

**RECYCLING TECHNICAL ASSISTANCE STUDY**  
**FINAL REPORT**  
**IMPROVING THE WASTE COLLECTION AND**  
**RECYCLING PROGRAM IN THE CITY OF CHESTER**

**Prepared for:**  
**CITY OF CHESTER**



**Prepared by**

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**RECYCLING TECHNICAL ASSISTANCE STUDY**  
**EXECUTIVE SUMMARY**  
**IMPROVING THE WASTE COLLECTION AND RECYCLING PROGRAM**  
**IN THE CITY OF CHESTER**

The City of Chester (City) is located along the Delaware River in Delaware County Pennsylvania. The City initiated a Recycling Technical Assistance Study with Gannett Fleming, Inc. (GF) to evaluate ways the City could improve its waste management and recycling programs. Although the City has been declared a “distressed City” since 1995 pursuant to Pennsylvania Act 47, the City’s waste collection system does not need to reflect this label – there is a clear opportunity for making economical improvements to the waste collection system that will have a positive impact on the community.

On the immediate horizon is a pending City-wide waste collection and recycling bid process to secure a new contract on behalf of City residents. The existing waste collection and recycling contract expires December 31st, 2007. This contract is fraught with deficiencies and has been difficult to implement and enforce by the City. The current structure and implementation of the waste collection contract has indirectly contributed to undesirable recycling participation rates, exacerbated litter and trash accumulation problems in the City, denied the City the opportunity for recyclables revenues, and limited the City’s ability to be financially responsible in the way it manages the City’s waste collection system. Proper waste management, particularly in a densely populated city, is directly tied to the health, safety and welfare of the City’s residents.

Developing and executing a detailed, well-written, and enforceable bid specification will be the crucial step in implementing an economically feasible and comprehensive waste collection system. Although GF did not conduct a staff analysis, it appears that additional City staff should be allocated to the tasks of administering and enforcing the improved waste collection system. These staffing costs may be partially offset because improved waste management administration and decisions can reduce costs, recover revenues through the sale of recyclables, and/or Act 101 Section 904 Performance Grants, and through implementation of other program efficiencies. Over the longer term, good decisions about the City’s waste collection, coupled with appropriate recycling programs, will place the City in a better position to minimize tax increases associated with these programs.

GF makes recommendations throughout the body of this report and in Section 5.0, Conclusion and Recommendations. As summarized, GF recommends the City of Chester:

- Issue and execute a new, improved and legally binding bid specification and contract for residential curbside waste and recycling services in the fall of 2007.
- Immediately create a permanent recycling and waste management committee to evaluate important issues and provide guidance to City Council on waste and recycling issues.
- Limit the curbside set-out of trash to 4 or 5 bags or two containers per household.
- Implement a single-stream recyclables collection program where all recyclables (plastics, cans, glass and mixed paper) are collected in one container. It is recommended that the City accept :
  - **Cardboard and boxboard containers**
  - **Cereal type boxes and packaging, without liners**
  - **Aluminum and tin**
  - **Glass containers**

- **Plastic milk jugs, soda and bottled water containers**
  - **Plastic shampoo and detergent containers**
  - **Newspapers**
  - **Junk mail**
  - **Phone books without covers**
- 
- To start the program effectively, the City should require the waste and recycling contractor in the bid specification to procure and distribute single-stream recycling containers (a minimum of 64 gallons) to all households. Recycling containers should be clearly labeled with acceptable and unacceptable materials.
  - Evaluate the collection of recyclables on the same day as trash in the designated collection areas of the City. If confirmed feasible, this could simplify the collection system for residents and improve participation (as is done in many Pennsylvania municipalities).
  - If the new collection contractor uses trash trucks for recyclables collection, the contractor should be required to place large placards or magnetic stickers on both sides of the trash truck that display acceptable recyclables and make it clear to residents it is a recycling vehicle.
  - Accurately record and document waste and recycling totals and measure the performance of the waste and recycling program.
  - When timing is appropriate, revise the City ordinance(s) to reflect the new programs.
  - Revise the City ordinance to require all landlords to obtain a license from the City and be required to post a waste and recycling program sticker inside all residential units.
  - Implement twice-per-year collection of leaf waste, preferably once in the spring and once in the fall, be added to a new waste and recyclables collection contract as required by Act 101 and PADEP guidelines.
  - The City should pursue Act 101, Section 902 Grant funding to reimburse eligible costs for the recycling program.

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**IN THE CITY OF CHESTER**

## 1.0 INTRODUCTION

The City of Chester (City), located in Delaware County, Pennsylvania is in the process of evaluating ways to improve their recycling program and improve the performance and compliance from the City's contracted waste hauler. Through the partnership with the Solid Waste Authority of North America (SWANA), the Pennsylvania State Association of Township Supervisors, and the Pennsylvania Department of Environmental Protection (PADEP), the City was awarded \$7,500 in technical assistance that was provided by Gannett Fleming, Inc. (GF). Through this technical assistance, the City requested GF to assist with evaluating City's waste and recycling program.

