

May 18, 2007



Ms. Debbie Wolf
Recycling Coordinator
Snyder County Solid Waste Management Authority
713 Bridge Street
Suite 9
Selinsgrove, PA 17870

Subject: Pennsylvania Technical Assistance Project to Increase Recycling

Dear Ms. Wolf:

I am please to submit to you this letter report addressing the issues of 1) the potential implementation of a pay-as-you-throw (PAYT) system for Snyder County, and 2) the organization of the County's solid waste and recyclables collection through contracting or franchising. This project was performed as part of a Recycling Technical Assistance project from the Pennsylvania Department of Environmental Protection (DEP) through the Solid Waste Association of North America (SWANA).

Executive Summary

Most municipalities in Snyder County have garbage collection provided via subscription service. Only one community, Selinsgrove Borough, is required to offer curbside recycling per Act 101. The program, however, is still not reaching the 35 percent recycling goal. The Snyder County Solid Waste Management Authority (the Authority) works with several municipalities to offer nine drop-off recycling sites throughout the County. The overall recycling rate for Snyder County in 2005 was 20 percent.

The Authority would like to increase recycling in the County. R. W. Beck met with the County recycling officials, gathered pertinent information from within and outside of the County, and developed:

- A summary of the options for Pay-as-You-Throw programs;
- Options for contacting and franchising solid waste collection;
- Case studies of communities that have converted from open to contract/franchised systems and/or instituted Pay-As-You-Throw programs;
- A countywide customer survey, and a summary of the survey results;
- Recommendations for the County; and
- A PowerPoint presentation for local jurisdictions, which R. W. Beck presented at two sessions.

R. W. Beck recommends that the Snyder County Solid Waste Management Authority consider the following:

- Assist with developing municipal ordinances;

The Authority can develop ordinance language that individual municipalities could adapt to suit their needs. The ordinance language might:

- Stipulate that haulers providing trash collection must also provide curbside collection of recyclables; and/or;
 - Stipulate that haulers must offer residents a variable rate pricing structure; and/or;
 - Stipulate that haulers must combine the price for a base rate of trash collection and recyclables collection. This would encourage residents to participate in the recycling program, since they are paying for the service anyway; and/or
 - Stipulate that residents must separate recyclables for separate curbside collection.
- Conduct a competitive procurement and implement a contract for curbside recycling services within the municipal boundaries of those municipalities that are interested in participating. The hauler should be amenable to additional communities being added to the program over time, with a reasonable amount of notice;
 - Enter into franchise arrangements with several haulers, thus allowing multiple private haulers to provide service in specific service areas or within each municipality desiring curbside collection.
 - Continue to work with municipalities to educate them about the various types of pay-as-you-throw programs, and the benefits of implementing pay-as-you-throw programs. The most populated communities should be a priority.
 - Continue to educate residents about the availability of the drop-off sites, the materials accepted at the sites, and the benefits of recycling.
 - Continue to survey residents to identify potential “gaps” in the drop-off program, which might necessitate the addition of new drop-off sites.

Background

In Snyder County, the solid waste is collected through private subscription whereby residents contract with one of many haulers in the area. Snyder County has one community, Selinsgrove Borough, that is required to offer curbside recycling by Act 101, but this program is not reducing 35 percent of the waste stream. The Snyder County Solid Waste Management Authority (the Authority) works with many municipalities to operate nine drop-off programs throughout the county. The Authority provides most of the financial support to operate the drop-offs. The overall recycling rate for Snyder County in 2005 was 20 percent.

The Authority is concerned that the current system does not adequately encourage recycling and that a PAYT system along with a contract/franchised refuse collection approach should be instituted in at least some parts of the County to encourage curbside recycling.

Introduction

To accomplish this project, R. W. Beck has completed the following tasks:

- Met with the Snyder County Solid Waste Authority Board to present options for converting from the current subscription approach to the implementation of PAYT and a contract/franchised collection system;
- Gathered data and other information that helped characterize the County's current approach;
- Researched other Pennsylvania communities that have adopted PAYT systems and/or solid waste management contracting/franchising; and
- Surveyed Snyder County residents' opinions of the existing solid waste management system and their desire for change.

The results of these tasks are presented in the following letter report that is organized as follows:

- Pay-As-You-Throw Overview
- Contacting and Franchising Solid Collection Overview
- Communities that have converted from open to contract/franchised systems and/or instituted Pay-As-You-Throw
- Snyder County Public Opinion Survey
- Recommendations
- Full Results of Survey – Attachment A
- Presentation Slides – Attachment B

Pay-As-You-Throw (PAYT) Overview

PAYT, sometimes known as variable rates or volume-based fees, is an approach whereby the generator of the waste generally pays in proportion to the amount of waste set out for collection. Put in simplest terms: the more waste you produce, the more you pay and vice versa.

The goals of a typical PAYT system include:

- Raise sufficient revenues;
- Encourage municipal solid waste (MSW) reduction through price signals;

- Convey a better understanding of solid waste management costs to citizens and increase their awareness of the related issues;
- Charge for recycling (but generally less than MSW so as to encourage recycling) and other complementary programs; and
- Keep the program simple to use and run.

PAYT Approaches

PAYT systems can take many forms and use a variety of approaches as to how the system works. Rate structures and the type and size of containers are often related, and combinations of techniques are often used. For example:

Bag System – Residents purchase official, specially marked bags at whatever the cost of service per bag is determined to be. They must use those bags to set out their waste on collection day. The resident's annual cost is directly proportional to the number of bags purchased and used throughout the year. If recyclables are collected this way, residents typically use clear or translucent colored bags to differentiate them from the waste. Bulky items typically require the purchase of an official tag or sticker that is affixed to the item.

Tag/Sticker/Can System – Similar to the bag system, residents must purchase tags or stickers at an established price. For the items to be collected, a tag or sticker must be affixed to each can, bag, bundle, or other bulky item to be collected.

Wheeled Carts – This approach utilizes standardized two-wheeled trash carts that are lifted mechanically. The carts have hinged lids and are typically sized in the range of 90-96 gallons. However, they are also available in other sizes, such as 35 or 64 gallons. Prices for collection services are established based on the size of the cart that is used and the frequency of collection, typically once per week for trash. The use of different colored carts (usually smaller) for recyclables collection is also growing. Typically, any out-of-cart set-outs require a pre-paid tag or sticker.

The use of wheeled carts requires a degree of automation in the collection vehicles and methods used:

- **Semi-automated:** This approach uses a hydraulic lifting device which is usually attached to the rear of the collection vehicle, typically a rear-loading garbage truck. The collector wheels the cart from the curbside to the rear of the truck and positions it to be lifted mechanically and emptied into the vehicle's hopper. The worker then returns the cart to the curbside. These lifts can also be used on certain side-loading collection vehicles.
- **Fully-automated:** Fully-automated collection involves the use of a specialized collection vehicle designed for operation by only one person. The vehicle is equipped with a mechanical articulated arm that is used to empty the cart into the collection vehicle. The driver pulls the vehicle to the curb where the resident has placed the cart. Using controls in

the cab, the driver moves the vehicle's collection arm to grasp the cart and empty it into the truck, then replace it on the curbside.

Collection performed by one-person fully automated trucks can significantly reduce the cost of collection, although it requires a significant investment in new collection vehicles. It is especially suited for less densely populated areas and areas that have adequate room in the public right-of-way for the collection process.

Hybrid System – This is an approach to PAYT that typically blends rate structures. Some communities charge a fixed base rate to cover the costs associated with the overall provision of collection services (getting the collection vehicles onto the routes and supporting the operations and administration of the services), and establish a unit charge (per bag, per can, etc.) that varies according to the volume of material set out for collection.

Some communities might take a similar approach, but include recycling in the base level of service, and reduce or eliminate the unit charge for recyclable containers that are set out. This provides a financial incentive to the generator to reduce waste by recycling, as well as through source reduction efforts.

PAYT System - Potential Waste Reduction and Cost Savings

Communities that have implemented PAYT have achieved significant reductions in the amount of waste that must be disposed. Examples of this include:

- Perkasio, PA 54% reduction;
- MN Town 1 60% reduction;
- MN Town 2 37% reduction;
- Duke University Study of 14 cities 44% (average) reduction; and
- Six Massachusetts cities 40-76% reduction.

In Pennsylvania, an example of the cost savings that can be potentially achieved are shown in Table 1 below. In Rockledge, a PAYT system was not in place; the cost per household per year (cost/HH/year) for such unlimited collection was \$186.96. In South Middleton Township, PAYT was implemented using a carts/tags hybrid system. Even with the cost of carts factored in, the cost/HH/year was reduced by more than \$37, almost 20 percent. Even greater savings were achieved in Elizabethtown, which used a tag/hybrid PAYT system. There, the cost/HH/year was reduced almost \$73, approximately 39 percent.

Table 1
Example of Potential PAYT Savings

Community	Program Type	Cost/HH/Year
Rockledge, PA	Unlimited	\$186.96
Elizabethtown, PA	Tags	\$114.00
	Hybrid	
South Middleton Township, PA	Cart/Tags	\$149.72
	Hybrid	

If Snyder County decided to implement a PAYT system, the actual levels of waste reduction and cost savings that would be achieved would depend on a number of factors, including but not limited to the rate structure and PAYT approach taken, degree of acceptance and participation by residents, amounts of the existing rates being paid, the degree to which savings are used to help cover recycling costs, and the laws/regulations that might be adopted.

