



# Venango County Municipal Solid Waste Management Plan 2014

DECEMBER 15, 2014

**Prepared by the  
Venango County Regional Planning Commission**

**Project Consultant  
Nestor Resources, Inc  
Valencia, PA**





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# Acknowledgements

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# Introduction

Municipal solid waste is a common element in our day to day existence. When we discard items, which we determine to have no further use, we are generating municipal solid waste. We generate municipal solid waste where we live, where we work, where we shop, in our schools and medical institutions. The cumulative total of municipal solid waste from all of these sources could create significant public health, safety, and environmental issues if managed improperly. The availability of a collection, processing, and disposal infrastructure to handle the types and quantities of municipal solid waste generated is one of the most important steps in fostering proper waste management behaviors. Public education and enforcement mechanisms are also essential. To assure that the municipal waste management system is appropriate for local conditions, government jurisdictions utilize a municipal solid waste management planning process.

In Pennsylvania, the Municipal Waste Planning, Recycling and Waste Reduction Act of 1988 (Act 101) delegated the authority to develop plans for municipal solid waste management to the counties. In addition, Act 101 gave the counties the power to implement the recommendations resulting from those plans. Act 101 established a twofold purpose for counties in municipal waste planning. The first was to assure adequate disposal capacity for waste generated within the county and the second was to provide for waste reduction through recycling 25% of the municipal waste stream, or to justify why it could not meet the State recycling goal. In accordance with the provisions of Act 101, Venango County began in 1990 to develop a ten-year plan for the management of municipal solid waste generated within its boundaries. This Plan and its subsequent revisions in 2000 and 2004 were developed in conjunction with Forest and Clarion counties.

While a combined effort may have been appropriate during the original planning process, views and objectives change over time. Although the joint plan did serve to protect public health and safety by securing disposal capacity and monitoring collection and disposal practices, current conditions support the need for a more specific, comprehensive, and integrated approach to solid waste management and recycling in Venango County. Therefore, the purpose of this project is to develop a stand-alone Plan for Venango County, which cultivates the availability and sustainability of recycling and provides support for the expansion of municipal curbside recycling and waste collection services throughout the County. A Solid Waste Advisory Committee

(SWAC) was formed to provide valuable input during the planning process. Members of the SWAC represented all levels of local government as well as private sector stakeholder interests in municipal waste and recycling.



***“The vast possibilities of our great future will become realities only if we make ourselves responsible for that future.”***

**— Gifford Pinchot,  
First Chief of the United States Forest Service and  
28<sup>th</sup> Governor of Pennsylvania**

# Chapter One

## 1 LOCAL DEMOGRAPHICS AND MUNICIPAL WASTE PROFILE

Municipal solid waste management plans are typically developed using well tested assumptions and proven practices. However, it is important to use a variety of data to ensure that recommendations and programs can be implemented successfully. While generic regulatory and technical guidelines are helpful to establish issues that should be addressed, equal consideration should be given to understanding the people who live and work in the local communities. The social history and heritage of a community can significantly influence its views and expectations on any number of public issues, including municipal solid waste management. Current waste management practices can be deep rooted. To what degree basic services are utilized, and factors that could motivate or hinder future change are dependent on a number of related circumstances.

Economic factors such as occupation, income, education, and employment play a role in the level and frequency of product purchases and discards. Likewise, these same factors strongly determine an individual's ability and/or willingness to pay for services, including waste management. Chapter One presents an overview of the sources, types, and amounts of various categories of municipal solid waste generated within Venango County. Current physical and demographic characteristics are included. The transition of the County's industrial heritage and its socio-economic effects on current waste management behaviors and expectations is also discussed. Finally, the chapter offers commentary on other notable trends and conditions.

### 1.1 OVERVIEW OF VENANGO COUNTY

Venango is a sixth-class county, with 31 municipalities: two cities, nine boroughs, and 20 townships. Geographically, Venango County is located in northwestern Pennsylvania. The County seat and population center, the City of Franklin, is situated approximately 60 miles from the New York border to the north and 55 miles from the Ohio border to the west. Major Pennsylvania cities in closest proximity to Venango County include Erie and Pittsburgh. Contiguous Pennsylvania counties include Butler (south), Mercer (west), Crawford and Warren (north) and Forest and Clarion (east).



Figure 1-1 Location of Venango County and the Municipalities

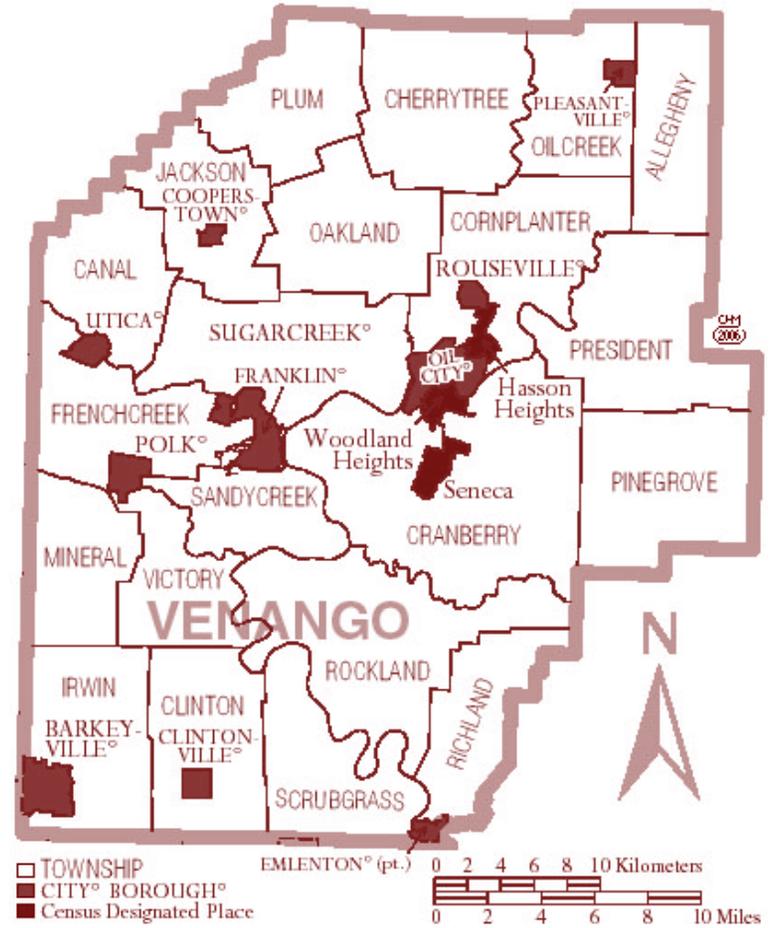
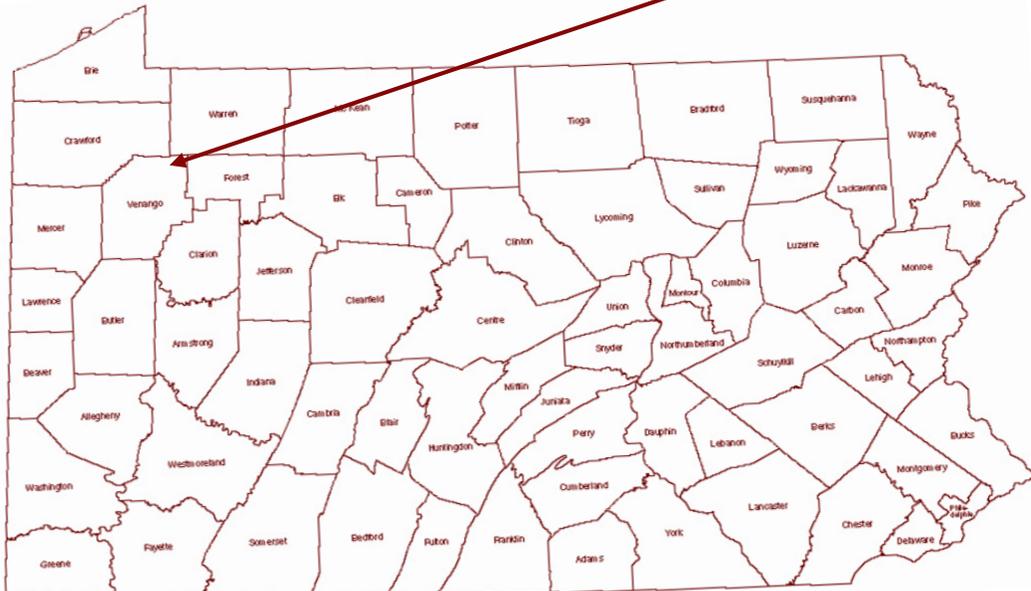


Figure 1-1 shows the location of Venango County in relationship to the state of Pennsylvania and surrounding counties. It also indicates the location of Venango County’s municipalities and their designation as either a city, a borough, or a township.

