided by a private contractor. The contractor servicing the Fishing Creek Township's drop-off recycling facility charges a fee to transport the recyclables to market when sufficient quantities of materials are collected (on a per pull basis).

The proceeds gained from the marketing of recyclables are maintained by the contractor. Verification of tons of recyclables marketed is provided by the contractor to the Township.

The drop-off recycling center consists of various containers located in and around a small wooden shed for the source separation of recyclables. Residents deliver their recyclables to the site and place them in designated containers. The shed provides some protection from the elements for the recyclable materials but does not provide adequate storage space for the variety and volume of recyclables collected, it is not user friendly nor does it provide any protection from the elements for participants.

The Township realized that the current drop-off site is inadequate and requested technical assistance to provide guidance in upgrading the drop-off recycling site/program . The Township's goal is to develop a drop-off facility that is efficient, aesthetically pleasing, has ample collection capacity, and is convenient for residents to use.

3.0 Current Situation

ERA met with representatives of Fishing Creek Township and Stillwater Borough to discuss the deficiencies/problems associated with the current drop-off site and the potential options available to upgrade the recycling drop-off site/program to improve efficiency and convenience for residents.

At the meeting ERA shared the following observations, based on visitations to the drop-off site and observation of and discussions with participants.

- ⇒ The existing storage shed is old, it is in ill repair and not worth the time and/or cost to try to upgrade and/or salvage.
- ⇒ The current drop-off site is extremely congested and inefficient due to space limitations, lack of adequate containers/bins to accommodate the variety and volume of materials collected resulting in overflow of recyclables.
- ⇒ As a result of the congestion, overflow of recyclables and the poor condition of the storage shed the facility is unsightly.
- ⇒ Due to a lack of adequate containers/bins for collection of the various recyclables residents generally deliver segregated recyclables in plastic and paper bags and cardboard boxes. This situation makes it confusing and inconvenient for residents to use, adds to congestion and unsightliness and requires additional materials handling.

- ⇒ The site is not user friendly, inconvenient and little if any protection from the elements is afforded to participants.
- ⇒ Instructional signs need to be more specific clearly detailing materials preparation and separation requirements.

The municipal representatives concurred with the above noted observations and requested that alternatives/options for the development of an efficient and user friendly drop-off facility/program be identified for consideration, including expanding the recycling program to involve other municipalities.

ERA suggested that the Township contact surrounding municipalities to determine their interest (if any) in developing a multi-municipal drop-off recycling program. The Orange Township program collects same varieties of source separated recyclables and uses the same contractor as Fishing Creek Township. The contractor provides collection containers, monitors the site and markets the recyclables.

Orange Township borders Fishing Creek Township and operates a multi-municipal drop-off recycling program. The program services Orange Township, Mount Pleasant Township and Orange Borough. The combined estimated population of these municipalities is 3,107. The same varieties of source separated recyclables are collected at the Orange Township municipal building on the first Saturday of each month between the hours of 8:00 AM and noon. The same contractor that provides collection and marketing services to Fishing Creek Township provides similar services to the Orange Township program. Services include providing collection containers, a collection truck and recyclables marketing services.

Orange Township was contacted to explore the potential of developing a multi-municipal program. Orange Township and the cooperating municipalities indicated their interest in potentially participating in an expanded multi-municipal drop-off recycling program.

4.0 Options for Development, Implementation and Operation

ERA participated in several meetings to review options available to and potential benefits of developing a multi-municipal drop-off recycling program. The meetings were held with all interested municipalities and the private contractor servicing the Fishing Creek and Orange Township drop-off sites.

Program options discussed/considered included: types of recyclables to be collected and mode of collection, drop-off collection sites (types and locations) and program operations. The following outlines options discussed and considered.

4.1 Collection

The following options relative to the various types and mode of collection of recyclables were discussed.

Types of materials to be collected.

- ⇒ The program currently collects source separated clear, green and brown glass, aluminum and tin cans, Kraft paper bags, newspaper, corrugated and PET and HDPE plastic containers. Adding additional recyclables could potentially increase the amount of recyclables captured and may increase program revenues. These potential benefits will be dependent on several factors.

Capture rates will be primarily be dependent on effective education and outreach efforts and convenience for participants. Increase in program revenues will be dependent on program costs associated with collection and handling of the new recyclables, market location/availability and market value.

Collection mode (source separation versus commingled).

- ⇒ The current mode of source separated collection presents some inconvenience to residents requiring more effort on their part to participate, particularly considering the current conditions. However, the program has operated for several years and residents have been educated and are accustomed to source separating their recyclables and market value for source separated materials is much higher than commingled materials which have traditionally had very low or negative market value.

Commingling of recyclables is more convenient for residents, the majority of recyclables can be placed in and transported to the drop-off site in one container. However, as discussed above commingled materials have traditionally had very low or negative market value. Additionally a change to commingled collection will require a comprehensive education and outreach program. Market location/availability is also major consideration. Due to the low market value of commingled materials the cost of transporting recyclables to market is an important economic factor to be considered.

4.2 Site Considerations

The following parameters relative to locating and developing a permanent or a temporary recycling drop-off site were presented by ERA for discussion and consideration.