Contracting and Franchising Solid Waste Services Overview

Organizing Collection Services

To optimize the benefits of a PAYT system, the collection system must be organized. The current practice of open subscriptions would not afford the degree of centralization needed to implement a PAYT. This is because the open subscription approach results in multiple haulers working in the same or overlapping areas and routes, charging different amounts based upon different rate structures, with little or no policy priority given to a more robust recycling program.

In contrast, if the County were to consider a more centralized approach to delivering curbside services, efficiencies gained by economies of scale could potentially accrue to its residents in the form of a reduced service fee. It would also give the County the ability to require the use, through its contracting or franchising mechanism, of some form of a PAYT system in some or all areas of the county. Even if no other changes in the program were made, centralizing the provision of curbside recycling and refuse collection in the County would likely result in a lower per-household cost. In addition, this type of system results in less wear and tear on roads and

fewer emissions from collection vehicles. It also allows simpler implementation of program upgrades in the long term.

Table 2 illustrates variations in average costs that were observed in a comparison survey of individual subscription and contracted solid waste collection systems. This survey was conducted four years ago by R. W. Beck, and included communities within Pennsylvania. It is likely that the costs have increased since the survey was conducted. However, based on the results it is clear that, on average, the cost per household for contracted collection is significantly less (approximately 35 percent) than for individual subscription programs, which are so prevalent in the County.

Table 2
Example of Savings in Total Average Cost
(Pennsylvania Households) ⁽¹⁾

Options	Annual Cost per Household	Quarterly Cost per Household	Monthly Cost per Household
Subscription System	\$192.00	\$48.00	\$16.00
Contract Collection	\$123.00	\$31.50	\$10.50

(1) Source: Survey conducted by Beck in 2001.

Contracting or Franchising Collection Services

Many jurisdictions retain private haulers to provide solid waste collection services via a franchise or contract. Whether called a franchise or a contract, both are forms of contractual arrangements that dictate the collection services that can be provided, the rates that can be charged, and who owns the material that is collected. There are many combinations of terms that may govern a franchise or a contract. This section will attempt to review major considerations.

Please note that R. W. Beck is not a law firm, and that the information presented here should not be considered as legal advice. The information is intended to generally characterize the types of methods by which the County might organize collection services. If the County decides to proceed with implementation, we recommend that legal counsel be sought to provide advice specific to state and local laws applicable to Snyder County.

The differences between franchise agreements and contracts are subtle, and may vary depending on local practices and legal requirements. In general, a franchise agreement gives more control to the hauler, and is a looser form of collection system management for the local jurisdiction. A contract gives full control of the waste collection to the jurisdiction, although places greater responsibilities on the jurisdiction than in a franchise or open system.

For the purposes of this discussion, we differentiate between a franchise and a contract by whether or not the contracting jurisdiction is a so-called “market participant” in providing collection services:

- **Franchise Collection:** If the jurisdiction seeking private collection services leaves the responsibility for all customer interaction to the hauler, performing the actual collection service, maintaining customer service lines, and billing/collections, then the jurisdiction is not a collection market participant and this is defined as franchise collection. At no time does the governmental body come into direct contact with the customer. In a franchise, the hauler is agreeing to some minimum level of reporting, possible franchise fee payments, and (in the case of exclusive franchises) lower rates in exchange for being granted the privilege to service the area. In a franchise, the hauler “owns” the waste and can deliver collected materials wherever the hauler pleases.
- **Contract Collection:** If the jurisdiction is directly engaged with the customers in a meaningful way, primarily as the customer service and billing and collection agent, then the jurisdiction is considered a market participant and the agreement with a private hauler is defined as a contract. In a contract, the hauler is simply carrying out the specific directives of the jurisdiction, exactly as specified by the jurisdiction. In a contract, the jurisdiction owns the waste that is collected and can require delivery of that waste to any facility it desires.

Franchise and contract collection can be implemented with one service area, or with multiple service areas. In some cases, franchises allow for multiple (competing) haulers serving one district (non-exclusive franchise agreement), while in other cases, a single hauler is granted a service area monopoly in exchange for better operating efficiency and lower rates. Other differences between franchise and contract collection are described below. Otherwise, because franchising and contracting are so similar, much of this section treats them as the same mechanism.

Franchise Collection

Under a franchise collection system, the County would establish one or more franchise areas and would award a collection franchise through negotiations or through a competitive procurement with a single hauler for the entire area, or multiple haulers who would provide service in designated areas of the County.

We understand that the franchise can be considered a property right for the designated hauler(s) for the term of the franchise agreement. Thus, if the County determines at any time during the franchise agreement to discontinue the franchise (except for reasons of non-performance), the franchisee might need to be compensated for lost earnings.

Under a franchise system, the responsibility for billing and collections falls on the franchisee. The franchisee retains ownership of the collected waste, and can deliver this waste to any

acceptance facility. Other than the submission of reports and/or franchise fees to the authorizing jurisdiction (and maintaining minimum equipment and health/safety standards), the franchisee would continue to do business similar to the way they would in an open collection system.

Many options exist under a franchise system:

- The franchise can be exclusive or non-exclusive. In an exclusive franchise, the franchisee would be the only acceptable service provider for the designated services. In a non-exclusive franchise, multiple franchisees would be authorized to compete within the designated service territory. As a rule of thumb, the fewer number of franchisees, the lower the rates that would be expected to be available to customers within the service area.
- Participation can be mandatory or non-mandatory. In a mandatory franchise, all customers would be required to use the franchisee(s)' services. In a non-mandatory system, those customers that elected to receive the services would be required to use the franchisee(s).
- Franchises can include some or all services and generators. Franchises can address all collection services to all sectors (residential and commercial) or be limited to a specific generating sector (e.g., residential only) or waste stream (e.g., recycling, bulky waste, yard waste, etc.).
- A franchise can be bid or negotiated. A franchise system can be established through a negotiated agreement with an existing hauler (or haulers), or via a competitive procurement process.
- Franchises can be long-term. Franchises are most commonly established over a long period of time, in some cases as long as 20 years. Some long-term franchises may involve an annual renewal fee or a renewal fee every 5 years.

Contracted Collection

Many cities contract with private haulers to provide a specific, contractually-defined set of services with associated performance criteria. Under a contract collection system, it is possible to establish more than one service area, which could include residential and/or commercial collection services. Communities typically award collection contracts through a competitive procurement process. Contract collection is very similar to franchise collection, with the following notable characteristics:

- Contracts are exclusive: In a contract, the contractor would be the only acceptable service provider for the designated services in the designated service area(s).
- Mandatory or non-mandatory: In a mandatory contract arrangement, all customers would be required to use the contracted services. In a non-mandatory system, those customers that elected to receive the services would be required to use the designated contractor(s).
- Include some or all services and/or sectors: The collection contract could address all collection services to all sectors or be limited to a specific generating sector (e.g.,

residential) or waste stream (e.g., recycling, bulky waste, etc.). In some communities, for example, only refuse collection or only recycling collection is provided under contract, and in some cases refuse and recycling collection services are both provided under the same contract.

- With most contracts, the contracting government typically has the responsibility for billing and collections for at least the residential component of the service area. By retaining billing responsibility, the local government remains a market participant and therefore owns the waste that is collected. As owner of the waste, the jurisdiction can require the contract holder to dispose of collected materials to a specified facility; and
- Usually, the local government pays the hauler directly based on the number of customers and/or the type of services provided. It is most common for the governing jurisdiction (i.e., the County) in a contract system to bill customers directly and bear the administrative burden and costs of billing, collections, customer turnover, and complaint management, at least for the residential sector.

Contracts typically last for a base period (usually between three and ten years), and have one or two optional renewal periods. Based on research reported by the Solid Waste Association of North America, contract terms that more closely approximate the useful life of vehicles (e.g., seven years, on average) tend to result in lower contract rates. Through the request-for-proposal (RFP) process and bidder selection, the County sets the criteria for services and therefore is able to better leverage and negotiate collection and/or disposal rates with the interested bidders.

Table 3, below, summarizes the advantages and disadvantages of subscription, franchise and contract approaches to organizing solid waste management systems.