A drive through Venango County would leave little doubt that the County is rural by nature. Scenic views of rich forests and streams can be captured at select vantage points throughout the County. Based on size and population density, of the 31 total Venango County municipalities in 2010, the PA Data Center lists 29 in the rural category. Six of these 29 also have some urban clusters located within their boundaries.

Table 1-1 shows the urban and rural distribution of population in Venango County. Table 1-2 lists the population and population density for each municipality. Figure 1-2 illustrates the concentrations of population throughout Venango County.

**Table 1-1 Venango County Urban and Rural Distribution of Population 2010**

County	Total Population	Urban Population		Rural Population	
		Total	Percent	Total	Percent
Venango	54,984	24,877	45.2%	30,107	54.8%

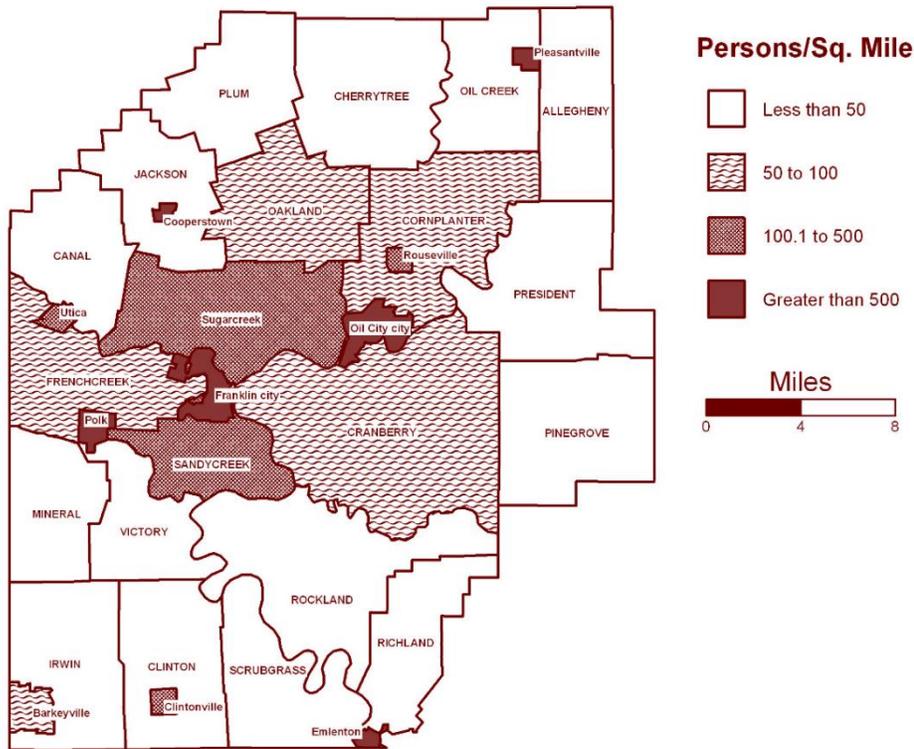
Source: Center for Rural Pennsylvania and PA Data Center

Slightly more than fifty-four percent (31,098 people) of the County’s total 54,984 population lived in the rural areas in 2010. The remaining 24,877 people, 45% of the population, lived in the 8 municipalities situated in the core of the County which have some densely populated “urban clusters.” Only 2 of these municipalities are 100% urban, the cities of Franklin and Oil City. Together they have 17,102 residents which represents 31% of the total population and nearly 69% of all of the urban population.

*Table 1-2 Venango County 2010 Population and Population Density by Municipality*

	Population	Percent of County Population	Land Area Square Miles	Persons Per Square Mile
Venango County	54,984	100.00%	675	81.46
Allegheny Township	276	0.50%	25	11.04
Barkeyville Borough	207	0.38%	4	59.14
Canal Township	1,023	1.86%	25	41.76
Cherrytree Township	1,540	2.80%	36.8	41.85
Clinton Township	854	1.55%	28.5	29.96
Clintonville Borough	508	0.92%	1.1	461.82
Cooperstown Borough	460	0.84%	0.6	766.67
Cornplanter Township	2,418	4.40%	37	64.83
Cranberry Township	6,685	12.16%	70	94.96
Emlenton Borough	617	1.12%	0.7	881.43
Franklin, City of	6,545	11.90%	4.6	1,422.83
Frenchcreek Township	1,542	2.80%	29.3	52.63
Irwin Township	1,391	2.53%	30.2	46.06
Jackson Township	1,147	2.09%	25	46.44
Mineral Township	538	0.98%	23	23.91
Oakland Township	1,504	2.74%	29	51.86
Oil City, City of	10,557	19.20%	4.5	2,346.00
Oil Creek Township	854	1.55%	23	37.13
Pinegrove Township	1,354	2.46%	37	36.59
Pleasantville Borough	892	1.62%	1	892.00
Plum Township	1,056	1.92%	27	39.70
Polk Borough	816	1.48%	1.9	429.47
President Township	540	0.98%	37.4	14.44
Richland Township	777	1.41%	22.2	35.00
Rockland Township	1,456	2.65%	49.7	29.30
Rouseville Borough	523	0.95%	1	581.11
Sandycreek Township	2,260	4.11%	18	126.97
Scrubgrass Township	751	1.37%	25.8	29.11
Sugarcreek Borough	5,294	9.63%	37.4	141.55
Utica Borough	189	0.34%	1.3	145.38
Victory Township	410	0.75%	19.9	20.60

**Figure 1-2 Venango County Population Density**



### 1.1.1 Population Trends

For a variety of reasons, the majority of Pennsylvania’s rural counties continue to experience a slow but steady decline in population. Venango County shares this trend. All but twelve of the County’s municipalities showed a population decrease from the results of the U.S. Census 2010 when compared to the previous U.S. Census 2000. As a whole the County’s population declined by approximately -4.48% during that same period. This downward trend is expected to continue at the same rate through 2030, for a total decrease of 12.8% over thirty years. Some of the population loss is due to natural attrition. Nearly 25% of Venango County’s residents are over the age of 60. With an aging population, deaths often exceed the birth rate. However, other factors than age have had a greater influence on the population decline in Venango County. Municipal solid waste generation is directly tied to population. Therefore, changes in the population rate, density, and residency must be considered during the planning process.

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### 1.1.2 Economic Factors

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In spite of the rural nature of the area, industry has and continues to play a major role in the economy of Venango County. In contrast to the more natural surroundings in the rural communities, signs of an industrial legacy are more visible within the County's urban core. Some serve as reminders of a different more prosperous era, while others are indicators of renewed economic development.

According to the *Pennsylvania Abstract, A Statistical Fact Book: 2011*, manufacturing generates both the highest gross revenues in the County and also provides the largest payroll to local residents. While blue collar jobs represent the highest percentage of personal income, service industries and other white collar businesses employ the greatest numbers of individuals in the County. State and local governments, school districts, and service industries, including health care services, categorically represented the highest percentage of the top ten employers in Venango County for 2010. Joy Mining (manufacturing) ranking second, and Wal-Mart (retail) ranking seventh were the sole representatives in their respective categories among the top ten employers. Figure 1-3 shows the types of establishments by category, along with the revenues generated and the payroll for each.