Three objectives noted by the City for its waste collection program are: increasing the total tonnage of recyclables that is recovered; improving residential and business recycling education; increasing cooperation and participation in recycling efforts by both the City's contracted hauler and by City residents.

### 1.1 Scope

GF worked with the City to develop the following tasks for this project.

- Task #1** GF will gather and review background information to evaluate the existing recycling program in order to identify methods for improving collection performance. This task will include a review of the existing recyclables collection contract, ordinances, and recycling education information and methods.
- Task #2** GF will develop guidance and recommendations related to increasing recyclables tonnage in the City. GF will identify problem areas in the existing recyclables collection and educational program and suggest changes that could enhance recycling performance, participation and cooperation from both the residents and the contracted hauler.
- Task #3** GF will prepare and provide the City with a summary report of findings and recommendations. This task includes a review of the report by the PADEP and response to PADEP comments. Additionally, an electronic file of the final report will be submitted to PADEP. Both an electronic and hardcopy version of the report will be provided to the City.

These tasks have been completed and are presented in this Report.

## 2.0 BACKGROUND

The City of Chester is a mandated curbside recycling community that is required to implement a source-separated residential curbside collection program in accordance with the Municipal Waste Planning, Recycling and Waste Reduction Act of 1988 (Act 101). The City has approximately **13,000 occupied households** and about 36,000 residents. The City implements the curbside waste and recycling program through a City-wide waste hauler contract for weekly curbside waste and recyclables collection. The City struggles with effective implementation of this collection contract and has reported ongoing problems with the contracted hauler's services/performance. The City also has problems with maintaining satisfactory levels of residential recycling participation. After being under contract with McCusker & Ogborne for a 5-year term for curbside waste and recycling services, the City is planning to release a bid package to secure continued collection services in the fall of 2007.

### 2.1 City of Chester Waste Collection and Recycling Program Goals

Based on discussions with the City's Recycling Coordinator, GF understands the City has the following objectives or goals for its waste and recycling program:

- ✓ **Improve the level of service and compliance by the City's contracted waste hauler**
- ✓ **Increase residential recycling participation and the quantity of recyclables diverted from disposal**
- ✓ **Address waste collection and recycling in the City in a manner that helps improve the health, safety, and welfare of City residents including improvements to the overall appearance of the City**

## 3.0 CITY OF CHESTER'S EXISTING WASTE AND RECYCLING PROGRAM

The following sections describe the existing waste and recycling programs in the City of Chester.

### 3.1 Waste Collection

The City of Chester has a City-wide waste (and recyclables) collection contract with McCusker and Ogborne. A map of the City is provided in **Figure 1** at the end of this Report. This contract expires December 31<sup>st</sup>, 2007. Trash is collected in four (4) designated areas of the City on Monday, Tuesday, Thursday and Friday. Residents receive twice-per-week trash collection from May 1<sup>st</sup> through October, and once-per-week trash collection the remainder of the year. Residents have "unlimited" trash collection, meaning residents may put as many bags or containers of trash out as needed on any designated trash collection day. The City does not have a dedicated enforcement officer for waste management.

Residents can set out up to six bulky items once per month on the designated bulky-item collection day. Residents must call the City to schedule bulky item pick-up. The City accepts freon-containing items (e.g. refrigerators) and tires without rims.

## 3.2 Recyclables Collection

The City of Chester is mandated to recycle by the Municipal Waste Planning, Recycling and Waste Reduction Act of 1988 (Act 101) to provide curbside recycling services, including curbside leaf waste collection, for all residential households. The following recyclables are collected weekly on Wednesdays under the waste collection contract with McCusker and Ogborne:

- **Aluminum cans**
- **Steel cans**
- **Bi-metallic/tin cans**
- **Glass bottles**
- **Newspaper**

At the curbside, container recyclables such as cans and glass bottles are collected commingled (i.e. mixed together) in a single 30-gallon curbside container. Residents are permitted to use their own containers for recyclables and can request a replacement recycling container for \$10.

Newspapers are collected separately in red 14-gallon containers or are placed bundled along side, or on top of recyclables. The City estimates that nearly half of occupied residential establishments do not have designated recycling containers. Trash compactors (see photo) are used to collect recyclables (the same vehicle is used to collect residential municipal waste).



After collection, recyclables are taken to Blue Mountain Recycling in Philadelphia, Pennsylvania, which accepts materials dual-stream (commingled containers separated from paper items) or single-stream (commingled containers are combined with paper items and sorted at the facility using a combination of manual labor and sorting machinery/technology).

### 3.2.1 Recovered Recyclables and Blue Mountain Recycling

McCusker and Ogborne currently takes recyclables to Blue Mountain Recycling in a single-stream format. For 2006, McCusker and Ogborne reported 226 tons of residential recyclables:

**Residential Single-stream (226 tons)**

For 2006, McCusker and Ogborne reported the following tons of commercial recyclables recovered from the City of Chester:

**Commercial Commingled materials (13 tons)**

**Commercial Cardboard (336 tons)**

**Blue Mountain Recycling** accepts the materials listed below from residential programs. All materials may be placed into one container at the curbside.