Considerations for a drop-off recycling site:

- ⇒ Centrally located where ingress and egress for the site does not impact traffic flow. The most convenient location for many municipalities is in close proximity to the municipal or maintenance building. Benefits of these locations include, resident familiarity with the site, enhanced security and potential costs savings for labor and equipment.
- ⇒ Ample area to easily accommodate placement and ease of access for collection containers/bins, for participants and operations and handling.
- ⇒ To the extent practical, the drop-off site should be manned during the times it is open to residents and all incoming materials inspected prior to acceptance, for quality assurance (at a minimum for the first few weeks of operation). Manned drop-off sites open on a regularly scheduled basis generally experience little, if any, vandalism and illegal dumping. Vandalism and illegal dumping occurs most often at unmanned drop-off site, particularly those open twenty-four hours per day. Steps can be taken to mitigate potential problems at permanent drop-off sites, fencing with a locking access gate, lighting and security cameras will discourage problems and misuse.
- ⇒ Clearly posted with concise and easily understandable signage outlining rules and regulations governing the use of the site, types of recyclables accepted, recyclable materials preparation and placement, and scheduled operations.
- ⇒ Easily accessible and convenient for residents, to include ample areas for parking. Access is extremely important and should not be overlooked when siting and designing a drop-off site. Ease of access and use (unloading and sorting recyclables) are essential to program success. A site that is easily accessible and convenient will encourage participation. Available to residents on a regularly scheduled basis and times. Preferably open on weekends, if only on a limited basis.
- ⇒ Site ascetics and cleanliness are important, residents are more likely to use a drop-site if it is clean well organized and to the extent practical attractive.

4.2.1 **Facility(ies) Options**

Identified below are options for developing a drop-off site(s) to service the planned multi-municipal recycling program.

6.

- ⇒ Develop a new permanent drop-off site at the Fishing Creek Township municipal building and a temporary site at Orange Township municipal building (upgrade of status quo).
- ⇒ Develop one centrally located permanent drop-off site to service all participating municipalities.
- ⇒ Develop one permanent drop-off site at the Fishing Creek Township municipal building and one at Orange Township municipal building.
- ⇒ Develop a new centrally located permanent drop-off site and one or more temporary sites.
- ⇒ Develop one temporary drop-off site in each participating municipality.

4.2.2 Operation

Operation of the site(s) can be done entirely by the municipalities or by a private contractor or as a public private partnership or a combination.

The municipalities' options for drop-off site(s) operations include:

- ⇒ Municipal
- ⇒ Private contractor operation
- ⇒ Public private partnership.

Described below are the available options for operation of drop-off sites.

Municipal Operation

Municipal operation of a drop-off site requires public education, the purchase or lease of equipment, operations personnel, marketing of recyclables and program administration.

Multi-municipal programs generally designate a lead agency (municipality) to operate the program or operational responsibilities are shared among participating municipalities. Participating municipalities generally enter into an inter-municipal agreement detailing the responsibilities and obligations of all involved parties.

Alternatively an entity such as a council of governments or an authority can be formed to operate the recycling program. Again responsibilities and obligations of all involved parties must be clearly defined.

Contracted Operation

The selected contractor could provide full service, e.g., provide the drop-off site(s), public education, equipment, operations personnel, transport and market materials and program administration. Alternatively the contractor could provide only selected services.

A contract will be required to define the services required, contractor's obligations and key terms and conditions for business arrangements.

Public/Private Partnership

Usually under a public and private sector arrangement the municipality provides the site(s), conducts the education program and may provide containers for collection of recyclables. The private contractor provides transport of containers (pull) and market materials, when full. A charge is assessed per pull and/or per mile transported. Collection containers are either owned by the municipality or leased from the contractor. The site(s) may be unmanned or manned by municipal personnel or the contract.

Again a contract will define the services required, contractor's obligations and key terms and conditions for business arrangements.

5.0 Program Development

As noted above, meetings were held to review and discuss the options and the benefits and challenges associated with each. The meetings resulted in a consensus that a cooperative multi-municipal recycling program could potentially improve overall recycling program efficiencies and convenience for the residents participating in the program while reducing program costs as a result of economy of scale.

Following detailed discussions and considerations of the options presented for the development and operation of a multi-municipal recycling program the municipalities determined that:

Collection

- ⇒ The current varieties of recyclables continue to be collected and source separated by the residents. This decision was based on the facts that residents were accustomed/educated to the varieties and source separating of recyclables and that market value of source separated recyclables are higher.

Site Considerations

- ⇒ To the extent practical a site(s) would be developed to be easily accessible, attractive, convenient and user friendly for residents.

- ⇒ Site(s) would be clearly posted with concise and easily understandable signage outlining rules and regulations governing the use of the site, types of recyclables accepted, recyclable materials preparation and placement, and scheduled operations.
- ⇒ The site(s) would be monitored on a regular basis but not manned due to limited manpower and funding limitations.
- ⇒ The site(s) would be open on a twenty-four hour, seven day a week basis.

Facility(ies) Options

- ⇒ The municipalities determined that a permanent drop-off site would be developed at both the Fishing Creek and Orange Township municipal buildings. This decision was based on a need for limited security, ease of access, ease of development and implementation, reduced cost of operations, and resident familiarity with the sites.

Following lengthy discussion it was determined that a pavilion type structure would be considered for the drop-off sites to provide the residents and the collection equipment protection from the elements.