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### 1.1.3 Lingering Consequences

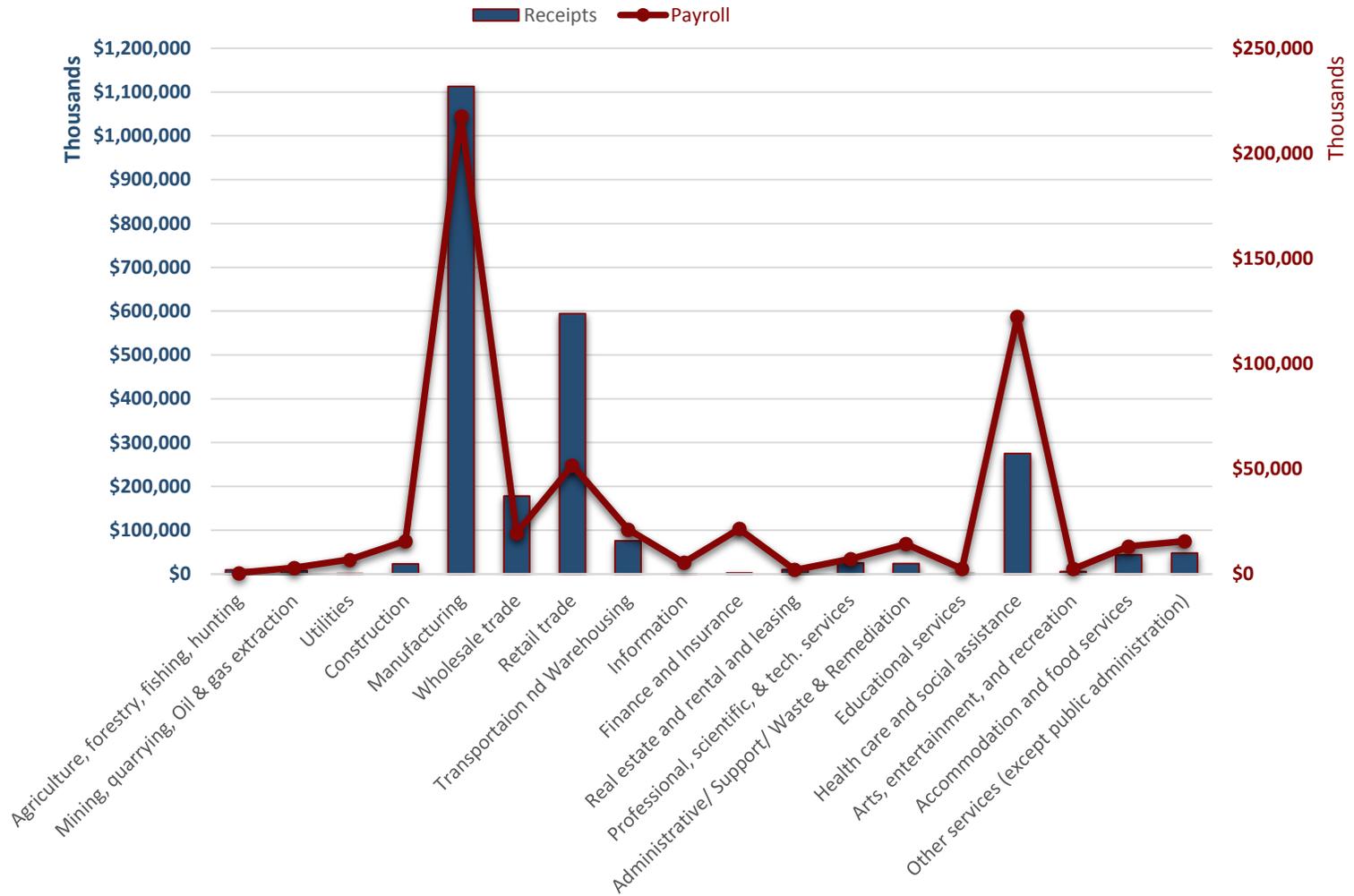
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Prevailing economic conditions, particularly employment opportunities, influence where people choose to live. Throughout the 1990's, the retreat of the oil industry from Venango County after a century long relationship had a devastating effect from which the County has yet to fully recover. Hundreds of workers and their families were relocated and hundreds of others were simply displaced. Employees from support industries suffered similar consequences, as did local retail merchants. The cities of Oil City and Franklin were estimated to have lost up to 35% of their populations by the time the 2000 U.S. Census was taken.



Figure 1-3 Venango County Business Patterns

### Local Employers, Gross Receipts and Payroll



Without another major industry to absorb that amount of unemployed skilled workers, the exodus from both municipalities has continued up to the present. The core surrounding communities have experienced losses as well, albeit not as dramatic as those in the cities. Distance and travel time have a huge impact on the overall cost of providing waste and recycling collection services. Because there are a certain amount of fixed costs to provide waste collection services the rates per home are affected by decreases in housing occupancies and population densities. Therefore, understanding these variables is important in developing sustainable and affordable programs. Regionalization and/or coordination of contracted services is a viable solution in many of these scenarios. During the planning process, how these types of conditions may be addressed in Venango County was examined.



Although the County still loses population to surrounding counties and even to other states, a good portion of the residents who move, simply relocate to other Venango County municipalities. There they tend to purchase or rent existing homes, rather than initiate new construction. According to County Business Patterns 2011, published by the Penn State Data Center, approximately fifty new single family building permits were issued in Venango County in 2010 and only one was issued for a multifamily complex. Waste resulting from new construction and remodeling is considered municipal solid waste and is factored into the overall waste management needs of the County.

The exodus resulting from the closure of the oil refinery created an unprecedented glut of homes on the real estate market. With supply greater than demand many structures were abandoned, thus creating a situation which could foster urban blight, a condition that facilitates illegal dumping and other poor waste management practices. Programs to demolish, refurbish and repurpose many of these structures have been initiated by the County and local government agencies. Such programs can present perfect opportunities to introduce local contractors to the benefits of using recycled content building materials, implementing deconstruction, recycling and other waste minimization techniques.

Table 1-3 shows a recent snapshot of the geographic mobility of the local population. In addition, Table 1-3 compares the 2000 population to the 2010 population in each municipality. Table 1-3 is color coded to show the municipalities where population declined or increased. Additionally, Table 1-3 shows a five year mobility trend. Only

**Table 1-3 Domestic Migration and Population Shifts**

Area	Population			Percentage			
	US Census 2010 Total	US Census 2000 Total	2005-2009 Average Only Those Living In The Same Municipality 1 Year Ago	Stayed in Municipality	Moved to Another Venango County Municipality	Moved to Another County	Moved to Another State
<b>Venango County</b>	<b>54,984</b>	<b>57,565</b>	54,105	86.2	9.4	3.3	1.1
Allegheny Township	276	281	343	100	0	0	0
Barkeyville Borough	207	237	199	87.9	12.1	0	0
Canal Township	1,023	1,008	874	98.5	0.9	0	0.6
Cherrytree Township	1,540	1,543	1,273	100	0	0	0
Clinton Township	854	758	726	97.2	2.8	0	0
Clintonville Borough	508	528	445	87.4	7.6	4.9	0
Cooperstown Borough	460	460	619	84.5	12.1	3.4	0
Cornplanter Township	2,418	2,687	2,449	96.1	1.1	1.6	1.3
Cranberry Township	6,685	7,014	6,456	86.7	10.8	0.7	1.7
Emlenton Borough	617	774	699	83.4	9.4	5	2.1
Franklin City	6,545	7,212	7,125	76	15	7.7	1.3
Frenchcreek Township	1,542	1,605	1,570	100	0	0	0
Irwin Township	1,391	1,309	1,121	99.5	0.5	0	0
Jackson Township	1,147	1,168	864	98.5	0	1.5	0
Mineral Township	538	533	465	95.5	4.5	0	0
Oakland Township	1,504	1,565	1,242	90.5	9.5	0	0
Oil City City	10,557	11,504	10,801	76.7	18.5	3.6	1.2
Oil Creek Township	854	840	856	95.4	0.7	3.9	0
Pinegrove Township	1,354	1,338	1,379	82.9	7.3	1.2	8.7
Pleasantville Borough	892	850	1,227	70.6	3.5	23.6	2.3
Plum Township	1,056	1,060	1,096	94.1	0	5.9	0
Polk Borough	816	1,031	929	92.5	1.7	4.6	1.2
President Township	540	543	540	100	0	0	0
Richland Township	777	744	626	98.4	1.6	0	0
Rockland Township	1,456	1,346	1,274	91.8	4.6	3.6	0
Rouseville Borough	523	472	552	74.5	25.5	0	0
Sandycreek Township	2,260	2,406	2,425	81.9	11.9	5.6	0.6
Scrubgrass Township	751	799	723	92	8	0	0
Sugarcreek Borough	5,294	5,331	4,676	96.5	2.6	0.4	0.5
Utica Borough	189	211	?	?	0	0	0
Victory Township	410	408	333	97	3	0	0

Source: Penn State Data Center and US Census Bureau  
 Lower Population between 2000 and 2010 highlighted in light red  
 Migration trends shown in gradient bars by percentage of each category

the portion of the population who had resided in the same Venango County municipality for one full year was monitored. Therefore, the average population used from 2005-2009 differs somewhat from the full census totals. Table 1-3 shows the percentage of residents who stayed in that community and those who moved after each year. For those who did not stay, the table indicates whether the move was to another municipality in Venango County, a municipality in another Pennsylvania county, or if relocation was to another state.