- Corrugated cardboard
- Boxboard including cereal-type boxes and packaging, without liners
- Aluminum and tin
- Glass containers
- Plastic milk jugs, soda and bottled water containers
- Plastic shampoo and detergent containers
- Newspapers
- Junk mail

### 3.2.2 Residential Leaf Collection

Leaves are collected in the fall from September through December by the City Public Works Department. Leaves are taken to the Delaware County compost site located in Chester, Pennsylvania. There is no residential curbside collection of leaf waste in the spring. As defined by Act 101, “leaf waste” includes leaves, garden residue, shrubbery, tree trimmings and other similar material (excluding grass).

### 3.2.2 Residential Waste and Recyclables Collection System Costs

The City recovers money to offset costs for City-wide curbside waste and recyclables collection services via the rubbish fee that is included as a separate line item in the annual City real estate tax bill. The City pays McCusker and Ogborne monthly for collection and transportation of waste and recyclables. The cost over the 5-year contract term for these services was **\$4,074,850** according to the bid response. Residents pay **\$120 per year** in their annual tax bill for the rubbish fee that includes curbside trash and recycling services.

### 3.3 Transient Population

Based on year 2000 US Census Bureau data, approximately 50 percent of the City’s occupied housing units are rental units. The high number of rental units corresponds to a transient population. Because new residents come and go, the City has had difficulty educating residents about recycling, and maintaining recycling containers at each occupied residential unit has been problematic. Additionally, enforcing landlords to work with tenants for proper removal of trash and recyclables is also an ongoing challenge.

## 4.0 CITY OF CHESTER WASTE AND RECYCLING SYSTEM EVALUATION

GF evaluated waste and recycling information for the City of Chester from the fall of 2006 to the spring of 2007. Primary sources of background information included discussions with the City’s Recycling Coordinator, discussions with the Delaware County Recycling Coordinator, review of other large municipal waste collection programs including a phone interview with the City of Allentown (see **Appendix A** for an outline of the City of Allentown collection program) and a review of the existing waste and recycling contract as implemented by McCusker and Ogborne.



The following bulleted Sections identify and describe many of the key findings from GF's analysis of the City's waste collection system.

#### **4.1 Waste Collection Analysis**

- The majority of the problems related to waste management and recycling, which include trash accumulation, non-compliance by the City contractor (e.g. missed stops), and poor recycling participation, are primarily a function of a deficient and poorly implemented waste and recycling bid specification and bid document that was used to secure City-wide waste collection and recycling services. Section 4.3 describes some specific deficiencies related to the original bid specification and resulting contract.
- Hauler negligence appears to be a contributing factor to an unsatisfactory level of curbside collection performance, however, it is noted that the waste collection contract provisions do not include adequate performance requirements.
- Cooperation between the City and the contracted hauler requires improvement.
- The City does not have sufficient staffing dedicated to waste management and recycling administration and enforcement to maintain a comprehensive and effective waste management system in a manner that provides satisfactory levels of collection service and protects the health, safety and welfare of its residents. GF did not conduct a staff utilization analysis but one person administers nearly all functions of the waste and recycling programs, and this is insufficient.
- The City's contractor collects trash twice-per-week from May 1st through October and once-per-week trash collection the remainder of the year. This is a reasonable schedule, and helps to alleviate potential accumulation of trash in the City, particularly during warm months.
- The City's allowance of "unlimited" waste disposal by residents makes waste disposal so convenient that there is little incentive for City residents to recycle. The City has not established a balance between offering a sufficient level of trash disposal service and a convenient recycling program that provides adequate containers for recyclables, which are a higher-value portion of the waste stream. Establishing a limit on the number of bags or containers for trash that is set out at the curb is an important waste management strategy and is successful in many cities in Pennsylvania and across the U.S.

#### **4.2 Recycling Program Analysis**

- For 2006, McCusker and Ogborne reported 226 tons combined of single-stream recyclables, cardboard and commingled materials. Based on comparison of recyclable recovery within other municipalities and cities in Pennsylvania, 226 tons is far below the City's potential for recovery of recyclables. The potential quantity of recyclables generated for recovery by the City is significant, and present a market opportunity to generate revenue for the City through sales to one or more markets.