Operation

- ⇒ Operation of the sites would be a municipal function via designation of a lead agency and entering into an inter-municipal agreement. Consideration would be given to hiring the current contractor as a municipal employee (if interested) to operate the recycling program.

6.0 Recyclables Volumes and Weight

In order to determine the type of collection containers/equipment suited to servicing the planned multi-municipal drop-off recycling sites, an analysis was performed to estimate the amount of recyclables currently and that could potentially be collected. The results of these efforts are provided in the following Tables.

Table 1 presents the volume of recyclables collected during 2006 at the respective drop-off sites.

TABLE 1

VOLUME OF RECYCLABLES COLLECTED 2006

COMMODITY	FISHING CREEK		ORANGE	
	CU.YD. /YEAR	CU.YD. /MTH.	CU.YD./YEAR	CU.YD. / MTH.
Newsprint	371.0	30.9	93.5	7.8
Corrugated	467.1	39.0	95.8	8.0
Kraft Bags	6.2	.5	1.3	.1
Magazines	58.2	4.9	25.5	2.1
Al.Cans	150.0	12.5	21.3	1.8
Steel Cans	182.8	15.2	25.6	2.1
Clear Glass	46.9	3.9	11.6	1.0
Green Glass	26.4	2.2	4.0	.3
Brown Glass	22.0	1.8	3.1	.3
PET	313.6	26.1	70.0	5.8
HDPE	241.3	20.1	61.0	5.1
TOTAL	1,885.5	157.1	412.7	34.4

Table 2 presents the estimated volume of recyclables that could potentially be collected at the planned recycling drop-off sites, operating twenty-four hours a day, seven days a week. For the purpose of this study the Fishing Creek drop-off site estimates are based on actual amounts collected during 2006. Orange Township estimated volumes are based on a per-capita projection of the Fishing Creek drop-off site 2006 capture rates.

The volumes of recyclables collected will be a result of participation which can not be accurately predicted in that a number of determining factors are involved, including but not limited to, education and outreach efforts (initially and on a sustained basis), convenience for participants. A user friendly well maintained site will attract and maintain a higher level of participation.

Based on ERA's experience with multi-municipal recycling programs, it can be anticipated that in the initial years of operation volumes will steadily increase at the new Fishing Creek drop-off site and the Orange Township drop-off site volumes will initially be lower than estimated but, will ramp up gradually.

TABLE 2

ESTIMATED VOLUME OF RECYCLABLES PER SITE

COMMODITY	FISHING CREEK		ORANGE	
	CU.YD. /YEAR	CU.YD. /MTH.	CU.YD./YEAR	CU.YD. / MTH.
Newsprint	371.0	30.9	742.0	61.8
Corrugated	467.1	39.0	952.2	79.4
Kraft Bags	6.2	.5	12.4	1.0
Magazines	58.2	4.9	116.4	9.7
Al. Cans	150.0	12.5	300.0	25.0
Steel Cans	182.8	15.2	365.6	30.5
Clear Glass	46.9	3.9	93.8	7.8
Green Glass	26.4	2.2	52.8	4.4
Brown Glass	22.0	1.8	44.0	3.7
PET	313.6	26.1	627.2	52.3
HDPE	241.3	20.1	482.6	40.2
TOTAL	1,885.5	157.1	3,789.0	315.8

Table 3 presents the estimated combined volumes and weight that could potentially be collected at the two planned recycling drop-off sites, operating twenty-four hours a day, seven days a week. Volume to weight conversion are based on establish standards and ERA's experience with other drop-off recycling programs in Pennsylvania.

TABLE 3

ESTIMATED TOTAL VOLUME AND WEIGHT OF RECYCLABLES

COMMODITY	FISHING CREEK/ ORANGE			
	CU.YD. /YEAR	CU.YD. /MTH.	TONS/YEAR	TONS/ MTH.
Newsprint	1113.0	92.8	222.6	18.6
Corrugated	1428.3	119.0	71.4	6.0
Kraft Bags	18.6	1.6	2.8	.2
Magazines	174.6	14.6	43.7	3.6
Al. Cans	450.0	37.5	11.3	0.9
Steel Cans	539.4	45.0	40.5	3.4
Clear Glass	140.7	11.7	49.3	4.1
Green Glass	79.2	6.6	27.7	2.3
Brown Glass	66.0	5.5	23.1	1.9
PET	940.8	78.4	16.5	1.4
HDPE	723.9	60.3	14.5	1.2
TOTAL	5,674.5	473.0	523.0	43.6

7.0 Collection Equipment

Considering the variety of source separated recyclables to be collected and their estimated volumes the program will require numerous, diversified and convenient to use collection containers/bins and an efficient mode for transport of recyclables to market.

Recycling collection trailers (multi-bin and specialized large capacity) are considered the most cost effective, practical and efficient type of equipment to meet the needs of the planned multi-municipal drop-off recycling program.

Multi-bin trailers are manufactured in various sizes and configurations of collection bins to economically accommodate a variety of recyclable material types at varied capacities.

Specialized large capacity collection trailers generally provide for the efficient and economical collection of bulky and or high volume materials such as cardboard, newspaper, mixed paper and plastic containers.