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#### 1.1.4 Future Economic Impact

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Ironically, with the advent of drilling and exploration in the Marcellus Shale and Utica Gas Fields, the industry that literally created and nearly destroyed local communities may also be the one that provides a catalyst for revitalization. Because it is a marketable commodity, the nature of the oil and gas industry is always speculative. However, based on recent activities the need for transportation and other field services could continue to increase. Job opportunities could stimulate housing and other purchases. When people have more disposal income they tend to discard and replace items more frequently and thus generate more municipal solid waste. Therefore, growth of the industry could be an indicator of increasing disposal needs for the County and was considered during the planning process.

The amount of waste produced in the drilling operations, can compete with the disposal capacity required for local municipal solid waste. Since securing disposal capacity is the primary purpose of the Plan, the amounts of drilling waste accepted at landfills utilized by Venango County municipalities and businesses was examined during the planning process.



**Table 1-4 USEPA Categories of Products and Non-Products in Municipal Solid Waste**

### **PAPER AND PAPERBOARD**

Collectively, the many products made of paper and paperboard materials comprise the largest component of MSW. The paper and paperboard materials category includes products such as office papers, newspapers, corrugated boxes, milk cartons, tissue paper, and paper plates and cups.

### **GLASS**

Glass is found in MSW primarily in the form of containers, but also in durable goods like furniture, appliances, and consumer electronics. In the container category, glass is found in beer and soft drink bottles, wine and liquor bottles, and bottles and jars for food, cosmetics, and other products.

### **METALS**

**Ferrous** By weight, ferrous metals (iron and steel) are the largest category of metals in MSW. The largest quantities of ferrous metals in MSW are found in durable goods such as appliances, furniture, and tires. Containers and packaging are the other source of ferrous metals in MSW.

**Aluminum** The largest source of aluminum in MSW is aluminum cans and other packaging. Other sources of aluminum are found in durable and nondurable goods.

**Other Nonferrous** Other nonferrous metals (e.g., lead, copper, zinc) are found in durable products such as appliances, consumer electronics, etc. Lead in lead-acid batteries is the most prevalent nonferrous metal (other than aluminum) in MSW.

### **PLASTICS**

Plastics are a rapidly growing segment of MSW. While plastics are found in all major MSW categories, the containers and packaging category (bags, sacks, and wraps, other packaging, PET bottles, jars and HDPE natural bottles, and other containers) has the most plastic tonnage.

### **RUBBER AND LEATHER**

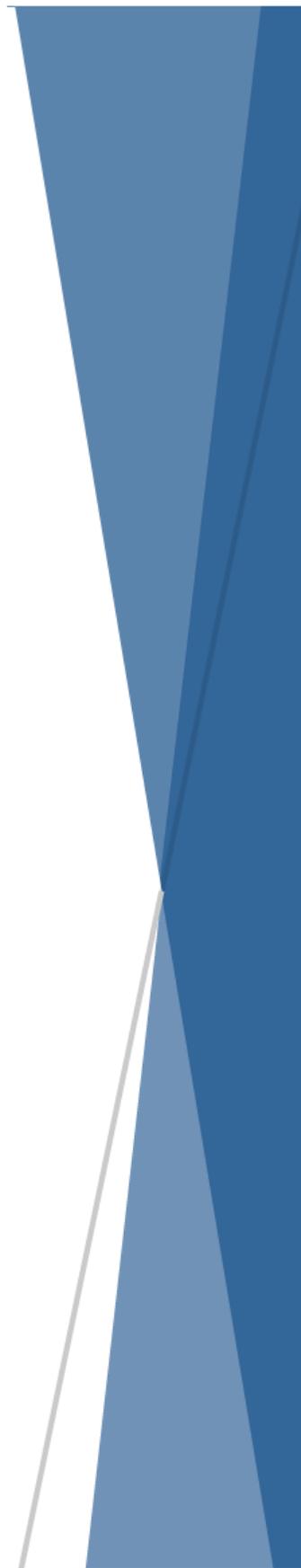
The predominant source of rubber in MSW is rubber tires from automobiles and trucks. Other sources of rubber and leather include clothing and footwear and other miscellaneous durable and nondurable products. These other sources are quite diverse, including such items as gaskets on appliances, furniture, and hot water bottles, for example.

### **TEXTILES**

Textiles in MSW are found mainly in discarded clothing, although other sources were identified to be furniture, carpets, tires, footwear, and other nondurable goods such as sheets and towels.

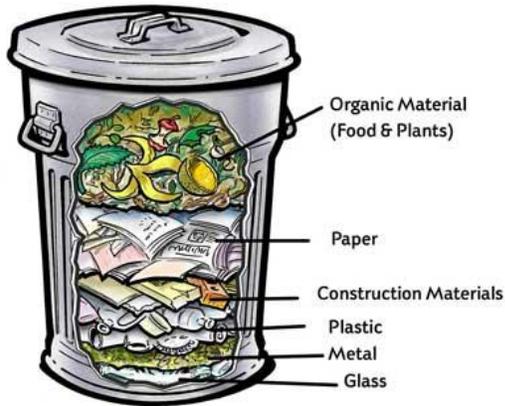
### **WOOD**

The sources of wood in MSW include furniture, other durable goods (e.g., cabinets for electronic equipment), wood packaging (crates, pallets), and some other miscellaneous products.



## 1.2 DEFINING AND IDENTIFYING MUNICIPAL SOLID WASTE

For the most part, municipal solid waste is recognizable and readily identifiable. Most of us are more familiar with municipal solid waste than we realize. We all generate municipal solid waste. It is estimated that as a nation in 2010, the baseline for data utilized in the Plan, each person generated an average of 4.43 pounds of municipal solid waste per day. As commonplace as municipal waste can be, it is equally confusing on several levels.



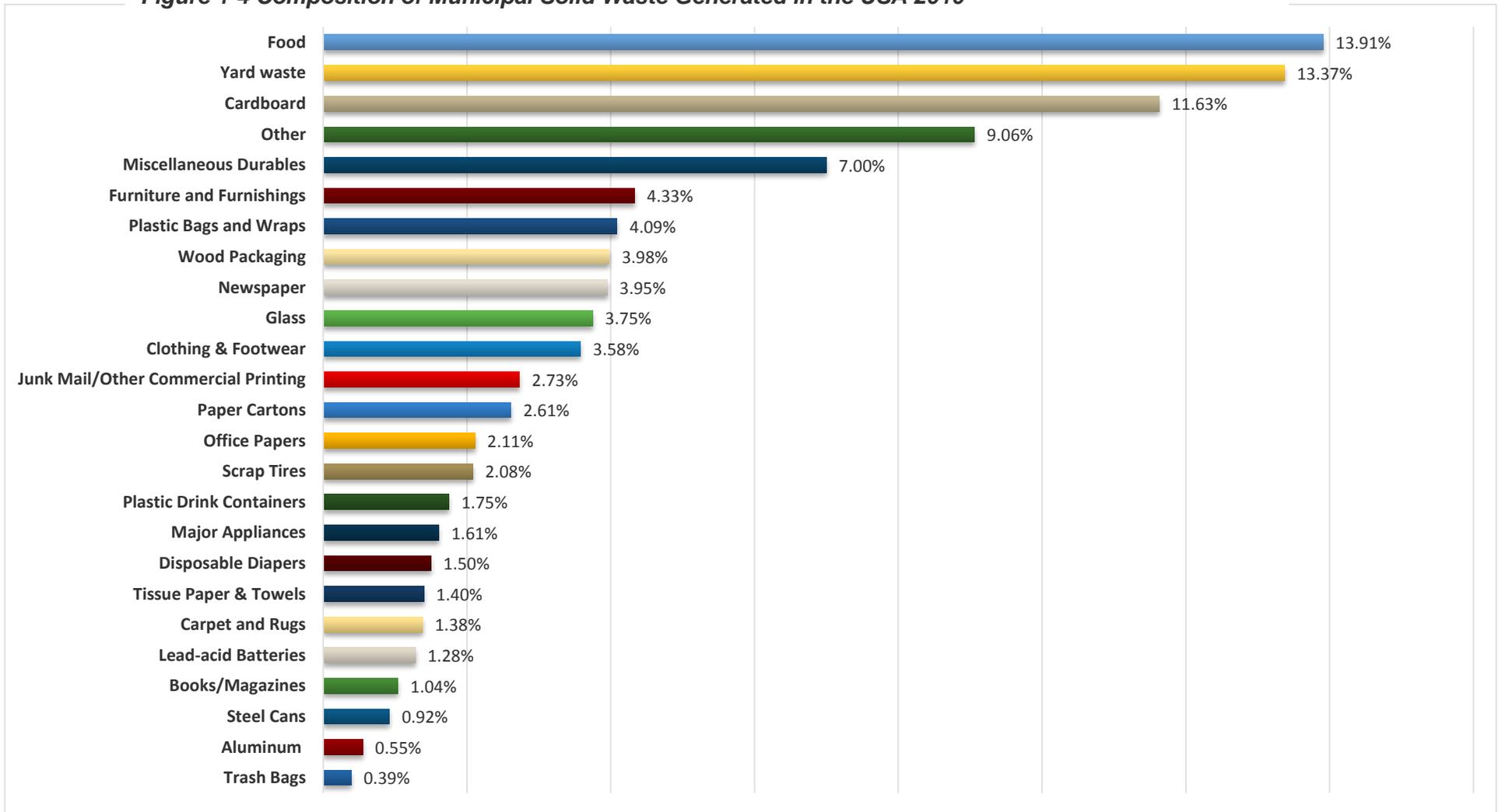
municipal solid waste is generated.