- The City estimates that roughly 50 percent of households set out recyclables on the designated recycling day (Wednesday). The low level of recycling participation is attributed to: confusion among residents about the recycling methods and program; as many as half the residential establishments do not currently have designated recycling containers; recycling education is limited and there is no recycling enforcement program. Underlying the City's recycling participation problems is the poorly structured and outdated waste collection contract that does not address many facets waste collection and recycling service nor is it enforced adequately.
- Because McCusker and Ogborne uses trash trucks for recyclables collection that are not clearly identified as recycling vehicles, there is a perception among many City residents that recyclables are disposed of as trash. These collection vehicles display a small "City of Chester Recycles" sticker that does not clearly identify the recycling trucks, and the sticker lacks adequate information about the recycling program such as materials accepted and the day recyclables are collected (refer to photo on page 3).
- McCusker and Ogborne recently changed the City's recycling program to a single-stream program. This program allows City residents to place, in a single recycling container, commingled recyclables such as glass bottles, aluminum and bi-metallic cans plus newspapers and other designated paper items. It does not appear this transition was coordinated with the City and it is unclear how well this program has been communicated to City residents. With that said, a single-stream recyclables collection program may have considerable advantages for the City, considering it is simple and convenient for residents, and because Blue Mountain Recycling is nearby and has the processing capability and capacity to accept single-stream materials. Importantly, the City's combination of 30-gallon and 14-gallon recycling containers are not optimal for a single-stream recyclables collection program. Larger containers are recommended in Section 5.1.
- The City has taken steps to improve the recycling education program and has developed new literature for distribution to residents. However, the effectiveness of recycling education will be contingent upon the ability of the City to improve the overall waste collection system through the development of new and improved bid specifications that secure comprehensive waste and recycling services that are convenient and understood by City residents.
- The City collects recyclables on Wednesdays only. Although further analysis may be required, it may be feasible for the City to collect recyclables on the same day as trash in the designated collection areas of the City. This type of system may be more practical, economically feasible and more convenient for residents than the current Wednesday collection program. Requiring recyclables to be collected in the entire City on one day means that a large number of staff and collection equipment must all be dedicated to the City on the specified day. This has the potential to increase the cost of providing this service since so many resources must be allocated to this task on one day. Consequently, the contractor for the City may have inflated costs for providing recycling service.

### 4.3 Waste and Recyclables Bid Specifications and Collection Contract Analysis

The City's waste collection and recycling contract is the primary implementation mechanism for the City's current waste collection system. This contract is plagued with numerous deficiencies. Some of the primary problems with the City-wide collection contract are:

- The manner in which the annual terms of the contract were originally presented to proposers in the specifications and bid documents for curbside waste collection and recycling services did not maximize the incentive for prospective contractors to provide competitive pricing. Because the bid document requested a yearly price to be applied to both the 2-year contract term and the 5-year contract term, this placed the prospective contractor (waste hauler) in a position of uncertainty or risk and did not give the bidder an opportunity to calculate/provide a better price for the 5-year contract term (a substantially larger contract and business opportunity than the 2-year contract). As a result, the City has a higher and less competitive price than could have been secured for the 5-year curbside waste collection and recyclables collection service. This is revealed in the bid response since the City's cost was the same amount each year for years one through five.
- The specifications and bid document asked the prospective contractors to rebate the City the revenues (as a price per ton) for all recyclables collected. Because this rebate was not built around a Consumer Price Index (CPI) or other adjustable rate mechanism based on recyclables market fluctuations, the prospective contractor was in a position to assume a risk if a fixed price per ton was provided. As a result, the selected contractor for the City did not agree to any rebate and the City lost an undeterminable amount of revenue (to McCusker and Ogborne) for recyclables over the 5-year contract term.
- The existing contract does not contain a Liquidated Damages Policy. A Liquidated Damages Policy can be included in a waste collection contract to define a number of service requirements, when are not met by the contractor, are identified as "breaches of contract". Each specified breach of contract in the Policy is tied to a financial penalty (dollar amount) that can be assessed to the contractor upon confirmation of a violation. The dollar amount will vary according to the specific violation, breach or act of non-compliance. A sample Liquidated Damages Policy is provided in **Appendix B**. Although Performance Bonds are an important piece of collection and disposal contracts, recovering performance bonds has historically been very difficult. Provided the financial penalties assessed for each breach of contract are set as a reasonable fee according to the violation and extent of harm, a Liquidated Damages Policy can be an effective mechanism to ensure the contractor complies with contractual obligations.
- The existing contract does not require the contractor to distribute recycling information to customers at least once every six months. Act 101 requires the City to notify residents of recycling requirements at least every six months, and the contractor can share this recycling education responsibility with the City.
- The existing contract does not require the contractor to provide the City with monthly waste and recycling reports in a manner that complies with City reporting requirements. Obtaining accurate waste and recycling records and certified weigh slips is an essential

component to proper implementation and management of a comprehensive waste and recycling system. In order for the City to be awarded Act 101, Section 904 Performance Grant funds, which are based on the tons of recyclable materials that are recovered and processed for recycling, the City is required to submit recycling totals (e.g. certified weigh slips) that are signed by the collector or processor. Because a reporting procedure is not built into the contract, the City is losing two forms of revenue: direct revenue from sale of recyclables and Recycling Grant reimbursement paid for each ton of recyclables recovered and submitted to PADEP.