Multi-bin and specialized recycling collection trailers afford a number of additional benefits they are convenient for participants to use, require minimal handling of recyclables trailers provide direct haul of recyclables to market. The multi-bin

trailers do not require a specialized truck to load or empty collection bins as is required with other collection systems. The trailer can easily be hauled by a one-ton truck and the truck can be equipped with a dump body for additional capacity for more efficient and cost effective marketing. The trailers can also easily be transported to municipalities for collection of recyclables at special events and also may be used as a mobile drop-off site.

ERA provided the municipal representatives with information and specifications from various manufactures of recycling collection trailers, both multi-bin and specialized. In order to determine the type of collection trailers best suited for the planned recycling program, ERA met with the municipal representatives and reviewed and compared the specification and cost of the various collection trailers for the municipalities consideration.

Based on review and consideration the municipalities identified two trailer manufacturers (Dempster Industries, Inc. and Pro-Trainer, Inc.) as potentially capable of meeting their overall programs needs.

Dempster manufactures two models of trailers that could potentially meet the planned program needs. The Dempster RSWT-5000 (see Figure 1) a multi-bin trailer offers fourteen one cubic yard bins and the Dempster RSWT-400 a trailer mounted, metal mesh sided eight cubic yard container.

Pro-Trainer offers three trailers which appear to be best suited to meeting the planned program's needs. The Pro-Trainer PRTB-20 Pro-Bin Recycling Trailer (see Figure 2) offers ten two cubic yard bins, the Pro-Trainer PGT-18-2-CB Pro-Gravity Cardboard Trailer provides a two bin unit with a total capacity of eighteen cubic yards and the Pro-Trainer SK-246 is a metal mesh sided eighteen cubic yard box framed trailer.

Figure 1

Pro-Trainer – PRTB-20 Recycling Trailer



Figure 2

Dempster AlleyCat Recycling Trailer – RSWT-5000



Table 4 provides the costs estimates for the Demster and Pro-Trainer trailers.

TABLE 4

TRAILER CAPITAL COSTS ESTIMATES

Trailer Model	Specifications	Cost
Multi-Bin		
Dempster, RSWT- 5000	14 Bins @ 1-c.y. Per Bin	\$19,790.00
ProTrailer, PRTB-20	10 Bins @ 2-c.y. Per Bin	\$17,220.00
Corrugated		
Dempster, RSWT- 400	1 Bin @ 8-c.y.	\$ 4,195.00
ProTrailer, PGT-18-2-CB	2 Bins @ 9-c.y. Per Bin	\$ 9,520.00
Plastics		
Dempster, RSWT- 400	1 Bin @ 8-c.y.	\$ 4,195.00
ProTrailer, Box Frame	1 Bin @ 18-c.y.	\$ 6,815.00

NOTE: Estimates are inclusive of freight costs.

The Pro-Trainer units afford larger capacities at an overall lower per yard capacity cost. The larger capacity bins also allow for more economical transport of recyclables to market.

8.0 Estimated Project Budget Costs

Listed below are the estimated costs for development of proposed recycling program.

The planned program costs for development of two drop-off facilities includes two thirty-foot by forty-foot open sided pavilion type structures with a concrete pad, two multi-bin, two cardboard and two plastics collection trailer. Two additional two cubic yard bins per site have been included. The additional bins will provide redundancy, additional capacity and allow for program expansion to include additional recyclables or use at special events.

The pavilions will afford ample space for placement, convenient access to participants and ease of servicing of the trailers/containers. Each site will also require instructional signage. The estimated per site costs are provided below.

Per-Site Costs

⇒	Drop-off Structure (30'x40' pavilion type structure) -----	\$14,700.00
⇒	Multi-bin Collection Trailer -----	\$17,220.00
⇒	Two Bins (2 cubic-yards)-----	\$ 2,000.00
⇒	Cardboard Collection Trailer-----	\$ 9,520.00
⇒	Plastics Collection Trailer-----	\$ 6,215.00
⇒	Signage-----	<u>\$ 2,000.00</u>
	Total per-site costs	\$51,655.00

Note:

Final determinations have not been made regarding the size and actual location of the planned drop-off sites, therefore estimates are not provided for site preparation, access road construction or site security (fencing, gates, security cameras and lighting).

In addition to the per-site the planned program will require a one-ton truck will be required to transport the trailers to market and special events. It is suggested that the truck be equipped with a dump body for additional capacity (for newspaper, cardboard or added recyclables) for more efficient and cost effective marketing. A fork lift is required to load and off-load the two

cubic yard bins, and a trailer to transport the fork lift. Education and outreach program will be a cooperative effort. The estimated cooperative program costs are provided below.

Cooperative Program Costs

- ⇒ One Ton Truck-----\$35,000.00 - \$40,000.00
- ⇒ Skid Steered (Fork Lift Attachment)-----\$31,000.00 - \$36,000.00
- ⇒ Trailer for Skid Steered -----\$5,000.00 - \$6,000.00
- ⇒ Education/Outreach -----\$4,000.00

9.0 Grant Funding

The municipalities are not familiar with Act 101 grant programs and requested that ERA provide an overview of the pertinent grant programs under Act 101 that could assist in developing and operating the planned recycling program.