Municipal solid waste is regulated by an extensive set of federal, state, and local laws and requirements. Inconsistencies in the scope of materials and categories considered solid waste from state to state and by the federal government can become problematic when attempting to interpret and compare data. Equally complicated is the ability to identify and understand the various sources where

There are a number of categorized sub sets of solid waste. In general, USEPA considers discards from residential, commercial, and institutional establishments to be the “municipal” subset of solid waste.

Municipal solid waste consists of everyday items such as product packaging, grass clippings, furniture, clothing, bottles, food scraps, newspapers, appliances, and batteries. In addition to identifying specific groups of materials, broad categories of products are also used in analyses of municipal solid waste. These include durable goods, non-durable goods, containers and packaging, organic wastes such as food and yard trimmings, and miscellaneous inorganic wastes. Although each of the same materials still exist in the waste stream, categorizing them by product more clearly illustrates the relationship between product design, purchasing habits, and waste generation. With the emergence and growth of product stewardship legislation and regulations, there is increasing demand for sustainable design that allows for remanufacturing, reuse, and recycling. A description of the USEPA product categories is shown in Table 1-4 on the previous page.

**Figure 1-4 Composition of Municipal Solid Waste Generated in the USA 2010**



Source: USEPA

Figure 1-4 provides a detailed breakdown of the composition of municipal solid waste in 2010 according to the USEPA. The chart represents the total waste generated prior to recovery of materials for recycling and prior to disposal.

There are some other subsets of the solid waste stream with unique characteristics or which require special handling. USEPA along with many states do not factor these particular types of materials into the overall quantities of municipal waste. In Pennsylvania, however, waste from construction and demolition activities, medical waste from health care facilities, biosolids, and sludges from wastewater treatment all fall within the regulatory framework of municipal solid waste. Therefore, in the planning process, Pennsylvania counties must address how each is managed. It should be noted that within the Plan, special handling wastes are not included in the discussions of and projections for residential and commercial/institutional municipal waste generation and recycling. Estimates for these wastes and detailed discussions of how they are managed are provided separately.

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### 1.3 NATIONAL PERSPECTIVE ON MUNICIPAL SOLID WASTE

The United States Environmental Protection Agency (USEPA) has collected and analyzed data on waste generation, disposal, and diversion from 1960 through 2010. The Franklin Associates of Kansas were commissioned by the USEPA to conduct this ongoing study and issue a series of publications. The series focuses on municipal solid waste generated by residential and commercial sources. It is a useful tool to make initial assumptions and to reveal significant differences and/or anomalies in local programs based on national behaviors and performance. It continues to serve as the definitive survey on the characterization and composition of the national waste stream. The wealth of information, which they have accumulated, is useful in establishing historic trends and changes. Because USEPA also documents detailed findings for each year, it is possible to compare local data from specific years to actual performance at the national level.

Until recently, the USEPA reports were published as “Characterization of Municipal Solid Waste in the United States.” The iteration that coincides with the baseline year for data utilized in analyses during the planning process is titled “Generation, Recycling, and Disposal in the United States: Facts and Figures for 2010.” The project and publications are commonly referred to as “The Franklin Study.”

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#### 1.3.1 Understanding Historic Trends and Changes

Since the enactment of the Municipal Waste Planning, Recycling and Waste Reduction Act in 1988 (Act 101), the validity of the assumptions used at that time to assess and project waste management needs are not necessarily applicable in



FROM 1960 TO 1990 THE AMOUNT OF MUNICIPAL SOLID WASTE GENERATED ON A PER CAPITA BASIS EXCEEDED THE POPULATION RATE.

IN 1960, EACH PERSON IN THE UNITED STATES GENERATED APPROXIMATELY 2.68 POUNDS OF MUNICIPAL SOLID WASTE PER DAY.

FROM 1960 TO 1990, THE PER CAPITA RATE GREW AT AN ACCELERATED PACE TO 4.57 POUNDS PER PERSON PER DAY.

SINCE 1990, THE PER CAPITA RATE HAS SLOWED AND IS NOW IN DECLINE.

THE 2010 RATE IS 4.43 POUNDS PER PERSON PER DAY, WHICH IS LOWER THAN THE 1990 RATE.

Source USEPA

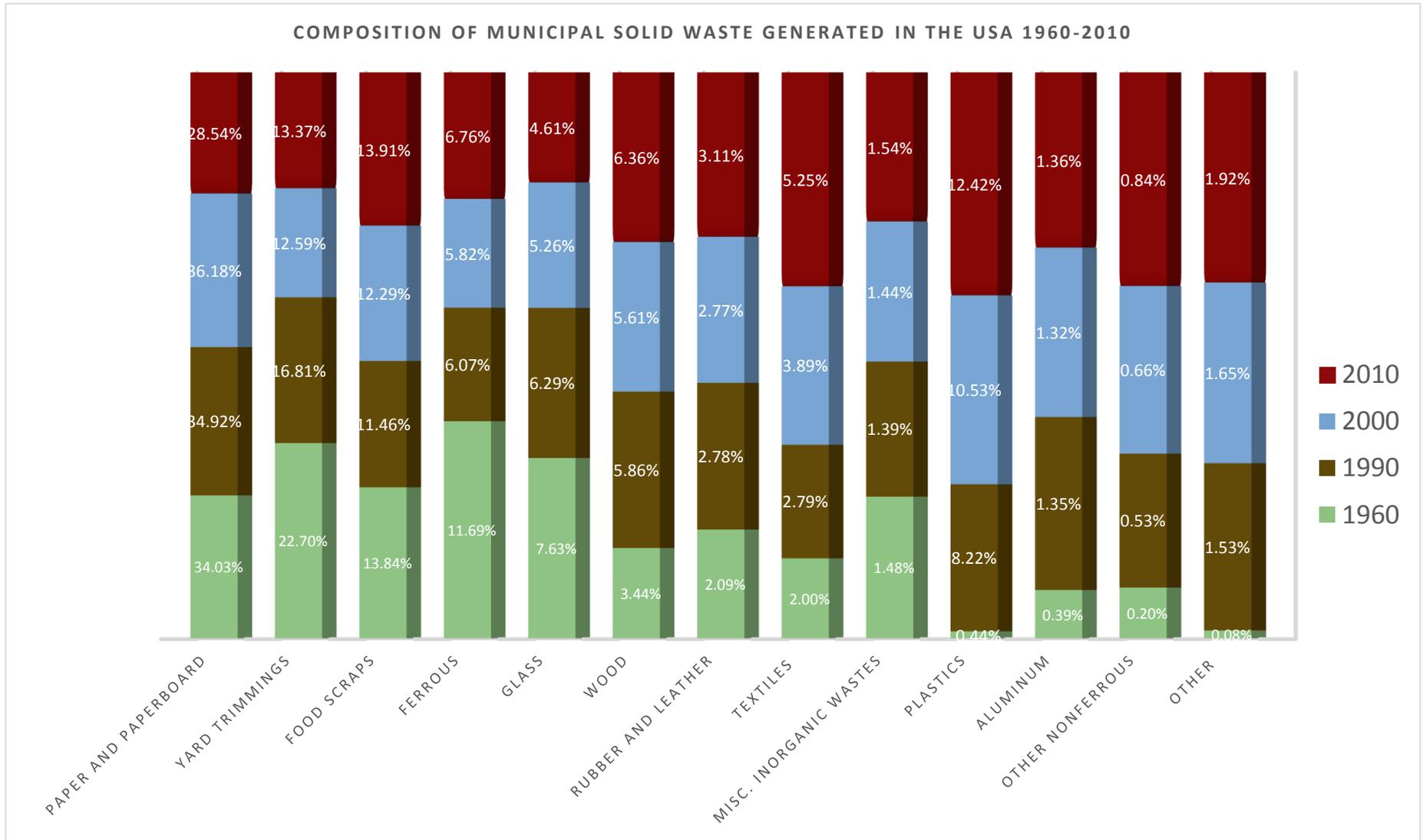
2010. Much has changed. These changes will form the foundation for assumptions used throughout the planning process to assess the validity or anomalies of local data and programs. Therefore, this section offers a brief discussion of the evolution of municipal waste based on nationally documented changes.