## 5.0 CONCLUSIONS AND RECOMMENDATIONS

The time for the City of Chester to make a difference is now. Although the City has been declared a “distressed City” since 1995 pursuant to Pennsylvania Act 47, the City’s waste collection system does not need to reflect this label and presents an opportunity for improvement both economically and for the community. On the immediate horizon is a pending City-wide waste collection and recycling bid process to secure a new contract on behalf of City residents. The existing waste collection and recycling contract expires December 31st, 2007. This contract is fraught with deficiencies, poorly implemented by the contracted hauler and is difficult to administrate and enforce by the City. Instead of the 5-year contract being a legally binding contractual mechanism, it is a loose agreement that enables the contractor to provide less than satisfactory waste and recycling services to the City and its residents. The current implementation of the waste collection contract indirectly contributes to undesirable recycling participation rates and has exacerbated litter and trash accumulation problems in the City. Additionally, the current system structure denies the City the opportunity for recyclables revenues, and limits the City’s ability to be financially responsible in the way it manages the City’s waste collection system. Proper waste management, particularly in a densely populated City, is directly tied to the health, safety and welfare of the City’s residents.

It will be difficult if not impossible to properly manage a comprehensive waste and recycling program, including the administration and enforcement of a City-wide waste collection program, without dedicating the appropriate level of staff to administer and enforce the waste collection system. GF encourages the City to not balk at the concept of adding staff and rearranging existing staff responsibilities to improve the management and administration of these programs. Proper implementation and administration of the waste collection system using a sufficient number of staff can create opportunities to reduce costs and gain revenues through the sale of recyclables, Act 101 Section 904 Performance Grants, and through other efficiencies and cost saving measures. GF did not do a staff utilization analysis, but it is clear that one person administers nearly all functions for the waste and recycling programs, and this is not enough. Over the longer term, good decisions about the City’s waste collection, coupled with appropriate recycling programs, will place the City in a better position to minimize tax increases that relate to these programs. Implementing a new waste and recycling contract that includes new recycling containers for use by residents will be a key to the City’s success.

It should be clear that **City staff and City Council will need to make a number of decisions pertaining to** waste management and recycling in the immediate future in order to make noticeable enhancements to the recycling and waste collection system. The City should view recycling and waste collection as integrated services, not as separate issues, and work steadily to

develop and release a municipal bid document to secure comprehensive waste and recycling services by fall 2007.

The opportunity and benefits the City will realize hinge on the release of a bid in the fall of 2007 that can positively influence the way waste and recycling is collected and processed – this can and should have far reaching effects on improving the health, safety, welfare and appearance of the City. A few questions the City will need to consider and answer:

- What are the new terms of the City's pending waste and recycling contract?
- Will the City continue the transition to single-stream recycling?
- If single-stream recycling is pursued, how and when and at what cost will the City be able to provide 13,000 residential units with new, larger recycling containers?
- What recyclable materials will be collected?
- How can we get new curbside recycling containers to start the program?
- Can the City add staff to implement an improved waste and recycling program?
- Does the City want to take ownership of recyclables and market its recyclables or allow the Contractor to take ownership and take all potential revenues (or costs)?

## 5.1 Recommendations

Gannett Fleming, Inc. (GF) encourages the City of Chester to carefully review and consider the following recommendations related to improving the City's waste collection and recycling program. The key to the successful implementation of at least some of the following recommendations will be contingent upon the City's diligence in moving forward with the development of an intelligent, well-written, and enforceable bid specification and bid document to secure comprehensive waste and recycling services. To improve the waste collection system in the City of Chester, GF recommends the following:

- The City should implement a comprehensive, cost effective and environmentally responsible waste collection system through the issuance and execution of a well-designed bid specification and collection contract. This new bid document should address the current collection contract deficiencies as noted in Section 4.3. The new bid specifications should be clearly written, should provide ample data to prospective bidders, and be developed to ensure the terms and provisions are consistent with the City's desired level of service for waste and recyclables management. GF understands many of the City's issues and would be willing to work closely with the City to develop bid specifications and provide related assistance.
- The City should immediately create a permanent recycling and waste management committee to evaluate important issues and provide guidance to City Council on waste and recycling issues including development of the pending waste collection and recyclables bid.
- The City should limit the curbside set-out of trash to 4 or 5 bags or two containers per household; a measure that is successfully used in other municipalities to discourage unnecessary waste generation and as a measure to encourage recycling. Trash generation from households will be supplemented by providing a simple program where households can easily recycle more materials than the current system.