**Table 3
 Advantages and Disadvantages of Subscription, Franchise, and Contract Systems**

Service Delivery Option	Advantages	Disadvantages
Subscription-Based	<p>Maximum customer choice</p> <p>Very limited government involvement – low administrative cost impacts</p> <p>Provides opportunities for small haulers</p> <p>Competition is assumed to ensure lower costs to customers (though costs may actually higher than in “organized” systems)</p>	<p>Increased air pollution and road impacts from multiple haulers serving a community</p> <p>Neighborhood aesthetic impacts</p> <p>Lack of uniformity in service levels</p> <p>Low ability to enforce policies/goals and improvements</p> <p>Higher costs to ratepayers because of routing inefficiencies</p> <p>No financial assurance generally provided, unless if required by licensure</p>
Competitively Procured Franchise System	<p>Competitive bid process can result in low rates</p> <p>Service providers selected on the basis of technical and financial ability to provide the requested services</p> <p>Contract items often include penalties/remedies for poor or non-performance</p> <p>Financial assurance provided</p>	<p>Small haulers may not be able to compete with larger regional or national service providers</p> <p>Costs of procurement</p> <p>Potential disruption to customers resulting from change in winning hauler</p> <p>Transition costs (start-up time for learning new routes, etc.)</p> <p>Potential quality of service issues due to “low-ball” pricing</p>
Negotiated Agreements	<p>Existing haulers may have best knowledge of service areas, customer needs, etc.</p> <p>Minimal disruption associated with changing contractors</p> <p>Avoids costs of conducting a formal procurement process</p> <p>Financial assurance provided</p>	<p>Could still have numerous haulers serving a small geographic area;</p> <p>Rates may not be competitive (for example, a 1994 study conducted by the Minnesota Attorney General’s office revealed that negotiated rates were 17% to 49% higher than rates that had been competed)</p> <p>More difficult to manage poor performance or non-performance</p>

Service Delivery Option	Advantages	Disadvantages
Competitively Bid Contract System	<p>Jurisdiction has more control over flow of waste and recyclables than under franchise or open systems</p> <p>Efficiencies are gained by having one hauler service each region, which generally result in lower costs to residents</p> <p>Contract items often include penalties/remedies for poor or non-performance</p> <p>Competitive bid process can result in low rates</p> <p>Financial assurance provided</p>	<p>Small haulers may not be able to compete with larger regional or national service providers</p> <p>Costs of procurement</p> <p>Potential disruption to customers resulting from change in winning hauler</p> <p>Transition costs (start-up time for learning new routes, etc.)</p> <p>Potential quality of service issues due to "low-ball" pricing</p>

Researching Other Pennsylvania Communities

R. W. Beck gathered information about five other Pennsylvania communities so the Authority could evaluate the benefits of converting from an open to an organized solid waste management system as well as instituting PAYT.

Cranberry Township (Butler County)

Cranberry Township, a community of approximately 28,000 residents in Butler County, used to have subscription-based service, with five different haulers serving residents. In November of 2004 the Township implemented variable-rate pricing (automated and/or semi-automated collection). Under the subscription service, residents were typically provided with weekly collection of trash and weekly or bi-weekly collection of recyclables, but no yard waste collection. Prices per household varied considerably, from \$10.00 to \$18.00 per month. Some haulers included bulky waste collection in that fee, and some did not.

Under the new program, Vogel Disposal, Inc. (Vogel) provides weekly collection of trash, recyclables (and yard waste (in season – April through November). A wheeled cart is provided for each of these material streams. Residents can select their recycling and trash cart size (35-64- or 96-gallon) or they can select a no-cart option for trash (tags are used instead). Household costs range from about \$11.92 per month to \$14.15 per month, depending on the trash option selected. Residents can also select a non-cart option for yard waste, and can set their yard waste out in biodegradable bags instead. This does not impact the cost of service. Recyclables are processed at a single-stream material recovery facility (MRF) (TC Recycling, LLC in Mars,

PA). Because the carts hold more materials than the previous bins, residents can recycle additional materials, including chip board, junk mail, phone books, construction paper, baby wipe containers, and bundled plastic bags. Vogel is required, by contract, to process yard waste, not dispose of it. Vogel constructed their own composting facility (located next to the landfill) to do so. If residents have more trash than will fit in their 95-gallon cart then they must purchase a tag for \$0.65 per bag. Bulky items are collected for a fee -- \$4 for a bulky or large item, \$10 for major appliances, and \$15 for a large volume pickup of up to 12 32-gallon bags. Residents are asked to call in advance to schedule their bulky waste collection. The Township bills residents on a quarterly basis, with the water/sewer bill. The Township purchased the carts, receiving 90 percent of the cost of yard waste and recycling carts from DEP grants. The County contributed a significant amount toward the purchase of the garbage carts.

Figure 1 summarizes the solid waste management options available to residents.

Figure 1
 Cranberry Township Solid Waste Management Service Options

GARBAGE, RECYCLING, and YARD WASTE Cart Selection



GRAY-TOP Garbage Cart: Check your preferences. Keep this for your records.

- 35 Gallon \$39.30 per quarter ___# Additional 35 gallon cart(s) @ \$4.65 extra per quarter
- 64 Gallon \$40.71 per quarter ___# Additional 64 gallon cart(s) @ \$6.75 extra per quarter
- 96 Gallon \$42.45 per quarter ___# Additional 96 gallon cart(s) @ \$8.45 extra per quarter
- No cart; bag service only. \$35.76 per quarter plus 65¢ tag for each 32-gallon trash bag.

Tags required for extra bags, bulky items, major appliances and volume pickup are sold separately. Go to www.cranberrytownship.org for details.



BLUE-TOP Recycling Cart

- 35 Gallon Included in basic service
- 64 Gallon Included in basic service
- 96 Gallon Included in basic service



GREEN-TOP Yard Waste Cart

- 96 Gallon Included in basic service
- No yard waste cart. You may use biodegradable paper bags bought from a store. No collection charge

Size Matters
 Your base rate depends on the size of your gray top garbage cart: 35, 64, or 96 gallons. How big are they?

Here's what each size cart can hold:

35 gallon	64 gallon	96 gallon
		
2-3 full tall kitchen garbage bags	5-6 full tall kitchen garbage bags	8-9 full tall kitchen garbage bags

Currently out of 7,594 customers, 5,589 (74%) have 96-gallon waste carts, 1,384 (18%) have 64-gallon waste carts, and 621 (8%) have 35-gallon waste carts. Thirty six customers (less than 1%) selected the pay-per-bag option.

Customer service is handled by both Vogel and the Township. The Township handles move-ins, move-outs, cart changes, and entering new customers into a work order system, which is transferred to Vogel. Complaints are handled by Vogel directly, however sometimes customers call the Township directly. The hauler provides the Township with monthly, quarterly, and annual reports that contain tonnage and customer service information.

Cranberry Township's Collection Connection™ residential solid waste program has been selected as a recipient of the 2005 Governor's Award for Environmental Excellence. During just the first quarter of that program, the Township's recovery of recyclable and compostable material jumped from its historic level of 9 percent to 33 percent and then as high as 40 percent during the summer landscaping season. In 2005 the Township obtained a recycling rate of 37 percent overall, including the recycling of yard waste. A major benefit of the program is that, being a mandated community, the program brought the Township into compliance with Act 101 immediately. Another benefit of the program is that the Township's recycling performance grant has tripled due to increased recycling. Also, residents are extremely pleased with the addition of curbside yard waste collection. They find this to be much more convenient than delivering yard waste to another site. The Township never had much of a problem with illegal dumping, so did not notice a decrease in illegal dumping when the program was implemented.

North Hopewell Township (York County)

North Hopewell Township in York County is a Township spanning 18.6 miles, with a population of approximately 2,507. Before 2003 the Township had an "open" system where residents hired their own trash hauler. In 2002 the Township issued a request for bids for collection services. Penn Waste was the lowest bidder, and has been the hauler ever since 2003. A Township staff person indicates that one small hauler submitted a bid, but it was not the lowest bid. Penn Waste's first contract with the Township ended in 2003. A new contract was issued in 2006. Under the first contract all households had to participate in the program. Under the new contract, households can "opt out" of the program. Households may also, under the new contract, select a "Tag-A-Bag" option, whereby households pay for just the waste they generate. Approximately 50 households (of the 700 or so served by the program) have selected the PAYT option. The hauler handles customer service calls and billing. The hauler does not send customer service reports to the Township, but does submit recycling reports. Township staff indicated that if service were a consistent issue, citizens would likely call the Township offices.

Those served by the "regular" program receive the following services:

- Weekly collection of refuse (up to four bags or cans);

- Weekly collection of recyclables; and
- Collection of up to one bulky item per week.

The cost of these services is \$51.75 per household per quarter (\$17.25 per month). If the program had been mandatory (e.g., no “opt out” option, the cost would have been \$46.50 per quarter per household).

Under the PAYT option, residents pay \$4.00 per bag of waste, and receive weekly collection of recyclables. Bags are available for purchase at the Township building or at Penn Waste at a cost of \$4.00 per bag (minimum of \$80.00 per year). Bulky items set out by those on the PAYT program must have a bag attached.

The Township staff indicates that the residents are happy to have a PAYT option, as many small waste generators are on fixed incomes. They do not see a marked increase in recycling due to the PAYT option, however Township staff note that residents indicate that illegal dumping and littering has decreased since the Township went to contracted collection. The Township staff are all fairly new, and were not on board before the Township transitioned to contracted collection. A representative of Penn Waste indicates that rates where the system is “open” prices tend to be in the order of \$60 or \$65 per quarter (\$20.00 to \$21.67 per month) and generally do not include the collection of bulky waste items or recycling.