USEPA has documented through its studies that over the past 50 years the quantities, composition, and recovery of municipal solid waste have varied

considerably. In contrast, over the past 5 years, the quantity of material generated and discarded has been relatively constant. From 1960 to 1990 the amount of municipal solid waste generated on a per capita basis exceeded the population rate. The total amount of municipal solid waste generated in the United States has approximately tripled over this 50-year period. Part of the increase is directly related to the growth of the population during that same period. However, individual consumer patterns were also a contributing factor.

In 1960, each person in the United States generated approximately 2.68 pounds of municipal solid waste per day. From 1960 to 1990, the per capita rate grew at an accelerated pace to 4.57 pounds per person per day. That pattern has stabilized and in fact appears to be on a downward trend. Since 1990, the per capita rate has slowed, peaking briefly in 2000 at 4.72 pounds per person per day. The current rate is 4.43 pounds per person per day, which is lower than the 1990 rate. In areas like Venango County where the population is in decline, a decreased per capita generation rate can make a notable difference in service availability and costs.

**Figure 1-5 Historic Changes in the Composition of Municipal Waste Generated**



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### **1.3.1.1 *Compositional Changes in Municipal Waste Generated, Discarded and Recovered***

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Not only the quantity of municipal solid waste that is generated changed since 1960, but also the make-up of the overall waste stream. Although the basic categories of materials still remain, there has been a significant change in the percentage that each material represents in the total waste stream. For example, in 1960 paper represented about 34% of the municipal solid waste stream. It has declined to about 28.5% in 2010. Plastic, which was less than 1% of the total municipal solid waste stream generated in 1960, has increased to over 12% of the total municipal solid waste stream in 2010. Figure 1-5 shows how the composition of the municipal solid waste generated has fluctuated over the years.

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### **1.3.2 *Impact of Recycling and Composting***

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The total quantity of municipal solid waste generated has nearly tripled over the past 50 years, however, the quantity that USEPA labels “discarded” also commonly referred to as “disposed” has only doubled. This variation is because the proportion recovered through recycling and composting programs has grown from less than 7% of total municipal solid waste generated in 1960 to about 34% in 2010, with 66% of the waste stream disposed. This trend has been rather constant for the past twenty years.

It is important to note that the categorical proportions of materials recovered differ from the composition of the waste which is generated. Likewise, once recovery occurs, the composition of the municipal solid waste that is disposed differs from both the waste generated and the materials recovered. As an example, paper (including paperboard) is the largest category of material in MSW as generated. However, due to recycling, the quantity of paper disposed has been declining since about 1990. Recently, plastic and food scraps have surpassed paper as the principal components in discarded MSW. Figure 1-6 compares the composition of waste generated, recovered, and discarded during 2010.

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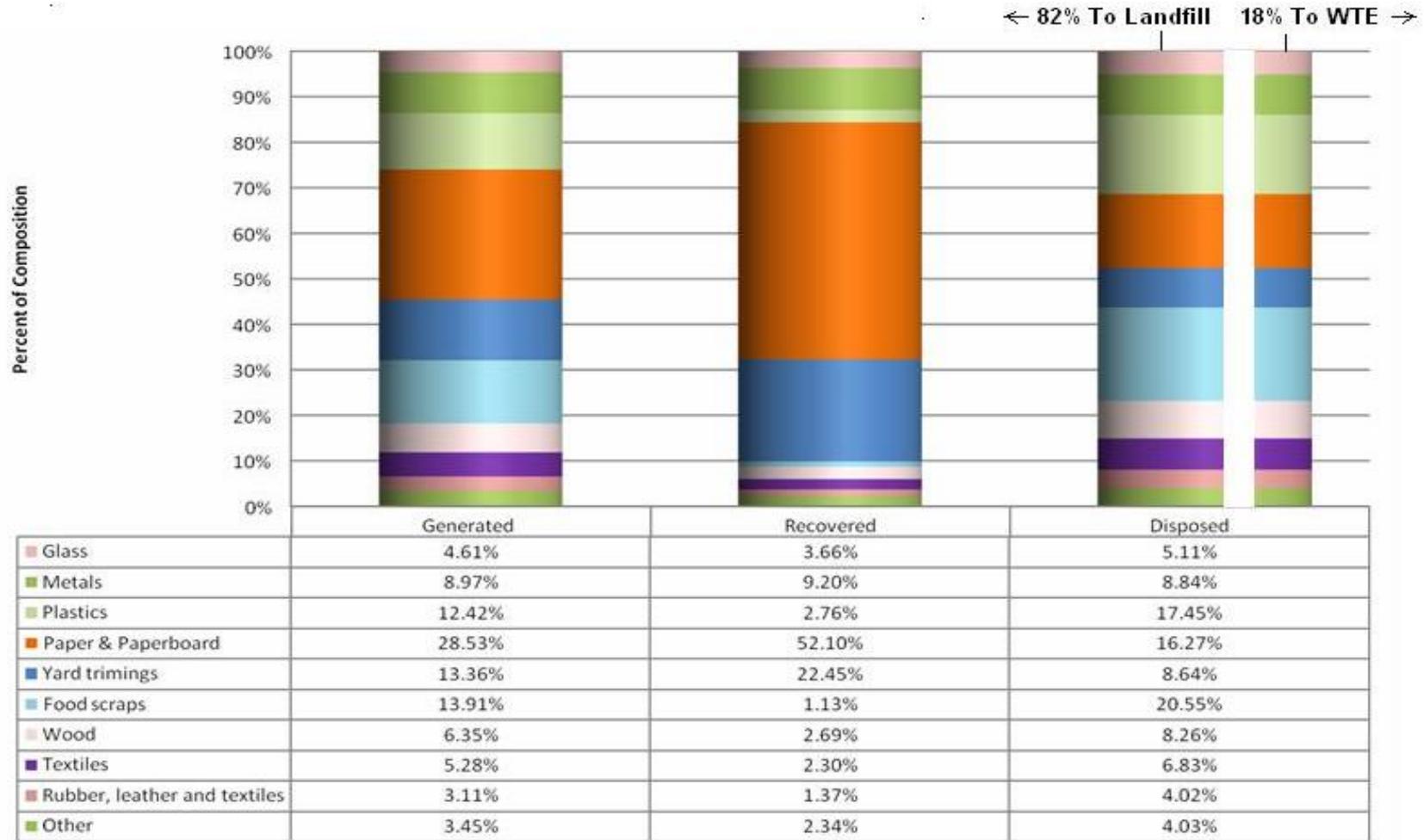
## **1.4 *PARAMETERS TO EXAMINE MUNICIPAL SOLID WASTE IN VENANGO COUNTY***

The findings of the USEPA over the past 50 years present a reliable snapshot of the average waste generation, recycling and disposal trends in the United States. It is reasonable to expect that from region to region a number of demographic variables could cause local statistics to differ somewhat from those reported by USEPA. The source of the material can also influence locally reported results. For instance, waste from strictly residential settings tends to differ slightly in composition from waste generated only by commercial establishments. These variables are identified in the national study to help program managers better interpret their data.

When an in-depth inventory of local municipal solid waste is necessary, a physical sort of the local waste stream is conducted. However, the time and cost to initiate that

process is rarely justifiable during the normal planning process. To examine the current conditions in Venango County, understanding what is common or normal in the majority of communities across the nation, provides a sufficient benchmark for evaluating local data. Comparing the USEPA information to a jurisdiction's reported data, can prompt a thorough investigation of previously held assumptions used to develop local programs. Finally, it provides insight into prevailing trends and evolving conditions that could affect future solid waste management capacity needs and the development of treatment and processing methodologies.