- It is recommended the City implement a single-stream recyclables collection program where all recyclables (plastics, cans, glass and mixed paper) are collected in one container. The City should contact Blue Mountain Recycling to evaluate the potential for recyclable revenues and determine if the City should own and market recyclables as included as a provision in the new waste collection contract. In a single-stream recycling program, it is recommended that the City accept the following residential recyclables:
  - **Cardboard and boxboard containers**
  - **Cereal type boxes and packaging, without liners**
  - **Aluminum and tin**
  - **Glass containers**
  - **Plastic milk jugs, soda and bottled water containers**
  - **Plastic shampoo and detergent containers**
  - **Newspapers**
  - **Junk mail**
  - **Phone books without covers**
  
- The City should implement a proactive program to ensure all occupied households are provided the necessary curbside recycling containers **at the start of the new program by requesting the contractor to provide containers to all households**. The collector could amortize the cost of the containers over the 5-year life of the contract. There would be a minimal cost increase per household for adding the containers to the contract, but the value is significant considering proper recycling containers will be a primary factor in waste diversion. The City can not use Act 101, Section 902 Grant Funds to reimburse the cost of containers procured by the contractor in the contract. GF recommends the City consider paying the contractor up front for the cost of the containers and then pursuing grant reimbursement if deemed eligible by PADEP.

GF recommends recycling containers be distributed prior to the first collection day under the new collection service contract by the new contracted waste hauler. If new containers can not be procured before starting the program, City residents could be issued large, highly visible “Recycling” stickers that could be placed on resident-owned containers for recycling. The City should include the details of procurement and distribution of recycling containers within the bid specifications.

If the City collects recyclables in a single-stream format under the new contract, it is recommended all households be provided one recycling container that is at least 64 gallons for collection of all recyclables. Each container should be labeled with pictures and be a color that is associated with recycling.

- As needed, the City should pursue Act 101, Section 902 Recycling Grant funding to reimburse eligible cost for recycling equipment, containers and other eligible items. As a “Financially Distressed” municipality, the City of Chester is eligible for 100 percent reimbursement of approved expenses.

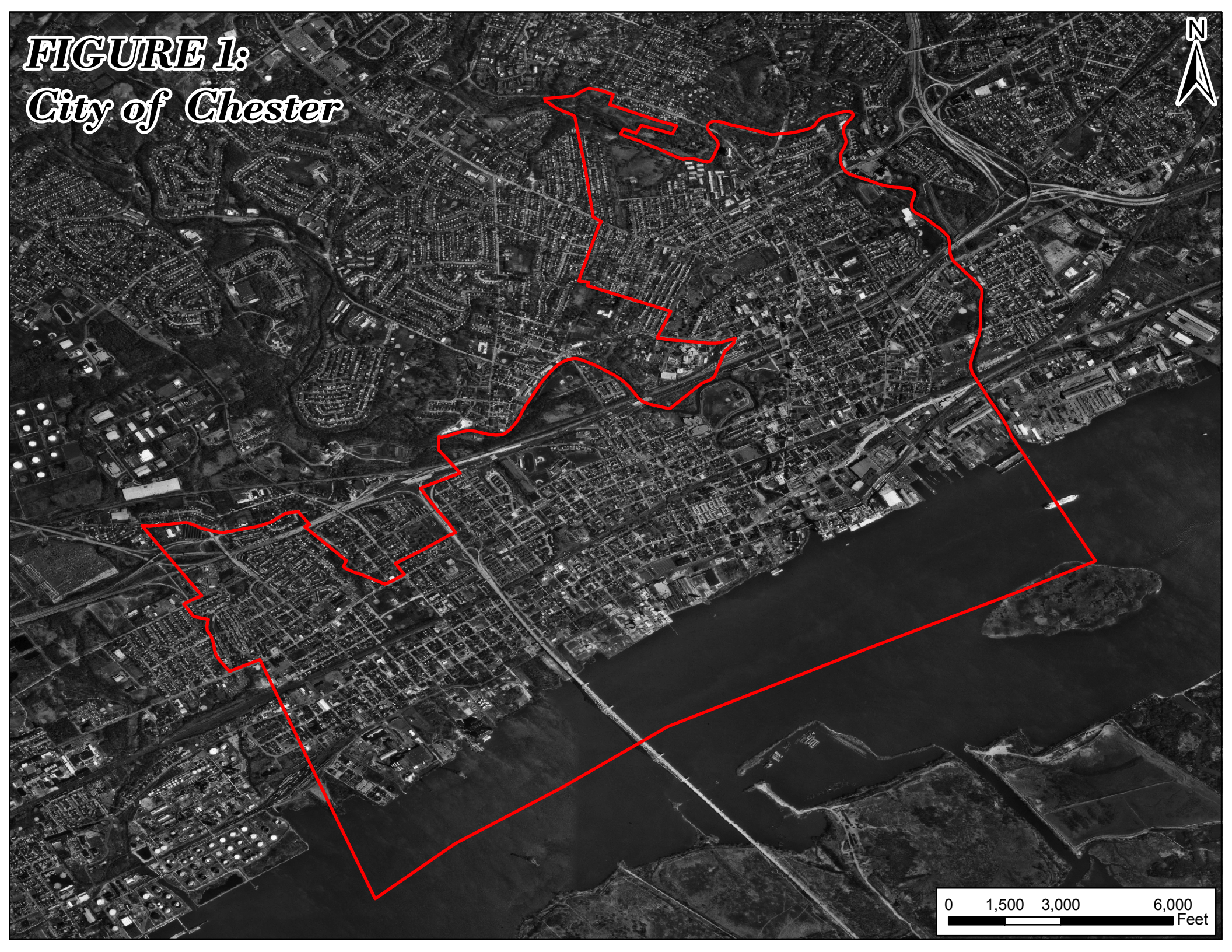
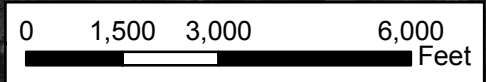
- It may be feasible for the City to collect recyclables on the same day as trash in the designated collection areas of the City (see Section 4.2). Further analysis should be conducted by the City on the collection schedule for recyclables.
- If the new collection contractor uses trash trucks for recyclables collection, the contractor should be required to place large placards or magnetic stickers on both sides of the trash truck that indicate it is a recycling vehicle and list the materials accepted.
- During implementation of the enhanced collection system, a method should be established by the City to accurately record and document waste and recycling totals as a means to track and measure the performance of the waste and recycling program.
- When timing is appropriate, revise the City ordinance(s) to reflect the enhanced waste and recycling program; subject to review and confirmation by the City's solicitor.
- The City ordinance require all landlords to obtain a license from the City and be required to post a waste and recycling program sticker inside all residential units (refer to the example in **Appendix C**). This type of program can facilitate the ability of the City to educate the transient population on the proper waste and recycling procedures. Review the details of this recommendation with the City solicitor.
- It is recommended the collection of leaf waste be added to a new waste and recycling contract in a manner that meets or exceeds curbside collection minimums established by Act 101 and PADEP guidelines.