The City of Pottsville (Schuylkill County)

The City of Pottsville transitioned from an open system to a contracted system in March of 2003. The contract includes approximately 5,000 households of one, two, and three units. While single-family households and dwellings with two units must participate in the contracted collection program, apartments that have three units may choose to hire their own hauler. Waste Management, Inc. (Waste Management) the contracted hauler, provides weekly collection of trash and recyclables, and provides bulky waste collection the same day as trash collection. Households are allowed one bulky item per month. Residents can set out an unlimited amount of trash and recycling. If desired, residents can rent wheeled carts from Waste Management for \$1.50 per month. Residents may set their trash out in their own containers.

The City bills residents on a quarterly basis. Residents are charged \$14.80 per month, or \$44.40 per quarter. The City Administrator notes that since the inception of the program, recycling has increased by at least 30 percent. Also, because there is currently just one hauler, it is much easier to obtain recycling information from the hauler than previously. Similarly, it is easier for the City to audit routes to see who is not recycling and provide them with information about the City’s ordinance, as recycling is all done on one day. Enhanced accountability is also a benefit of contracted collection. It is easier for the City to ensure that collection vehicles are operating safely, as there is only one hauler serving residents. Another significant benefit of contracted collection is that the incidence of littering and illegal dumping has decreased dramatically since

the contract has been put in place. This is due to the fact that residents are now able to set out one bulk item per month. Previously, it was commonplace for residents to dump such items on the outskirts of the City, rather than pay a fee to their hauler to collect it. Surrounding townships and boroughs have contacted the City Administrator to let him know that this has been a positive outcome for them. Residents receiving full service, which was the collection of up to five bags per month, save money and have increased service under the new system. Previously, Waste Management charged \$60 per quarter for weekly recycling collection and the collection of five bags of trash per week, versus \$44.40 per quarter now – with increased service due to the addition of bulky waste collection. Small waste generators may be paying more under the current system, as some may have been paying around \$24.00 per quarter for the collection of one trash bag per week previously, and now pay \$44.40 per quarter. However, they now have bulky waste collection, which mostly offsets the rate increase.

The City does the billing and handles customer service calls, however they did not have to increase staffing levels to handle these tasks. The City Administrator notes that they have not had any ongoing issues since the inception of contracted residential waste management, however he advises that communities considering doing the same ensure that they have an accurate unit count before issuing an RFP, such that costs can be better estimated.

Mechanicsburg Borough (Cumberland County)

All residents in Mechanicsburg Borough are served by Penn Waste, and as of January 1, 2006 residents have access to a PAYT option. Under this program, residents can opt to set refuse out in bags, at a cost of \$3.50 per bag (residents may place the bags inside of trash cans). There is a minimum of \$21.00 per quarter (two bags per month). Recycling is provided at no additional charge. Residents using the PAYT option can set out bulky items with a bag attached to it. The non-PAYT option is \$13.94 (\$41.82 per quarter) per household per month, for unlimited weekly collection of recycling and trash, as well as one bulky item per week. Penn Waste also provides the Borough with a drop-off for cardboard, at no additional cost. This drop-off is open to all residents and businesses who wish to self-haul their cardboard to the drop-off at the Borough building.

As of June 2006, 142 households had signed up for the PAYT option (of approximately 4,200 households served under the Penn Waste contract). All households may also request an extra recycling bin at no additional charge. The Borough recently conducted a door-to-door campaign, using volunteers, to encourage recycling and promote awareness of the PAYT option. The Borough bills residents quarterly (residents receive a sewer and garbage bill) and receive customer service calls. They email calls to Penn Waste, who responds to the concern. Penn Waste provides the Borough with monthly reports, summarizing activities that addressed customer calls, as well as route observations (e.g., service not provided because a resident set out construction and demolition materials).

The Borough has not seen an increase in recycling based on the monthly reports from Penn Waste, but the program is relatively new, and relatively few households have signed on. The Township believes that in the next contract bid cycle, which will begin on January 1, 2008, there will likely be a larger financial incentive to sign up for the PAYT option, and they may then see an increase in recycling. Similarly, there have been no noticeable changes in open dumping or littering. The Borough reports that they do not have a large problem with illegal dumping, as there are not a lot of open areas.

The greatest benefit of the PAYT program is that it offers residents another option, and has not been problematic to implement.

East Manchester Township (York County)

East Manchester Township spans 16.6 square miles, and is a community of approximately 5,078 people, with approximately 1,986 households. Before 2003, each household chose their own hauler. When the community reached a population of 5,000 and thus became a mandated community, DEP suggested to them that they issue an RFP for one hauler to serve the community. The RFP was issued in 2002, and the hauler, Penn Waste, began servicing the Township in 2003. Before the contract was implemented, households typically paid \$50 per quarter for weekly collection of trash – up to five bags or containers. Bulky waste collection was provided for an additional fee of \$25.00 per pickup. Curbside recycling was not offered. Current options for the Township residents under the Penn Waste contract include the following levels of service:

- Basic 3 bags or cans/Unlimited recycling \$44.16/qtr. (\$14.72/mo.)
- Low 1 bag or can/Unlimited recycling \$39.16/qtr. (\$13.05/mo.)
- Toter 3 bags/Unlimited recycling \$50.66/qtr. (\$16.89/mo.)
- PAYT \$3.50 per bag/Unlimited Recycling \$3.50/bag

Residents may not “opt out” of the program – they must participate. The advantages of the new program include the fact that recycling is now taking place. Previously residents did not recycle at all. Under the new system small waste generators (an estimated 10 percent of Township households select this option) can save on their waste collection and disposal costs by using the PAYT option.

The majority of residents are satisfied with the new system as they receive more services (recycling plus the collection of one bulk item per week at no additional cost), and most save under the contracted collection. However, a limited number of residents initially were disappointed that they could only set out up to three bags of trash. Some residents were also unhappy that they could not select their own hauler. A small hauler used to serve an estimated

75 percent of the Township, as well as other nearby communities, and is no longer in business. Although that hauler did submit a bid, he was not the low bidder.

The Township has seen a decrease in littering since the program began. However, yard debris is not included in the program, and the Township anticipates that it will have to be included at some point in the future. Currently Penn Waste will collect bundled brush, however it must meet certain size criteria, and takes the place of the weekly bulk item.

Penn waste previous had a problem with breaking recycling containers. The workers tended to toss the containers after emptying them, and they break. However, they have taken and continue to take measures to correct the problem. Overall, residents are happy with the service, and Township officials are pleasantly surprised to see so many residents recycling.

The current hauler does the billing and manages customer calls. They provide the municipality via email with information pertaining to customer service (e.g., if a resident sets out too many items, for example). The hauler also provides the Township with recycling reports.

Table 4, below, provides a summary of the solid waste management system characteristics and changes experienced for the five communities described above.

Table 4
Summary of Pennsylvania Communities that Implemented Solid Waste System Changes

	Cranberry Township	North Hopewell Township	City of Pottsville	Mechanicsburg Borough	East Manchester Township
Previous Service	Open system Weekly trash Weekly or bi-weekly recycling, Some provided bulk waste collection	Open system Weekly trash Weekly or bi-weekly recycling No yard waste No bulky waste	Open system Weekly trash (limited to 5 bags) Weekly recycling No yard waste (City provides this service) No bulky waste	Unlimited collection of recycling and refuse. No yard waste (except a bundle of branches as a bulky item)	Open system. Weekly trash (limited to 5 bags) No yard waste, bulky waste extra fee (\$25.00) and no recycling.
Previous Costs	\$10.00 to \$18.00 per month	\$20.00 to \$21.67 per month ¹	\$20 per month	\$13.94 per month for unlimited trash collection	\$16.67 per month

	Cranberry Township	North Hopewell Township	City of Pottsville	Mechanicsburg Borough	East Manchester Township
Current Service	Weekly refuse, recyclables, and yard waste (in season) Bulky waste for fee (\$4, 10, or \$15 depending on volume)	Weekly refuse, recyclables, one bulky item per week	Weekly trash Weekly recycling Bulky waste (one item per month) (City provides yard waste collection)	Weekly trash Weekly recycling Drop-off for cardboard	Weekly trash (up to 3 bags) Weekly recycling
Variable Rates?	Yes, 35-, 64, or 95-gallon carts, plus tag option.	No, but limited to 4 32-gallon bags per week.	No. Unlimited collection.	Yes. \$3.50 per bag and per bulky item. Includes recycling.	Yes. One-bag option, three-bag option, or PAYT option (\$3.50 per bag)
Current Costs to Households	\$11.92 to \$14.15 per month	\$17 per month	\$14.80 per month	\$13.94 per month unlimited, or \$7.00 or greater per month, bag.	\$14.72 per month for basic service.
Billing	Township	Hauler	City	Borough	Hauler
Customer Service	Township	Hauler	City	Borough	Hauler
Carts Purchased	Township, with DEP grants reimbursing 90% for yard waste and recycling; County assisted with purchase of garbage carts.	No. Residents use their own cans or bags.	No. Residents may rent from hauler if desired for \$1.50 per month.	No. Residents use their own containers.	No. Residents can select Toter option, which is basically a lease from the hauler.