Figure 1-6 Comparative Composition of MSW Generated, Recovered, or Disposed in the USA 2010



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#### **1.4.1 Establishing Venango County's Generation, Recovery and Disposal Rates**

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Population is used to calculate the generation, disposal and recovery rates on a per capita basis. It is also used to estimate generation, recovery, and disposal when a per capita rate is assumed. In 2010, the population of the United States was 309.05 million persons. That year the Franklin Study estimated that 249.86 million tons of municipal solid waste as defined by the USEPA was generated in the United States. Of the municipal solid waste generated in 2010, the nation discarded 164.91 million tons. An estimated 84.95 million tons were recovered, establishing for 2010 a national recovery rate of 34%. This approximates Pennsylvania's current recycling goal of 35%. Therefore the national data is a reasonable standard to use as a measure of Venango County's reported disposal activities and its performance in attaining the state's recycling goals.

According to the results of the U.S. Census, Venango County population in 2010 was 54,984. In 2010, Pennsylvania landfills reported the disposal of 2,778 tons of municipal solid waste originating in Venango County. Another 3,837 tons were recovered according to the County's reports. Thus, based on the reported data, the estimated amount of municipal waste generated in Venango County in 2010 was 6,615 tons.

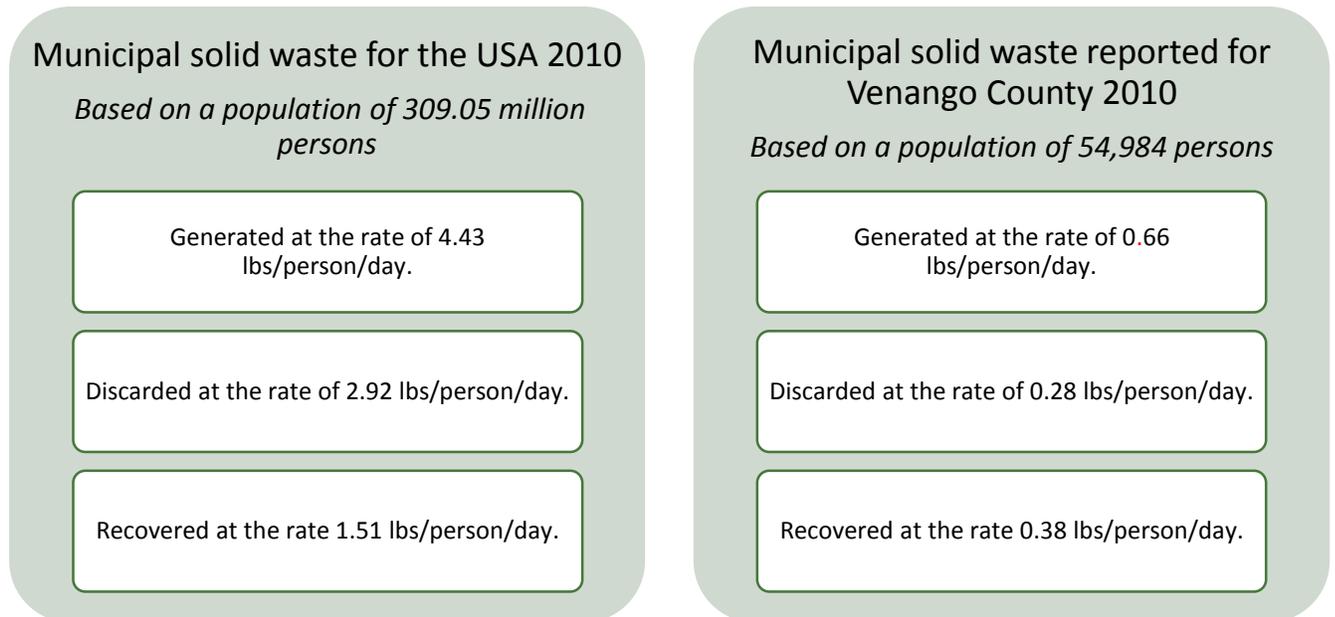
Figure 1-7 compares the national municipal waste per capita generation, disposal and recovery rates to those calculated from Venango County's reported disposal and recovery tonnages for 2010. As calculated from the reported data, Venango County's per capita generation rate is significantly lower than would be expected if Venango County were to perform the same as the national norms. To more clearly demonstrate the degree of differences between the County's reported data and more typical results for similar areas, Figure 1-8 shows the 2010 estimated waste generation, recovery, and disposal for Venango County compared to the reported data for the same year. The estimates were calculated using the national waste generation criteria, the estimated 2010 population of 54,984 persons, and assumes the same national level of performance in recovery programs.

##### **1.4.1.1 Causes and Adjustments for Discrepancies**

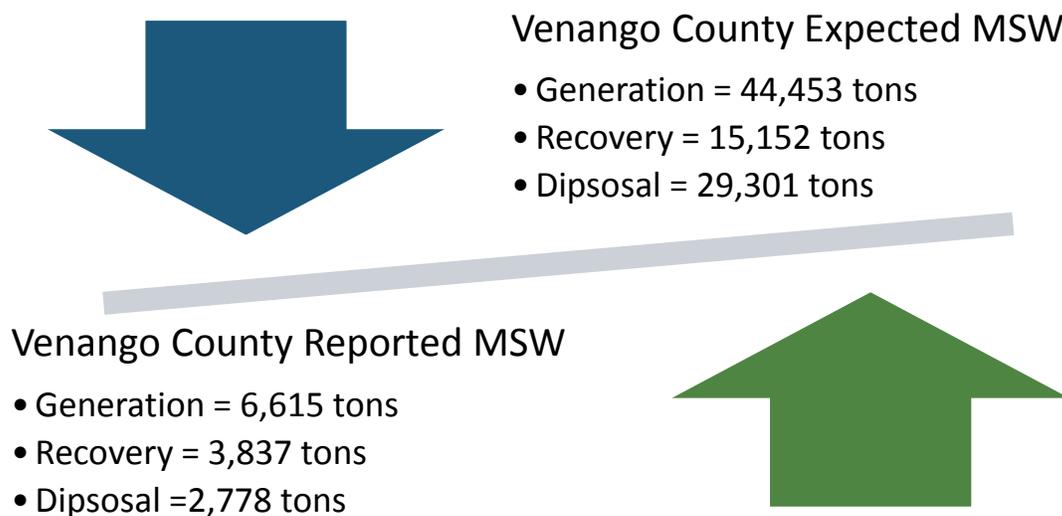
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Often, a jurisdiction may show a lower than expected disposal rate because it has a stellar recycling program. In those situations, although the disposal rate is low, the recovery rate exceeds the national norm, thus balancing out the equation. In Venango County, the reported data is extremely low in all categories. Therefore, to assure that programs adequately provide for the potential needs of the County, in the many of the exercises and analyses performed during the planning process, nationally accepted assumptions will have to override the locally reported results.

**Figure 1-7 National and Local Reported Generation, Recovery, and Disposal Per Capita Rates 2010**



**Figure 1-8 Venango County Reported and Estimated Expected Generation, Disposal, Recovery 2010**



A review of reported disposal activity for counties in the PADEP Northwest Region provides some evidence that Venango County's lower than average reported tonnage is due to misreported data or from landfills and/or processing facilities that failed to report. Table 1-5 shows reported disposal activity for six counties located in the PADEP Northwest Region of Pennsylvania. Based on population, each county's total reported municipal solid waste disposed as defined by PADEP, including the sub categories municipal, sewage sludge and construction demolition, was used to determine a daily disposal rate per person. In addition, a per capita disposal rate per day was calculated on just the sub category municipal, which is the equivalent of municipal solid waste as defined by USEPA, and is primarily generated by residential and commercial sources.