**FIGURE 1**



**FIGURE 1:**  
*City of Chester*







# **City of Allentown (2007) Waste Collection & Recycling Program**

## **City-wide Contract with Waste Management**

37,000 households  
500 small businesses (submit application to come in to the contract as residential)  
Twice per week trash (5 bag limit or 2 container limit)  
Weekly recycling  
Contract runs June 1- May 31  
Recyclables – collection and transportation only  
Waste – collection and disposal

## **Recyclables Collected Commingled**

1. Aluminum beverage cans, foil & pie plates
2. Glass food and beverage containers - brown, green & clear
3. Steel (tin plated) cans and empty aerosol cans
4. Plastic bottles - #1 PET and #2 HDPE bottles – e.g., soda, milk, laundry and water bottles, etc.
5. Other recyclables as deemed acceptable by the City

## **Mixed paper items are kept separated from commingled materials**

1. Magazines
2. Office paper
3. Newspaper
4. City is adding cardboard
5. City is adding paperboard

## **Containers**

Commingled: Large-A-1 (22 gallons) City feels these are big enough for typical HH  
Paper items: 14-gallon bins

## **Yardwaste**

Once per week, under contract with Waste Management  
April 1<sup>st</sup> → week of November 30<sup>th</sup>

## **Transient Population**

Landlord-Ordinance require landlord (via license), to place stickers provided by Allentown that lists recycling requirements in English and Spanish in multi-family dwellings.

What days are recycling and trash  
Trash limits (5 bags) or 2 cans / collection  
Trash is twice / week (accumulation)

**Billing**

Residents are billed for services through real estate taxes that include a separate line item for trash and recycling:

Household Tax/Cost per resident

Tax - \$287: trash and recycling per HH per yr.

Real Estate Tax money: "Solid Waste Enterprise Fund"

Fund dedicated to trash/recycling programs

Pay hauler

Litter program

Yard waste program

904 grants also added to this fund

***DO NOT "Negotiate" with disposal facilities because it requires bidding.***

**Separate RFP for paper and materials**

Conducted at same time as waste and recycle bid

Pricing to compare:

Cost of recyclables

Distance to facilities to determine best market economically

**Staff:**

Admin: (Bureau-Manager) plus one to manage litter baskets and equipment

- 1 Supervisor- Chris
- 1 Education
- 2 Code enforcement → check rental units for stickers posted
- 5 Sweep Officers (trash and recycling)

**Operational Staff:**

6 Workers

2 Graffiti

2 Equipment operators

**Recycling Participation**

75-90% depending on section

902 grant: Bins – Don't charge residents for them.



## Sample Liquidated Damages Policy

The \_\_\_\_\_ or his/her designee shall notify the Proposer for each violation of the Agreement reported to or discovered by him/her for the Municipality. It shall be the duty of the Proposer to take whatever steps may be necessary to remedy the cause of the complaint and notify the Municipality in writing of its disposition within twenty-four (24) hours after receipt of complaint.

The following acts or omissions shall be considered a Breach of Contract and for the purpose of computing damages under these contract provisions.