Under ACT 101 the PADEP offers two different, but interrelated grant programs designed to assist municipalities in developing, implementing and operating recycling programs. Section 902 Grants provide up to 90% funding for eligible costs relative to the development, implementation of municipal recycling programs. Section 904 Grants reward annual recycling performance. The performance grants are based on the tons of eligible materials recycled and the recycling rate in the community. Performance grants can be used to assist in covering operational costs.

The following sections describe these two programs:

Presented below is Section 902, of Act 101 Grants for Development and Implementation of Municipal Recycling Programs and DEP Grant Application Guidelines Regarding Proper Management of Recyclables, including Leaf Waste (Guidelines) and the Pennsylvania Bulletin Notice: January 26, 2008 [38 Pa. B. 548] Submission Date for Recycling Program Development and Implementation Grants under the Municipal Waste Planning, Recycling and Waste Reduction Act of 1988

NOTE: Particular attention should be given to the section of the Guidelines relating to non-mandated municipalities and voluntary participation programs.

Section 902. Grants for Development and Implementation of Municipal Recycling Programs

(a) Authorization- The department shall award grants for development and implementation of municipal recycling programs, upon application from any municipality, which meets the requirements of this Section. The grant provided by this Section may be used to identify markets, develop a public education campaign, purchase collection and storage equipment and do other things necessary to establish a municipal recycling program. The grant may be used to purchase collection equipment, only to the extent needed for collection of recyclable materials, and mechanical processing equipment, only to the extent that such equipment is not available to the program in the private sector.

The application shall explain the structure and operation of the program and shall contain such other information, as the department deems necessary to carry out the provisions and purposes of this act. The grant under this Section to a municipality required by Section 1501 to implement a recycling program shall be 90% of the approved cost of establishing a municipal recycling program. The grant under this Section to a municipality not required by Section 1501 to implement a recycling program shall be 90% of the approved cost of establishing a municipal recycling program.

Section 902 Recycling Grant Application Guidelines Regarding Proper Management of Recyclables, Including Leaf Waste

Assuring compliance with the terms and conditions of Act 101, the rules and regulations promulgated hereunder, other pertinent statues and the Department’s policies and grant guidance are key components of the Department’s grant review process. The Act requires certain municipalities (“mandated municipalities”) to recycle certain items and provide for the collection and composting of leaf waste. As such, any mandated municipality that allows the materials that are part of its municipal recycling program, including leaf waste, to be managed in a manner other than recycling or composting is in violation of Act 101. The Act also establishes the grant requirements for those communities not mandated to recycle. However, Act 175 states that the Department “shall not prohibit the award of any grant to a county or municipality that has adopted an ordinance allowing the limited burning of yard waste.” Since grant funding is awarded on a competitive basis, the following guidelines have been developed to assure that a common understanding exists between the Department and municipalities regarding Section 902 grant program requirements.

Guidelines

Non-mandated municipality requesting a Section 902 grant:

Programs required by the municipality:

⇒ The recycling ordinance or other mechanism need only be applicable to that part(s) of the municipality that is being served by the recycling program.

⇒ It will be assumed that a municipality that does not have an ordinance or other mechanism that addresses burning is not authorizing the burning of the materials that are part of its recycling program-unless the Department has evidence to the contrary. This evidence could include complaints or other information gathered by the Department.

⇒ The grant application should confirm that the municipality does not have an ordinance, regulation or other mechanism authorizing the burning of the materials listed in Section 1501© (i) and (iii) (except for leaf waste) that are part of its recycling program and that the municipality will enforce its recycling ordinances and regulations. Applications from municipalities that have adopted an

⇒ Ordinance allowing for the limited burning of yard waste will be evaluated on a case-by-case basis to ensure that, to the greatest extent practicable, sufficient effort has been made to operate the program according to the intent of Sections 1501 ©(1)(ii) and (iii) regarding the separation and composting of leaf waste.

⇒ The regional office should not recommend a grant until the municipality has adopted any necessary modifications to its ordinances or regulations in relation to these guidelines.

Voluntary Participation Programs:

1. DEP will accept applications from municipalities that have voluntary programs, but funding for a program that allows any material that is part of its recycling program to be burned is unlikely except where the limited burning of yard waste is authorized by an ordinance. Applications from municipalities that have adopted an ordinance allowing for the limited burning of yard waste will be evaluated on a case-by-case basis to ensure that, to the greatest extent practicable, sufficient effort has been made to operate the program according to the extent practicable, sufficient effort has been made to operate a program according to the intent of Sections 1501 c (1) (ii) and (iii) regarding the separation and composting of leaf waste.

2. It will be assumed that a municipality that does not have an ordinance or other mechanism that addresses burning is not authorizing the burning of the materials that are part of its recycling program-unless the Department has evidence to the contrary. This evidence could include complaints or other information gathered by the Department.

3. The regional office should not recommend a grant until the municipality has adopted any necessary modifications to its ordinances or regulations in relation to these guidelines.

In the past several years, PADEP has emphasized the importance of establishing a burning ordinance to reduce the amount of Act 101 recyclable materials that are burned. PADEP has taken necessary steps and provided assistance to encourage municipalities to implement anti-burning ordinances. In some instances, PADEP can withhold Grant funding from municipalities who do not have anti-burning regulations in place.

Sample Burning Restrictions

No Person shall process or dispose of any Construction/Demolition Wastes, Residual Wastes, Hazardous Wastes (as defined by the Pennsylvania Department of Environmental Protection), or Designated Recyclable Materials through Open Burning other than Yard Waste burned in accordance with the following exemption criteria.