	Cranberry Township	North Hopewell Township	City of Pottsville	Mechanicsburg Borough	East Manchester Township
Primary Benefits	Increased recycling (more materials) Yard waste recycled Yard waste collected at curb – convenient Recycling performance grants tripled Some residents save \$ In compliance with Act 101 from start.	Unable to comment on benefits of going to contracted collection, as Township staff are new. Note that residents indicate littering decreased, and residents are happy to have recycling. Small waste generators like the PAYT option.	Reduction in littering (especially in outskirts of City – bulky items) Greater control/monitoring of trucks, recycling Less traffic Greater information provided to the City from the hauler Increased recycling (at least 30 percent)	Another option to residents. Small waste generators save.	Start of recycling in Township (mandatory community) Decreased littering Residents pay less, are provided with more services – especially important was bulky waste collection.

¹ Current pricing for "open" communities, according to a representative of Penn Waste. Typically excludes recycling and bulky waste collection.

Citizen Opinion Survey

During the month of May and the first week in June 2006, an online survey was conducted to sample Snyder County's residents' opinions about solid waste management related services. Paper surveys were also made available at public buildings to those without access to the Internet. This first round of surveying yielded 96 responses. The survey was conducted again in August through September. Snyder County staff encouraged more participation in the survey. This resulted in doubling the number of responses.

A summary of the survey results is provided below. Attachment A presents the statistical results and a brief comment/interpretation to each question. After all results are described, an additional analysis is presented on the reported monthly costs for refuse collection, by community and by hauler. Finally, the respondents' comments and answers to open-ended questions are also appended.

Survey Results Summary

A total of 198 survey responses were received and tabulated. Although responses came from throughout the County, the largest number of responses were received from residents of Penn

Township (25 percent), followed by Middlecreek Township (16 percent), Selinsgrove (12 percent), and Monroe Township and Middleburg (8 percent each).

The specific number of surveys received from each community is provided in Table 5.

**Table 5
 Survey Respondents by Community**

Community	Number of Respondents	Percent of Total Respondents
Adams Twp	2	1%
Beaver Twp	2	1%
Center Twp	7	4%
Chapman Twp	1	1%
Franklin Twp	9	5%
Freeburg	6	3%
Jackson Twp	4	2%
Middlecreek Twp	32	16%
Middleburg	15	8%
Monroe Twp	15	8%
Penn Twp	49	25%
Perry Twp	7	4%
Selinsgrove	23	12%
Shamokin Dam	8	4%
Spring Twp	2	1%
Union Twp	3	2%
Washington Twp	8	4%
Kreamer	2	1%
Did Not Indicate	3	2%
TOTAL RESPONSES	198	100%

Survey respondents reported that ten different waste hauling companies service Snyder County. Table 6 identifies these waste haulers and shows the percent of survey respondents each hauler serves. As shown by Table 6, the most commonly used waste hauler for survey respondents is Hometown Disposal at 26 percent. However, it should be noted that 21 percent of survey respondents indicated that they do not know which hauler they use, provided no response, share with someone else or self-haul. A reported 94 percent of the respondents have not changed haulers or changed only once. From a market research perspective, these statistics indicate that Snyder County residents are not active consumers of waste hauling services.

**Table 6
 Waste Hauler Usage**

Hauler	Respondents Using	Percent of Total Respondents
A&R Disposal	1	1%
The Best	1	1%
Cocolamus Creek Disposal (CCD)	33	18%
Danley's	13	7%
Heim's Disposal	1	1%
Hometown Disposal	48	26%
LES Waste of Lewisburg	3	2%
Steen's Disposal	6	3%
Stewart Witmer	1	1%
Waste Management (WM)	37	20%
Miscellaneous (see below*)	39	21%
TOTAL RESPONSES	183	100%

*Misc. responses include: Don't Know, No Response, None/NA, Share with someone else, self-haul

While the ability to choose their solid waste service provide is not of significant concern to survey respondents, the cost of solid waste management service does appear to be of interest to the majority off survey respondents. The majority of respondents that consider being charged only for the garbage that they set out as relatively important (69 percent). This corresponds with significant proportion of respondents (85 percent) indicating that savings would motivate them to recycle. In addition, a very large proportion (86 percent) of the respondents reported agreement with this notion – that people who set out large amounts of garbage should be charged more than those who set out small amounts. This is the philosophical underpinning of a PAYT system, appealing to respondents’ sense of what’s fair.

The average monthly bill reported by respondents was \$17.68. However, thirteen of the reported costs were either very high or very low. When the eight low¹ and five high² reported rates were removed, the adjusted average rate is \$16.59 per household per month.

A solid majority of respondents (79 percent) did not view the reduction of truck traffic as very important. If the County decides to proceed with organizing solid waste services, truck traffic reduction would not be a motivating factor for many residents.

A reported 69 percent of survey responses show a significant use of the County’s drop-off program, demonstrating a general willingness to recycle. This suggests that if a PAYT system

¹ The low rates were reported in the range of \$4.00 - \$7.50 per month.

² The high rates were reported in the range of \$45.00 - \$70.00 per month.

were to be used to create a financial waste reduction/recycling incentive, there would be a significant number of people already familiar with recycling.

Approximately 77 percent of survey respondents reported that weekly refuse collection is necessary, but only 22 percent indicated that weekly curbside recycling is required. The majority of survey respondents were split as to whether every other week or monthly curbside recycling services were adequate.

With respect to bulky waste collection, 75 percent of survey respondents indicated that this service should be provided quarterly and 13 percent responded that this service should be provided monthly. Survey respondents do not appear to place much priority on receiving bagged yard waste collection on a weekly or bi-weekly basis. The majority of survey respondents indicated that monthly or quarterly service would be adequate.

Survey respondents were queried as to whether they would participate in special collection events for tires, computers, household hazardous waste and appliances. Table 7 reflects their responses to this question.

Table 7
Special Collection Events

Response	Tires	Computers	HHW	Appliances
Yes	41%	61%	75%	70%
No	39%	18%	10%	12%
Maybe	19%	21%	14%	18%

Presentation of Results

Based on the survey responses, cost for refuse collection services would serve as a key motivator for residents supporting a change in the Snyder County solid waste collection system, and there would be strong support for PAYT. In March of 2007, R. W. Beck presented the results of the public opinion survey at two public meetings. A copy of the presentation is included in Attachment B. There were approximately 17 attendees at the morning session (including three Authority representatives), and eight attendees at the afternoon session (including three Authority representatives). Local haulers were in attendance, as well as representatives from local jurisdictions. Jurisdictions represented included:

- Northumberland County;
- Spring Township;
- Washington Township;
- Chapman Township;

- Perry Township;
- Selinsgrove Borough;
- Shamokin Dam Borough;
- Penn Township; and
- Franklin Township.

Some of the haulers present indicated that they currently offer volume-based pricing, however they do not also provide curbside recycling. The Authority plans to meet with Penn Township in the near future to identify next steps, as they are the jurisdiction most eager to proceed.

Recommendations

R. W. Beck recommends that the Snyder County Solid Waste Management Authority consider the following:

- Assist with developing municipal ordinances;

The Authority can develop ordinance language that individual municipalities could adapt to suit their needs. The ordinance language might:

- Stipulate that haulers providing trash collection must also provide curbside collection of recyclables; and/or;
 - Stipulate that haulers must offer residents a variable rate pricing structure; and/or;
 - Stipulate that haulers must combine the price for a base rate of trash collection and recyclables collection. This would encourage residents to participate in the recycling program, since they are paying for the service anyway; and/or
 - Stipulate that residents must separate recyclables for separate curbside collection.
- Conduct a competitive procurement and implement a contract for curbside recycling services within the municipal boundaries of those municipalities that are interested in participating. The hauler should be amenable to additional communities being added to the program over time, with a reasonable amount of notice;
 - Enter into franchise arrangements with several haulers, thus allowing multiple private haulers to provide service in specific service areas or within each municipality desiring curbside collection;
 - Continue to work with municipalities to educate them about the various types of pay-as-you-throw programs, and the benefits of implementing pay-as-you-throw programs. The most populated communities should be a priority;

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- Continue to educate residents about the availability of the drop-off sites, the materials accepted at the sites, and the benefits of recycling; and
- Continue to survey residents to identify potential “gaps” in the drop-off program, which might necessitate the addition of new drop-off sites.

Many of these recommendations, particularly the last two, will require the Authority to identify alternative means of funding, as the recent loss of the administrative fee has had a negative impact on the Authority’s ability to implement such programs.

Because Snyder County has several drop-off recycling locations, and some areas of the County are considerably rural, it would not make sense for the County to require countywide curbside recycling at this time. However, the County might also consider at some point implementing a County-wide ordinance stipulating that haulers must offer variable rate pricing, such that residents are, at the very least, encouraged to participate in the drop-off recycling programs.

Sincerely,
R. W. BECK, INC.

Karen Luken
Project Manager

ATTACHMENT A

Statistical Analysis of Survey

Question 1: Would you recycle more if it meant a savings in your refuse bill?

Yes	163	85%
No	8	4%
Maybe	21	11%
TOTAL RESPONSES	192	100%

A significant proportion of respondents indicated that savings would motivate them to recycle. As such, a PAYT system that provided recycling services at no additional charge or at an amount less than disposal would likely lead to increased recycling quantities.