1. Failure to clean up solid waste spilled by Proposer within six (6) hours of oral or written notification ----- \$50.00 each instance.
2. Failure to maintain vehicle in a manner which prevents nuisances such as leaky seals or hydraulics ----- \$100.00 each instance.
3. Failure or neglect to collect solid waste, recycling, (or yard waste/bulky goods if part of the proposal) at those times provided by the Agreement within 24-hours after either oral or written notice by municipality ----- \$50.00 each instance.
4. Failure or neglect to provide notice to resident upon solid waste refused for collection for cause ----- \$25.00 each instance.
5. In addition to above, failure or neglect to correct chronic problems will be considered a Breach of Contract----- \$50.00 each instance.

Chronic problems shall be construed to be three or more occurrences of items (1), (2), or (3) immediately above at the same address within any period of six (6) consecutive months whether or not remedied within 24-hours or four hours in the case of spilled solid waste.

6. Failure to collect recyclables, which are properly prepared and placed for collection as part of the collection program ----- \$25.00 each instance.
7. Missing entire blocks/neighborhoods. A missed block is defined as a block where residents from at least three (3) households within two intersections of that block or cul-de-sac report that their material was out before 7:00 a.m., the material was not picked up and the addresses did not appear on the records as unacceptable setouts ----- \$250.00 each instance.
8. District-wide collection not completed. The failure to complete a majority (50% or more) of pickups within the municipality or collection district on the scheduled collection day without following proper notification procedure----- \$2,500 per instance.

Hauler must maintain an escrow account of \$5,000 with the municipality to be used for payment of any liquidated damages. Any unused portion of the deposit shall accrue interest at 5% simple annual interest and will be returned to the Proposer at the end of the contract period.

The \_\_\_\_\_ or his/her designee will inform Proposer when or if the escrow account needs to be replenished.



## Your Collection Nights Are:

### SUNDAY NIGHTS

Trash Only

### WEDNESDAY NIGHTS

Green & Blue Recycling Bins  
• Newspapers • Trash

*Put trash & recycling out in front of your home after 6 pm and before 10 pm on these nights only.*

## TRASH

- Put trash in a tied bag or a can.
- No loose trash. No trash out early.
- Do not store trash/recycling cans in the front of your apartment building.
- No bagged trash in litter baskets.
- **No tires, motor oil, car batteries. Call for more info.**



- Do not litter.
- Keep your sidewalk & property clean.
- Move your car for street cleaning to avoid a parking ticket. Check signs for day & time.

## Sus Noches de Recogido Son:

### LOS DOMINGOS POR LA NOCHE

Solamente Basura

### LOS MIERCOLES POR LA NOCHE

Cubos de Reciclar Verde y Azul  
• Periódicos • Basura

*Ponga la basura y cubos de reciclar enfrente de su casa después de las 6 pm y antes de las 10 pm solamente.*

## BASURA

- Ponga la basura en una bolsa amarrada o en un safacón.
- No ponga basura suelta. Ni temprano.
- No almacene su basura/cubo de reciclar al frente de su edificio de apartamentos.
- No ponga su bolsa de basura en los safacones azules de la acera.
- **No gomas de auto, aceite de motor o baterías de auto. Llame para mas info.**

### ¡Por Favor Mantenga Limpio Allentown!

- No tire basura.
- Mantenga sus aceras y propiedades limpias.
- Mueva su carro los días anunciados en los letreros para que limpiar la calle y evite recibir una multa.

## RECYCLING-It's the Law

**You need green & blue recycling bins. They are FREE. Call 610-437-8729**

### YOU MUST RECYCLE:

**GREEN BIN-**Cans, glass bottles & jars, plastic bottles: soda, water, milk jugs, liquid laundry bottles and other #1 & #2 plastic bottles.

**BLUE BIN-**All white and colored paper, mail, magazines, catalogs, glossy paper, flyers, circulars.

**Keep newspapers separate. Not in blue bin.**

**NEWSPAPERS & PHONE BOOKS-** in paper or plastic grocery bags.



**ALLENTOWN**  
RECYCLES  
[www.AllentownRecycles.org](http://www.AllentownRecycles.org)

## RECICLAR-Es la Ley

**Usted necesita cubos de reciclar verde y azul. Son gratis. Llame 610-437-8729**

### TENER QUE RECICLAR:

**CUBO DE RECICLAR VERDE-** Latas, botellas de cristal y jarros, botellas plásticas de refrescos, leche, agua, líquido de lavar y otra botellas plásticas de #1 y #2.

**CUBO DE RECICLAR AZUL-** Todo papel blanco o de color, revistas, anuncios por correspondencia, y otro tipo de papel.

**Mantengan los periódicos separados. No en el cubo azul.**

**PERIÓDICOS & GUÍA TELEFÓNICA-** en bolsa de papel o bolsa plástica de la tienda.

**Recycle cardboard, books, metal, and clothing at the Allentown Recycling Drop Off Center. Martin Luther King, Jr. Drive & 15th Street Open 24/7 to everyone**

**Recicle cartón, libros, metales y ropa en el Centro de Reciclaje de Allentown. Martin Luther King, Jr. Drive & 15th Street Abierta 24/7 para todos**