(a) The following activities, when conducted in accordance with the Municipality's Policies and Procedures, are exempt from the open burning prohibition set forth above:

(b) [i] Yard Waste: crop residue, brush, woody debris, shrubs, trees and other natural vegetation generated as an element of any of the following practices may be burned:

(c) Agricultural and land conservation maintenance and management practices conducted on a Farm,

(d) Agricultural, horticultural and forestry management practices to control insects, diseases and other pests conducted on a Farm, or

(e) Land clearing and grubbing during or prior to the process of construction.

(f) [ii] Yard Wastes that are used for cooking food, recreational or ceremonial purposes, or fire services training.

(g) [iii] Yard Wastes that are approved by Permit for Open Burning by a Fire Marshall, Emergency Services Director, PA Department of Environmental Protection, or PA Department of Conservation and Natural Resources.

(h) [iv] Structures that are used for approved and permitted fire services training activities.

Pennsylvania Bulletin

NOTICES

Submission Date for Recycling Program Development and Implementation Grants under the Municipal Waste Planning, Recycling and Waste Reduction Act of 1988

**[38 Pa. B. 548]
[Saturday, January 26, 2008]**

The Department of Environmental Protection (Department) announces the availability of applications to municipalities for recycling program grant assistance under section 902 of the Municipal Waste Planning, Recycling and Waste Reduction Act (act) (53 P. S. § 4000.902). Municipalities eligible for recycling grants include counties, cities, boroughs, incorporated towns, townships, home rule municipalities, councils of governments, consortiums, or similar entities established by two or more municipalities under 53 Pa.C.S. Ch. 23, Subchapter A (relating to intergovernmental cooperation).

Applicants must be in compliance with the act and the implementing regulations, the Department's Guidelines for Proper Management of Recyclable Materials, and any previous grant contract provisions to be eligible to receive grant funding. County applicants should be in compliance with planning and other county-related provisions of the act. Applicants who are not in compliance with the act's annual reporting requirements will not be considered in this grant application round. Programs operating in municipalities covered by land use plans and ordinances (as outlined under Acts 67 and 68 of 2000) or projects that are in compliance with their municipality's land use plan will receive priority over similar programs and projects absent such conditions.

Municipalities are eligible for 90% funding of approved recycling program costs. Municipalities considered financially distressed by the Department of Community and Economic Development under the Municipalities Financial Recovery Act (53 P. S. §§ 11071.101--11701.501) are eligible for 100% of approved costs. An application requesting more than \$500,000 in grant funding will not be accepted. Because funding for educational efforts will be limited, applicants should, when practicable, allocate these costs toward their required match.

Applicants must submit a plan as part of their funding request that includes definitive actions and strategies for optimizing program self-sufficiency. The plan shall include, at a minimum, strategies for reducing costs and generating revenues, provisions for establishing incentives associated with waste reduction and recycling, mechanisms for public outreach and stakeholder input and tracking mechanisms to document progress toward sustainability milestones until optimum

sustainability is realized. The Department's technical report on *Building Financially Sustainable Recycling Programs* can provide assistance in developing such methods and strategies. The technical report can be found on the Department's website at www.dep.state.pa.us/dep/deputate/airwaste/wm/recycle/recycle.htm. Applicants that fail to complete the Sustainability Plan portion of the application will not be considered for funding.

Applicants requesting support for the following (and demonstrating how the request will lead toward greater program self-sufficiency) will receive priority for funding:

1. Development and implementation of an incentive based pricing and collection program designed to increase the quantities and types of recyclable materials and reduce the quantity of waste collected.

2. Vehicles for the curbside collection of materials from residents that utilize an energy source other than, or in addition to, petroleum products. Pick-up trucks will not be considered eligible for funding.

3. Multi-municipal collection, processing and materials marketing programs where a formal intergovernmental agreement/program exists for cost sharing.

4. Equipment and education necessary to collect and/or process fiber (corrugated, junk mail, mixed paper, and the like) not currently included in the applicant's recycling program.

Projects eligible for grant funding are those which divert the following recyclable materials from municipal solid waste: clear glass, colored glass, aluminum, steel and bimetallic cans, high-grade office paper, newsprint, corrugated paper, other marketable grades of paper, plastics, source separated food scraps and leaf and yard wastes.

Projects involving municipalities lacking a mandatory trash collection program or projects seeking support for a residential recycling program where a corresponding commercial recycling program does not exist will not be considered for funding. Applicants seeking funds to replace curbside collection containers and/or collection vehicles will need to demonstrate that the new equipment will increase collection efficiencies and tonnage of materials.

Eligible recycling program development costs include: recycling program design costs, recycling market investigations, development of recycling market commitments, development of recycling program ordinances, developing of recycling public education programs, and the costs of developing contracts for procuring equipment or services necessary for the operation of the recycling program.