Question 2: Please rank the following factors in order of most importance to you (1 = most important, 6 = least important):

2.1 Decreasing the cost of refuse collection services

Most Impt. = 1	36	26%
2	30	21%
3	30	21%
4	24	17%
5	12	9%
Least Impt. = 6	9	6%
TOTAL RESPONSES	141	100%

Combining responses reflecting importance (rankings 1 -3), 68 percent of respondents considered cost reduction as relatively important.

2.2 Reducing the number of refuse trucks on my street

Most Impt. = 1	8	5%
2	13	9%
3	10	7%
4	18	12%
5	26	18%
Least Impt. = 6	73	49%
TOTAL RESPONSES	148	100%

A majority of respondents (79 percent) did not view the reduction of truck traffic as very important. If the County decides to proceed with organizing solid waste services, truck traffic reduction would not be a motivating factor for many residents.

2.3 Being able to choose my waste hauler

Most Impt. = 1	12	8%
2	24	16%
3	27	18%
4	27	18%
5	36	24%
Least Impt. = 6	22	15%
TOTAL RESPONSES	148	100%

Respondents were generally split on the issue of being able to choose the hauler. However, if the responses were aggregated, those ranking this issue as not important (rankings # 4 – 6) represent a majority at approximately 57 percent. Those ranking it as important (rankings # 1 – 3) represent 42 percent of the respondents.

2.4 Being charged for only the amount of refuse that I set out

Most Impt.= 1	41	25%
2	39	24%
3	33	20%
4	27	17%
5	16	10%
Least Impt. = 6	6	4%
TOTAL RESPONSES	162	100%

The majority of respondents that consider this relatively important (69 percent) corresponds with the responses to question # 2.1, reflecting an importance placed on saving money/avoiding costs. Similar to question #1, this is an attitude that is consistent with the PAYT approach.

2.5 Being able to set out an unlimited amount of refuse for one set monthly rate

Most Impt. = 1	21	14%
2	28	18%
3	28	18%
4	19	12%
5	36	23%
Least Impt. = 6	22	14%
TOTAL RESPONSES	154	100%

The respondents are evenly split on this issue. If responses are aggregated into two opinions – “important” (rankings # 1 – 3) and “not important” (rankings # 4 – 6), the results are 50 and 49

percent, respectively. If the responses are stratified into thirds, there are slightly more respondents in the “least important” categories of 5 and 6 (37 percent) than in the “most important” categories of 1 and 2 (32 percent). The middle ground (no apparent strong feelings either direction) represents 30 percent.

Increasing the types of materials (i.e. yard waste, recyclables) that I can set out every week

Most Impt. = 1	60	32%
2	29	16%
3	35	19%
4	28	15%
5	17	9%
Least Impt. = 6	17	9%
TOTAL RESPONSES	186	100%

Respondents placing a higher priority (categories 1 and 2) on this issue were 48 percent of the total. Respondents in the middle (3 and 4) were 34 percent, and those placing a low priority (5 and 6) were 18 percent of the total. This is consistent with one of the desired results of a PAYT system – increased recycling.

Question 3: Please indicate how often you would like the following services provided. (Check one for each material):

3.1 Curbside Refuse Collection

Once-a-week	147	77%
Every other week	22	11%
Monthly	13	7%
Quarterly	3	2%
Never	7	4%
TOTAL RESPONSES	192	100%

This indicates a strong support for weekly refuse collection.

3.2 Curbside Recycling Collection

Once-a-week	42	22%
Every other week	67	35%
Monthly	73	38%
Quarterly	3	2%
Never	8	4%
TOTAL RESPONSES	193	100%

These results suggest that bi-weekly or monthly collection of recyclables would be acceptable to 73 percent of the respondents.

3.3 Bagged Yard Waste Collection

Once-a-week	28	15%
Every other week	35	19%
Monthly	40	21%
Quarterly	33	18%
Never	52	28%
TOTAL RESPONSES	188	100%

Respondents do not appear to place a high priority on receiving frequent bagged yard waste collection. However, a majority (55 percent) do prefer at least a monthly collection.

3.4 Appliances/Bulky Items Collection

Once-a-week	4	2%
Every other week	2	1%
Monthly	25	13%
Quarterly	145	75%
Never	17	9%
TOTAL RESPONSES	96	100%

There is clear support (75 percent) for the provision of appliance/bulky goods collections on a quarterly basis.

Question 4: Please indicate your level of agreement with the following statements. (Check one for each statement):

4.1 I should be able to choose my own waste hauler

Agree Strongly	94	48%
Agree Somewhat	46	24%
Neutral	43	22%
Disagree Somewhat	8	4%
Disagree Strongly	3	2%
TOTAL RESPONSES	194	100%

A large majority (72 percent) agreed with this statement. This probably reflects the existing circumstances of individuals hiring a hauler in the open, subscription system. (See next question.)

4.2 Cost is more important than choosing my own waste hauler

Agree Strongly	79	41%
Agree Somewhat	65	34%
Neutral	29	15%
Disagree Somewhat	11	6%
Disagree Strongly	8	4%
TOTAL RESPONSES	192	100%

The responses to this question – 75 percent agreeing that cost is more important than choosing hauler – is another indication that organizing the collection system could be supported if it provided the resident savings.

4.3 Littering or open dumping is a problem in Snyder County

Agree Strongly	77	40%
Agree Somewhat	63	32%
Neutral	38	20%
Disagree Somewhat	14	7%
Disagree Strongly	2	1%
TOTAL RESPONSES	95	100%

A clear majority (72 percent) agree that littering or open dumping is a problem.

4.4 People who set out large amounts of garbage should be charged more than those who set out small amounts

Agree Strongly	129	66%
Agree Somewhat	38	20%
Neutral	18	9%
Disagree Somewhat	9	5%
Disagree Strongly	0	0%
TOTAL RESPONSES	194	100%

A solid majority (86 percent) of the respondents reported agreement with this notion – that people who set out large amounts of garbage should be charged more than those who set out small amounts. This is the philosophical underpinning of a PAYT system, appealing to respondents' sense of what's fair.

4.5 Bulky waste (appliances, furniture, mattresses, etc.) should be collected weekly or on a regular schedule throughout the year

Agree Strongly	82	42%
Agree Somewhat	63	32%
Neutral	23	12%
Disagree Somewhat	17	9%
Disagree Strongly	9	5%
TOTAL RESPONSES	194	100%

74 percent of respondents agree with this and indicated in an earlier question (#3.4) that they preferred a quarterly collection.

4.6 Burning garbage should be banned in Snyder County

Agree Strongly	77	40%
Agree Somewhat	21	11%
Neutral	26	13%
Disagree Somewhat	28	15%
Disagree Strongly	41	21%
TOTAL RESPONSES	193	100%

On this issue, respondents were clearly divided, although a majority of 51 percent agree with such a ban. 36 percent disagreed with a ban, and 13 percent were neutral.

4.7 Bagged, yard waste should be collected weekly throughout the year

Agree Strongly	25	13%
Agree Somewhat	33	17%
Neutral	54	28%
Disagree Somewhat	53	28%
Disagree Strongly	25	13%
TOTAL RESPONSES	190	100%

As reflected in question 3.3, there is not much support for weekly collection of bagged yard waste.

4.8 I am very satisfied with the current waste management system

Agree Strongly	18	9%
Agree Somewhat	42	22%
Neutral	68	36%
Disagree Somewhat	40	21%
Disagree Strongly	23	12%
TOTAL RESPONSES	191	100%

The respondents appear to be evenly split on this question. Those agreeing (they are satisfied) represent 31 percent. Those who are neutral represent 36 percent, and those who disagree (are dissatisfied) represent 33 percent of the total.

Question 5: If you had the opportunity to pay based only on the amount of refuse you set out (i.e. the more you set out, the more you pay), would you participate in this type of program? This type of program is often referred to as Pay-As-You Throw.

Yes	123	64%
No	11	6%
Already Do	59	31%
TOTAL RESPONSES	193	100%

The 64 percent favorable response, combined with only a 6 percent negative response, shows strong support for PAYT.

Question 6: If you could save money and reduce truck traffic, should the number of waste haulers who provide service in Snyder County be limited?

Yes	74	38%
No	53	27%
Do Not Care	67	35%
TOTAL RESPONSES	194	100%

The respondents were evenly divided on this question, reflecting a favorable attitude for saving money, tempered with a disinclination to reduce truck traffic.

Question 7: Should the number of waste haulers who provide service in your neighborhood be limited?

Yes	44	23%
No	73	38%
Do Not Care	77	40%
TOTAL RESPONSES	96	100%

When removing from the question the premise of saving money, respondents were less inclined to support a limitation on haulers.

Question 8: Do you currently recycle materials from your household? (Check all that apply):

Yes, through the County's drop off program

Yes, at my business

Yes, through a private recycler

No

Other (please describe) Respondents' comments are listed in the Supplemental Information List, attached.