Eligible recycling program implementation costs include: purchase or lease of vehicles used to collect recyclables (including automated and single-stream collection vehicles), transport of recyclables to processing facilities or markets, including vehicles used in the operation of a materials recovery facility; purchase of reusable containers for the collection or storage of recyclable materials; acquisition or renovation, or both, of buildings for the processing or storage of recovered materials; equipment used to process or manufacture recyclable materials into usable products; and improvements to land needed to operate a recycling facility or yard waste composting facility authorized under 25 Pa. Code § 271.103(h) (relating to permit-by-rule for municipal waste processing facilities other than for infectious or chemotherapeutic waste; qualifying facilities; general requirements); and the costs associated with educating the public on recycling program requirements. Under this grant solicitation, promotional items, glass crushing equipment (unless specific marketing arrangements have been identified), vehicles equipped with compaction units (except for the sole collection of yard waste, paper fiber and/or single-stream collection where a facility equipped to process such material has been identified), backyard composting units and public recycling containers for parks and streetscapes will not be considered eligible for funding. Other eligible and non-eligible costs are listed in the grant application packet. Composting projects and programs will be considered to be recycling projects or programs accordingly.

A municipality must retain sole ownership of equipment or facilities funded by the grant. Funding for equipment or facilities purchased for the recycling program that is used for recycling and other purposes will be prorated according to its recycling use. Funding for certain leaf and yard waste collection equipment may be limited according to its seasonal use. Funding for wood chipping equipment will be approved only when the equipment is part of an approved yard waste composting facility operating under the Department's guidelines and where the material is collected curbside from residents. Funding of street sweepers for the purpose of leaf collection will not be considered.

Funding may be restricted in situations where equipment or services requested through a grant application may be available from the public or private sector within the county of the applicant. Public notices may be required before the grant application may be submitted depending upon the nature of the funding request. When the municipality submits the recycling grant application to the Department, it must include proof of compliance with the notification requirements, a description of any responses received to the notice, and an explanation of why the municipality has concluded the mechanical processing equipment is not available to the program from the private sector.

Potential applicants must contact the appropriate Department regional planning and recycling coordinator to schedule a pre-application conference to discuss application requirements and program particulars. Applications will be returned to

municipalities that fail to schedule a pre-application conference. Grant application forms are available from the Department's regional offices and the Department's website, www.depweb.state.pa.us (DEP Keywords: Recycling Grants).

Grant applications must be received or postmarked by June 20, 2008. Applications received by the Department after that date will not be considered during the current round of solicitation. Applications must be on forms provided by the Department, with two copies submitted to the Department's Central Office (Rachel Carson State Office Building, Harrisburg) and one copy submitted to the appropriate county recycling coordinator. Grant awards will be predicated on the receipt of recycling fees required by sections 701 and 702 of the act (53 P. S. §§ 4000.701 and 4000.702) and the availability of moneys in the Recycling Fund.

Inquiries concerning this notice should be directed to Mark Vottero, Recycling Grants Coordinator, Department of Environmental Protection, Rachel Carson State Office Building, Bureau of Waste Management, Division of Waste Minimization and Planning, P. O. Box 8472, Harrisburg, PA 17105-8472, mvottero@state.pa.us.

Sample Mandatory Collection

COLLECTION OF MUNICIPAL SOLID WASTE

DEFINITIONS.

Definitions as used herein shall have the meanings as set forth below:

EXTERIOR PROPERTY — The open space on the premises and on adjoining property under the control of owners or operators of such premises.

PRIVATE HAULER – Any owner of a waste transportation vehicle providing waste collection services and/or licensed under Pennsylvania Act 90.

OWNER — Any person, agent, operator, firm or corporation having a legal or equitable interest in real estate in the Borough of Berwick or otherwise having control of the property, including the guardian of an estate of such person and the executor or administrator of the estate of such person.

MUNICIPAL WASTE – Garbage, refuse, industrial lunchroom or office waste and other material, including solid, liquid, semisolid or contained gaseous material resulting from the operation of residential, municipal, commercial or institutional establishments and from community activities; and sludge not meeting the definition of residual or hazardous waste under this section from a municipal, commercial or institutional water supply treatment plant, waste water treatment plant or air pollution control facility.

PERSON — An individual, corporation, partnership or other group acting as a unit.

PREMISES — A lot, plot or parcel of land, including any structures thereon.

TENANT — A person, corporation, partnership or group, whether or not the legal owner of record, occupying a building or portion thereof as a unit.

YARD — An open space on the same lot with a structure.

ACCUMULATION OF RUBBISH OR GARBAGE

PROHIBITED

All exterior property and premises and the interior of every structure shall be free from any accumulation of Municipal Waste.

METHOD OF DISPOSAL

The occupants of a structure shall dispose of all Municipal Waste in a clean and sanitary manner by placing such Municipal Waste in approved containers.

CONTAINERS REQUIRED

The owner of every dwelling shall supply approved leak-proof, covered, outside garbage containers of sufficient number so that all garbage and refuse of all of the occupants of the premises can dispose of their municipal waste in a garbage container and so that no municipal waste is stored by any occupant of the premises outside of a garbage container at any time.

STORAGE OF MUNICIPAL WASTE

The owner of any premises shall provide at all times approved leak-proof containers with close-fitting covers for the storage of municipal waste until such time as the municipal waste is removed from the premises for disposal.

REMOVAL BY LICENSED HAULERS

Every owner in (Insert Township/Borough Name) shall contract with an individual, entity or firm which is a licensed hauler by the Commonwealth of Pennsylvania to have all the municipal waste generated on the premises by any of the occupants of the premises removed and deposited in a permitted landfill on a weekly basis or more often.

PROOF OF CONTRACT REQUIRED

Whenever requested by the (Insert Township/Borough Name), the owner of any real estate within the (Township/Borough) shall present proof adequate in the judgment of the (Township/Borough) designee that the owner of said real estate has a current contract with a licensed hauler to dispose of municipal waste generated on the premises on a weekly basis or more often. The owner of the premises shall have 72 hours to provide proof to the (Township/Borough) designee that he has a current contract with a licensed hauler to provide sufficient service to satisfy the terms and conditions of this article.

DUTIES OF HAULERS

Any hauler picking up municipal waste in the (Township/Borough), shall be required to advise the (Township/Borough) in writing within 72 hours after request from the (Township/Borough) as to whether an owner has a current contract for municipal waste disposal from his premises within the (Township/Borough). Furthermore, all licensed haulers shall cooperate with the (Township/Borough) designee in providing information in the event that an action is instituted to enforce the terms and conditions of this article.

VIOLATIONS AND PENALTIES

Any person who shall violate the terms or conditions of this article shall, upon conviction thereof, be subject to a fine of not more than \$300 and/or imprisonment for a term not to exceed 90 days, or both. Each day that a violation continues after notice of the violation has been served shall be deemed to be a separate offense.

Act 101, Section 904, Recycling Performance Grants

Eligible applicants are restricted to municipalities as defined in Act as amended (i.e., towns, townships, boroughs, cities, counties, home rule municipalities, councils of governments, consortiums, or similar entities established by two or more municipalities under 53 PA. C.S. Ch.23 Subchapter A (Relating to intergovernmental cooperation)).

Grants are awarded based on the weight of source-separated recyclable materials identified in Section 1501 of Act 101 that were recycled or marketed and the population of the municipality. These materials include: clear glass; colored glass; aluminum cans; steel and bi-metallic cans; high-grade office paper; newsprint; corrugated paper; other marketable grades of paper; and plastics. Records documenting the weight of materials claimed in this application must be retained by the applicant for four (4) years (through 2011).

Source separated recyclable materials are materials separated from municipal waste at the point of origin (home, business, institution) for the purpose of recycling. These include commingled recyclables and single stream recyclables (recyclables collected together) but do not include materials recovered from collected loads of municipal solid waste, residual waste or hazardous waste.

Grant funds will not be awarded for residues, materials not listed as eligible, or any materials that cannot be documented as being recycled into a new product or use. In particular, recovered glass that is being stockpiled or used as daily cover at a landfill will not be considered as recycled. Residue includes materials collected but are not processable or materials that become contaminated through the act of collection, sorting, or processing. The weight of raw or processed yard waste cannot be claimed under this application.

Grants are awarded only for the eligible materials that were generated within a municipality's political boundaries.

A recycling operation/program serving more than one municipality may apportion each participating municipality's contribution to its recovery efforts.

The applicant must be able to provide a breakdown of materials collected from residential and/or commercial sources. If the breakdown is estimated, the basis for the estimate must be identified by the applicant.

Section 904 Grant Award Formula:

Base Award = Approved Residential Tonnage + Approved Commercial Tonnage x \$5

* Approved Tonnages are less any residues. Approved commercial tonnage for the base award cannot exceed the approved residential tonnage.

Bonus Award = Approved Residential Tonnage + Approved Commercial Tonnage x Municipality's Recycling Rate X \$1

* Approved Tonnages are less any residues. Approved commercial tonnage for the bonus award cannot exceed the approved residential tonnage. A municipality's recycling rate is determined in this manner:

Approved Residential + Approved Commercial Tonnage/ (municipality's population x 0.8) x 100

Where 0.8 tons/person/year is the average state-wide waste generation rate. Approved commercial tonnage for the Recycling Rate calculation cannot exceed the approved residential tonnage.

Commercial Incentive = Documented Commercial Tonnage in excess of that approved for base and bonus award x \$10

Total Award = Base Award + Bonus Award + Commercial Incentive

Performance Grants will be available from the Department's e-Library by May, 2008. Applications are due by September 30, 2008. Applications will also be mailed to potential applicants sometime between late June and early July.

10.0 Recommendations

ERA offers the following recommendations to assist Fishing Creek Township and its neighboring municipalities to achieve their goal of developing a multi-municipal drop-off recycling program that is cost effective, efficient, and is convenient for residents to use.

- ⇒ Pursue a multi-municipal approach to develop and implement a drop-off recycling program based on the assessments and analysis presented and the resulting consensus reached by the involved municipalities. A multi-municipal program will provide the benefits of economy of scale and enhance the prospects of receiving Section 902 funding.
- ⇒ Develop and execute an inter-municipal agreement that clearly defines program parameters and the roles and responsibilities of each participant.
- ⇒ Develop a public education program and outreach materials to encourage participation in the new program and a sustained education program to maintain resident's participation and enthusiasm.
- ⇒ Apply for an Act 101 Section 902 Grant to assist in funding eligible program development, implementation and equipment costs.
- ⇒ Applying for an Act 101 Section 904 Grant to help offset program costs.
- ⇒ Encourage participation of the commercial sector to further increase capture rates for recyclables and enhance Section 904 funding.
- ⇒ It is suggested that at a minimum the drop-off sites be staffed during the initial weeks of operation.