Yes - County's Drop-off	154	69%
Yes - at my business	23	10%
Yes - through private recycler	24	11%
No	12	5%
Other	10	4%
TOTAL RESPONSES	223	100%

These responses show a significant use of the County's drop-off program, demonstrating a willingness in general to recycle. This suggests that if a PAYT system were to be used to create a financial waste reduction/recycling incentive, there would be a significant number of people already familiar with recycling.

Question 9: Would you participate in a special collection event for tires?

Yes	82	41%
No	78	39%
Maybe	38	19%
TOTAL RESPONSES	198	100%

Although these responses appear to show a lack of strong support for a tire event, closer examination reveals that almost all of the "Maybe" answers stated something like "I would when I had tires to get rid of" or words to that effect. Assuming those are favorable responses, 60 percent would support a tire collection event.

Question 10: Would you participate in a special collection event for used computers?

Yes	120	61%
No	35	18%
Maybe	42	21%
TOTAL RESPONSES	197	100%

These favorable responses reflect a nationwide growing interest in properly handling end-of-life electronics.

Question 11: Would you participate in a special collection event for household hazardous waste?

Yes	147	75%
No	20	10%
Maybe	28	14%
TOTAL RESPONSES	195	100%

There is very strong support for a household hazardous waste (HHW) collection program.

Question 12: Would you participate in a special collection event for old appliances?

Yes	136	70%
No	24	12%
Maybe	35	18%
TOTAL RESPONSES	195	100%

While not quite as strong as the support for a HHW program, a clear majority does indicate that they would participate.

Question 13: Do you backyard compost your yard waste?

Yes	96	49%
No	101	51%
TOTAL RESPONSES	197	100%

The response showing almost one-half the respondents who backyard compost is consistent with the results relating to the curbside collection of bagged yard waste. That question (# 3.3) did not show strong support for frequent yard waste collection, but did reveal a majority in support of at least a monthly collection.

Question 14: Would you back compost your yard waste if Snyder County provided backyard composting bins? (Respondents' comments are identified in the attached Supplemental Information List.)

Yes	93	47%
No	60	31%
Maybe	43	22%
TOTAL RESPONSES	196	100%

A review of the "No" responses in question #13 suggests that many of those would compost if provided a bin.

Question 15: What factors made you choose your current hauler? (Check all that apply)

(Respondents' comments are listed in the Supplemental Information List, attached.)

Neighbors Use	41	14%
Price	111	37%
Services Offered	50	17%
Quality of Service	58	20%
Do Not Know	13	4%
Other	24	8%
TOTAL RESPONSES	297	100%

Although the type of services offered and the quality are important considerations, price was most important to the respondents. These findings are consistent with the many other cost-related questions that were asked.

Question 16: How long have you used your current hauler?

Less than One Year	50	28%
1 - 2 Years	40	23%
3 - 5 Years	48	27%
More than 5 Years	38	22%
TOTAL RESPONSES	176	100%

The responses are approximately evenly split.

Question 17: How often have you changed haulers in the past three years?

Not Changed	104	59%
One time	61	35%
Two times	8	5%
More than two times	2	1%
TOTAL RESPONSES	175	100%

The fact that 94 percent of the respondents have not changed haulers or changed only once indicates that residents are not “shopping around.” It could also indicate a general satisfaction with the service that they are receiving.

Question 18: If your refuse is not collected or if you have a refuse-related problem, whom do you call?

This was an open-ended question, and almost all responses were that the hauler is called.

Question 19: Which waste hauling company do you use?

A&R Disposal	1	1%
The Best	1	1%
Cocolamus Creek Disposal (CCD)	33	18%
Danley's	13	7%
Heim's Disposal	1	1%
Hometown Disposal	48	26%
LES Waste of Lewisburg	3	2%
Steen's Disposal	6	3%
Stewart Witmer	1	1%
Waste Management (WM)	37	20%
Miscellaneous (see below*)	39	21%
TOTAL RESPONSES	183	100%

*Misc. responses include: Don't Know, No Response, None/NA, Share with someone else, self-haul

Question 20: How much is your monthly refuse collection bill?

Average of all reported monthly bills	\$17.68
Median ³ of all reported monthly bills	\$15.00
Mode ⁴ of all reported monthly bills	\$12.00
Range: Low	\$4.00
Range: High	\$70.00
Bag/tag range:	\$2.25 - \$3.00

The average monthly bill reported by respondents was \$17.68. However, some of the reported costs were either very high or very low, compared to the prevailing costs of approximately \$12.00 - \$13.50 per month. As a result this average cost may not be realistic. This will be discussed in greater detail in the next section of this letter report - "Analysis of Monthly Costs" – and revised estimates of the monthly cost will be provided.

Question 21: If you use a private waste hauler, please indicate the services they provide. (Check all that apply)

Refuse	154	100%
Recyclables	9	6%
Bagged Yard Waste	29	19%
Appliances	13	8%
Other (for extra charge)	4	3%

NOTE: Proportions are percentages of the 154 respondents receiving refuse service who also receive any of the other services.

Currently, a strong majority of respondents report that refuse is the only type of material collected at the curb.

Question 22: Should curbside refuse collection be mandatory in Snyder County?

Yes	86	48%
No	93	52%
TOTAL RESPONSES	89	100%

³ The median is the number in the middle of the numbers; half of the numbers are greater than the median and half have values that are less.

⁴ The mode is the most frequently occurring number in a group of numbers.

A majority of respondents do not agree that refuse collection should be mandatory. The significant number of respondents that do not favor a garbage burning ban (36 percent - see question # 4) might help to explain this.

Question 23: In what municipality or township do you live?

Community	Number of Respondents	Percent of Total Respondents
Adams Twp	2	1%
Beaver Twp	2	1%
Center Twp	7	4%
Chapman Twp	1	1%
Franklin Twp	9	5%
Freeburg	6	3%
Jackson Twp	4	2%
Middlecreek Twp	32	16%
Middleburg	15	8%
Monroe Twp	15	8%
Penn Twp	49	25%
Perry Twp	7	4%
Selinsgrove	23	12%
Shamokin Dam	8	4%
Spring Twp	2	1%
Union Twp	3	2%
Washington Twp	8	4%
Kreamer	2	1%
Did not indicate	3	2%
TOTAL RESPONSES	198	100%

Although responses came from throughout the County, the largest number of responses were received from residents of Penn Township (25 percent), followed by Middlecreek Township (16 percent), Selinsgrove (12 percent), and Monroe Township and Middleburg (8 percent each).

Analysis of Monthly Costs

County-wide Costs

The monthly costs identified in response to question # 20 were as reported by residents on a county-wide basis. As mentioned earlier, thirteen responses were significantly higher or lower than most of the reported costs. Consequently, we removed those eight low⁵ and five high⁶ reported costs, and calculated adjusted statistics:

⁵ The low rates were reported in the range of \$4.00 - \$7.50 per month.

⁶ The high rates were reported in the range of \$45.00 - \$70.00 per month.

Adjusted County-wide Monthly Costs

Adjusted Avg. Monthly Cost	\$16.59
Adjusted Median Cost	\$15.00
Mode Monthly Cost	\$12.00

This adjusted average monthly cost of \$16.59 is \$1.09 lower (approximately 6 percent) than the previously identified rate of \$17.68 per month. The median and mode calculations remained the same. This adjustment provides a more realistic picture of the “going rates” in Snyder County under the existing system.

Costs by Community

Using the same adjustments, monthly costs were identified by community and averaged. The results are as follows:

Community	Number of Valid Responses	Average Monthly Cost
Center Twp.	5	\$ 18.90
Franklin Twp.	3	\$25.33
Freeburg	4	\$12.69
Jackson Twp.	3	\$ 14.55
Kreamer	2	\$17.67
Middlecreek Twp.	20	\$ 16.94
Middleburg	3	\$ 19.50
Monroe Twp.	5	\$ 13.00
Penn Twp.	47	\$ 16.97
Perry Twp.	3	\$ 15.00
Selinsgrove	9	\$ 11.44
Shamokin Dam	7	\$ 15.21
Union Twp.	2	\$ 11.00
Washington Twp.	2	\$ 17.25

Based on the reported (and adjusted) monthly costs, residents in Franklin Township, Middleburg, and Center Township are paying the highest amounts (\$25.33 - \$18.90) and the residents of Union Township and Selinsgrove are paying the lowest amounts (\$11.00 - \$11.44).

Respondents' Comments and Answers to Open-Ended Questions

Question # 3 - *Please indicate how often you would like the following services provided (recycling, yard waste, etc.).*

We don't have any waste worth sending and we have no curbside service, but as long as we can get rid of our recyclables at Kreamer we are fine. Boy Scouts get money that way. Should have more locations available for recycling more frequently – we need a county wide center open daily.

Question # 4.6 - *Burning garbage should be banned in Snyder County.*

I like to have the privilege to burn. I recycle all I can and only burn paper trash – not old shoes etc. that would smell and smolder.

Question # 8 – *Do you currently recycle materials from your household?*

Home pickup

Composting on-site

Utilize Sunbury facility also

I only occasionally recycle for lack of convenience

I go to Sunbury

Borough collection as well as drop off

Compost yard waste

Take it to Norry myself

At a drop off location in another county

Sunbury Municipal Transfer Station

Recycle plastic not accepted locally at a private

Compost

Previous community

Shaffer landscape brush pile

PTMA should have a recycling center (respondent from Penn Twp)

Monroe Twp.

Spring Township Municipal Authority

Curbside pickup

Borough drop off & curbside collection

Selinsgrove Borough Recycling Center

Township drop-off

Take out of county to another county

Recycling in Snyder Co. is not convenient compared to other counties/states I've lived in.

Would like to see recycling picked up more often, i.e., possibly open every Saturday or even every other Saturday at Monroe Twp. Or curbside recycling!! :) What a great cause.

Question # 13 - *Do you backyard compost your yard waste?*
We chipper-shred and make our mulch.

Question # 14 – *Would you backyard compost your yard waste if Snyder County provided backyard composting bins?*

We already have two composting bins
Only if it were allowed in our development
We have a composting bin but cannot use for all ya (sic)
Already do
Already do
No need
We did, but were not successful in getting compost
Already Compost in a Monroe Township-provided bin
I got one from Snyder County.
Depends on the program
Already do
Need more info.
Might consider using a bin as opposed to "open" composting.

Question #15 – *What factors made you choose your current hauler?*

Took over for previous hauler
Who we had when we bought the house
Don't have one
Was the first company through this rural area
My Hauler sold out to my present hauler
Previous owner used
Don't have a hauler
Been with for years and they do a good job.
(Price) and pick up day
Don't have a hauler
I know the owner
Bring my waste to township dumpster
Do not have or need a hauler. I recycle.
They bought out my old hauler
Recommended by previous owners
We use the spring township dump
Pay As You Throw
They pick up just what I put out
Pay for how much I have
Use Spring Township dump station

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No current hauler

Convenience

We "share" a hauler with our neighbors.

Reasonable value and no billing! Simply purchase (theirs) and set out on specific day.

Question # 18 – *If your refuse is not collected or if you have a refuse-related problem, who do you call?*

The county

Refuse company office

MY COLLECTOR

The hauler

WM

Local office of hauler

Hauler

No one

Hasn't happened, but I would call the hauler

My hauler

Company

Our refuse hauler

Current or other hauler depends on who will take

The hauler

I recycle everything

I have not had any problems

Never had a problem

The company office

?

Waste Management

Waste hauler

The hauler

My Waste Hauler

The hauler

Hauler - CCD

n/a

The Hauling Company

Nobody

The hauler

Hauler

Cocolamus Creek Disposal

Have never had a problem

I do not call anyone

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The company who collects
The waste hauler
The company
Do not have this problem
Landlord
Waste Management
NA
The owners
The company
CCD
Waste Management
The hauling company
Refuse Hauler
Hauler
Waste Management
Never had a problem
Waste Management
Collector
The company
It has never happened.
Hauler providing service to my residence
I have never had one.
The hauler
No problems.
The hauler

Sincerely,

R. W. BECK, INC.

A handwritten signature in black ink that reads "Karen M. Luken". The signature is written in a cursive style with a large initial 'K' and 'L'.

Karen Luken
Senior Director

Attachment B
Copy of Snyder County PowerPoint Presentation Slides

Snyder County

Considering Changes to Your Solid Waste Collection System

Snyder County Pennsylvania

AGENDA

- Introductions
- Project Goal
- Types of PAYT
- Strategies to Make PAYT Work
- Strengths/Challenges of Organized Collection
- Countywide Survey Results
- Questions and Answers

Snyder County Pennsylvania

PROJECT GOAL

To examine implementing a pay-as-you throw program in Snyder County that is economically and environmentally sustainable

Snyder County Pennsylvania

PAYT OBJECTIVES

- Raise sufficient revenues
- Encourage MSW reduction through price signals
- Convey a better understanding of waste management costs to citizens
- Fund recycling and other waste management programs
- Keep the program simple to use and run

Snyder County Pennsylvania

Rate Structure Container Options



Snyder County Pennsylvania

Rate Structure Systems for Unit Pricing

- Proportional (Linear)
- Hybrid (Tiered)



Snyder County Pennsylvania

Waste Reduction Results

- Perkasio, PA • 54%
 - MN Town 1 • 60%
 - MN Town 2 • 37%
 - Duke University • 44%
- Study of 14 Cities

Snyder County Pennsylvania

Financial Results

Community	Program Type	Cost/HH/Year
Rockledge, PA	Unlimited	\$186.96
Elizabethtown, PA	Tags Hybrid	\$114.00
South Middleton Township, PA	Cart/Tags Hybrid	\$149.72

Snyder County Pennsylvania

Making PAYT Work in Snyder County

- Evaluate adequacy of recycling system
- Assess willingness for change
- Modify solid waste management ordinances
- Consider organizing refuse collection

Snyder County Pennsylvania

Organized Collection

Strengths	Challenges
<ul style="list-style-type: none"> ▪ Competition often results in low rates/more services ▪ Service providers selected on the basis of technical and financial ability to provide the requested services ▪ Contract items often include penalties/remedies for poor or non performance ▪ Exclusive contract provides economies of scale 	<ul style="list-style-type: none"> ▪ Small haulers concerned about competing with larger service providers ▪ Governmental entities must invest resources in managing a procurement ▪ Disruption to customers/inability to choose hauler ▪ Transition costs ▪ Potential for reduced competition in the long-run

Snyder County Pennsylvania

Comparison of Average Collection Cost per Household – Pennsylvania Averages

Options	Annual Cost per Household	Quarterly Cost per Household	Monthly Cost per Household
Subscription System	\$192.00	\$48.00	\$16.00
Contract Collection	\$123.00	\$31.50	\$10.50

Snyder County Pennsylvania

SNYDER COUNTY SURVEY RESULTS

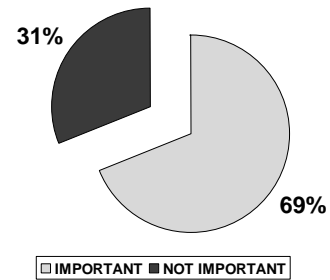
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SURVEY PROCESS

- Conducted in late spring of 2006
- On-line survey
- Paper survey at specified locations
- 198 respondents

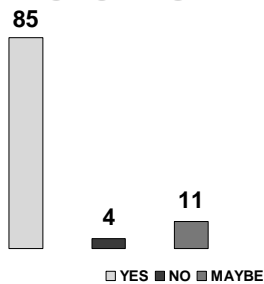
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PAYT



Snyder County Pennsylvania

WILL PAYT PROMOTE RECYCLING?



Snyder County Pennsylvania

ARE COLLECTION COSTS IMPORTANT?

1 – MOST IMPORTANT	26%
2	21%
3	21%
4	17%
5	9%
6 – LEAST IMPORTANT	6%

Snyder County Pennsylvania

IS CHOOSING YOUR COLLECTOR IMPORTANT?

1 – MOST IMPORTANT	18%
2	16%
3	18%
4	18%
5	24%
6 – LEAST IMPORTANT	15%

Snyder County Pennsylvania

COST MORE IMPORTANT THAN CHOICE?

Agree Strongly	41%
Agree Somewhat	34%
Neutral	15%
Disagree Somewhat	6%
Disagree Strongly	4%

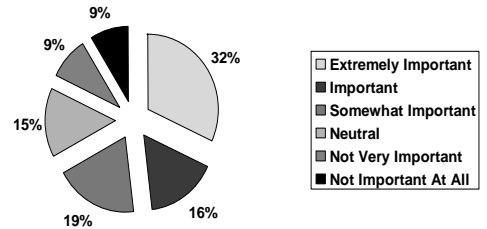
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Price Comparison

- Snyder County Average- \$16.00 to \$17.00
 - Unlimited Refuse
 - No Curbside Recycling or Bulky
- Cranberry Township - \$11.00 to \$14.00
 - PAYT
 - Curbside Recycling and Bulky

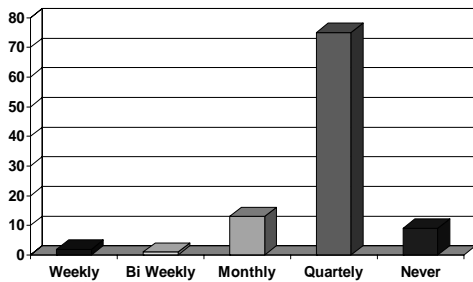
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Recycling Every Week



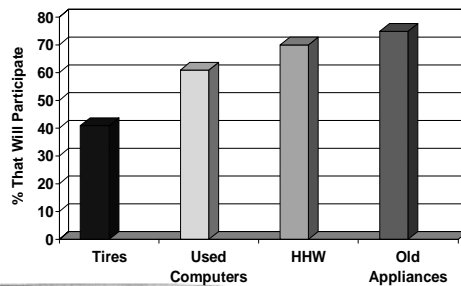
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Bulky Waste Collection



Snyder County Pennsylvania

Special Collection Events



Snyder County Pennsylvania

Conclusions

- Strong Interest in PAYT
- PAYT would increase recycling participation
- Cost more important to residents than choice of service provider
- Quarterly bulky waste is most preferable
- Strong desire for special collection events

Snyder County Pennsylvania

Questions?

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Snyder County Pennsylvania