**Table 1-5 Comparative Disposal Activity In PADEP Northwest Region 2010**

Reported Landfill Disposal in Tons						
	Lawrence	Mercer *	Crawford	Venango	Clarion*	Butler*
Municipal	19,238	130,437	15,234	2,778	42,016	106,113
Sewage Sludge	298	603	4,040	1,810	1,835	8,035
Construction	298	1,091	826	1,088	184	12,054
Total	19,834	132,131	20,100	5,676	44,035	126,202
Population 2010	91,108	116,638	88,765	54,984	39,988	183,862
Total lbs/person/day	<b>1.19</b>	<b>6.21</b>	<b>1.24</b>	<b>0.52</b>	<b>6.03</b>	<b>3.76</b>
MSW only lbs/person/day	<b>1.16</b>	<b>6.13</b>	<b>0.94</b>	<b>0.28</b>	<b>5.76</b>	<b>3.16</b>

*\*Counties with Transfer Stations*

*MSW only National Average = 2.92 lbs/person/day*

*Rounding in the calculations may cause the totals in some columns to appear to be in error*

*Source: PADEP Annual Facility Reports, US Census Bureau*

Table 1-5 clearly shows disparities between the counties even where the population would suggest there should be similarities. Mercer County and Clarion County both display a higher rate than the data reported for the other counties. A constant in both of these counties is the operation of a transfer station. This strongly suggests that sources of waste are misidentified at the destination landfill or during transfer operations. Conspicuously

missing from the landfill reports is tonnage disposed at facilities located out-of-state. Primarily located in Ohio, out of state facilities are known to accept waste for disposal from all of the counties listed, but for a variety of reason have failed to report in recent years. Future recommendations should address the need for better reporting practices along with enforcement mechanisms to ensure compliance. Further investigation is warranted to determine if factors other than misreporting including illegal dumping and open burning, could contribute to the lower than average results. Enforcement methods to deter these behaviors and prosecute violators should also be considered.

To explore whether or not the irregularities shown in 2010 were isolated to a single year, Venango County's historical data was compared to the counties where transfer stations currently operate. In 2005, a smaller portion of Venango County's waste was managed through a transfer station, and more was hauled directly to a landfill in closer proximity. In addition, landfills were previously expected to pay fees to the counties as part of their disposal capacity agreements, therefore, a higher degree of accountability existed. Table 1-6 clearly demonstrates how Venango County's reported waste has eroded while at the same time the counties with transfer stations have escalated. Because Clarion and Mercer counties have declining populations, the increases are questionable.

**Table 1-6 Comparative Changes in Reported Disposal**

Historic Trends in Reported Waste Disposal					
	Venango	Clarion	Mercer		
2005	42,465	25,335	88,590		
2006	36,684	25,767	75,734		
2007	29,851	26,865	72,627		
2008	25,192	31,453	103,360		
2009	7,192	40,801	122,252		
2010	5,676	44,049	132,131		
2011	5,942	44,126	147,695		
2012	5,527	42,445	162,065		

**Source: PADEP Annual Facility Reports**

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## 1.5 CATEGORIES AND SOURCES OF MUNICIPAL SOLID WASTE

Defining a waste by who generates it or by where it was generated, rather than by its chemical or physical characteristics or environmental impact is often a more practical way for regulatory agencies to monitor and enforce proper waste management practices. Therefore, there are often items commonly found in industries and households alike that are regulated differently and require different disposal methods for each source. Even within the municipal solid waste stream different sources of generators are defined. While the overall contents of the waste stream remains the same, the proportion of the materials differs in depending on which source generated it. The ability to identify the specific sources of the municipal waste generated is of major importance in the planning process. By knowing not only the overall quantities of a material, but also the amounts generated from various sources, enables jurisdictions to target education and recovery programs where they will get the best return on their efforts. The purpose of the discussion in Chapter 1 is to clearly describe and identify each source of municipal waste in Venango County. A more in-depth analysis of each component of the municipal solid waste stream is included in Chapter 4.

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### 1.5.1 Categories of Municipal Waste Generators

According to the USEPA at least 54% of municipal waste is generated by the individuals who reside within a community. Municipal waste from these sources is categorized as “residential.” Residential sources include single-family detached homes as well as townhouses, condominiums, apartments, mobile home parks, etc.

The proportion of wastes from residential sources in primarily rural counties, like those in Venango County where less than half of the population resides in urban areas, was identified by Pennsylvania’s waste disposal characterization study. Statewide, the study reported that the ratio of municipal solid waste from residential sources was 64%. However, in Pennsylvania’s rural areas, the study found that residents generated as much as 72% of the municipal solid waste.

When municipal waste is generated by businesses, offices, government facilities, and institutions, it is categorized as “commercial.” For collection and reporting purposes, waste from community events is also included in the commercial category. Based on national trends, commercial establishments typically generate 46% of the municipal waste stream. According to Pennsylvania’s waste disposal characterization study, the statewide ratio is 36% and can be as low as 28% in rural areas.

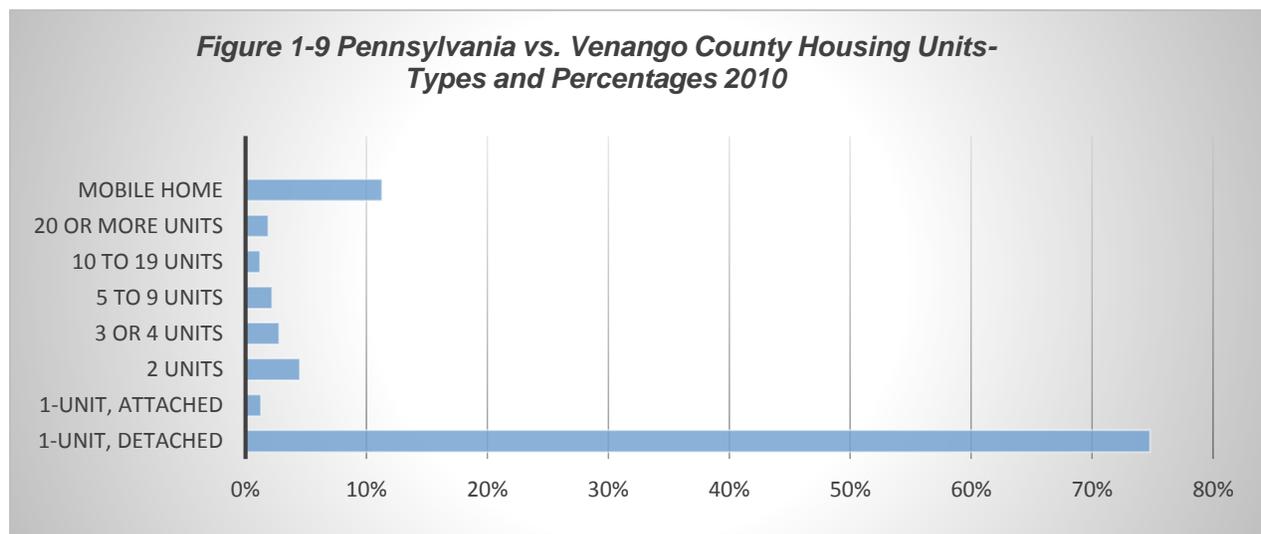
It should be noted that the proportion of commercial to residential waste is dependent on the actual demographics of a community. For instance, the more densely populated areas of Venango County, such as the cities of Franklin and Oil City, as well as Cranberry

Township, also have noticeably larger commercial sectors. Therefore, it is likely that the ratio of commercial municipal solid waste could be closer to 64% in those municipalities, while in the townships of Mineral, Allegheny, or Clinton, it could be 28%.

Some recyclable wastes such as cardboard and office paper come primarily from commercial sources. Others, like newspapers and magazines are primarily generated from residential sources. Understanding the ratio of commercial to residential sources in Venango County is useful in designing cost efficient and realistic collection programs. It also helps in identifying potential sources of recyclable materials. A detailed analyses of the types of material available for recycling in Venango County and the performance in recovering it is included in Chapter 4.

### **1.5.1.1 Residential Municipal Waste Generators**

Various types of residential housing units exist in Venango County. These are shown in Figure 1-9



By far the greatest number of residential generators of municipal waste live in single-family detached housing units. Almost 75% of the residential housing units in the County fall within this category. Similar to single family detached housing, but categorized separately, mobile homes represent over 11%. The other 14% of Venango County units include various types of multi-family dwellings.

From a municipal waste collection perspective, single family detached housing units are advantageous because they are easily accessed and therefore most commonly serviced at the curb. Affordability, is an important fact to consider as solutions to expand waste and recycling collection services within the County are explored. Where single family housing



units are densely clustered in one community, or when a greater number of units are guaranteed to participate from joint municipal programs, the result is lower costs. Because the fixed costs of providing service can be distributed among a greater number of units, homeowners experience lower service rates than if each were to negotiate for those services on their own. Private subscription, in which residents arrange for services with the hauler of their choice, is still the most dominant form of waste collection service in Venango County. Fewer

communities contract with a single service provider through a competitive bidding process. In the municipalities where private subscription is offered, local ordinances may or may not require resident participation. Even in those that that have mandates to participate, enforcement is negligible.

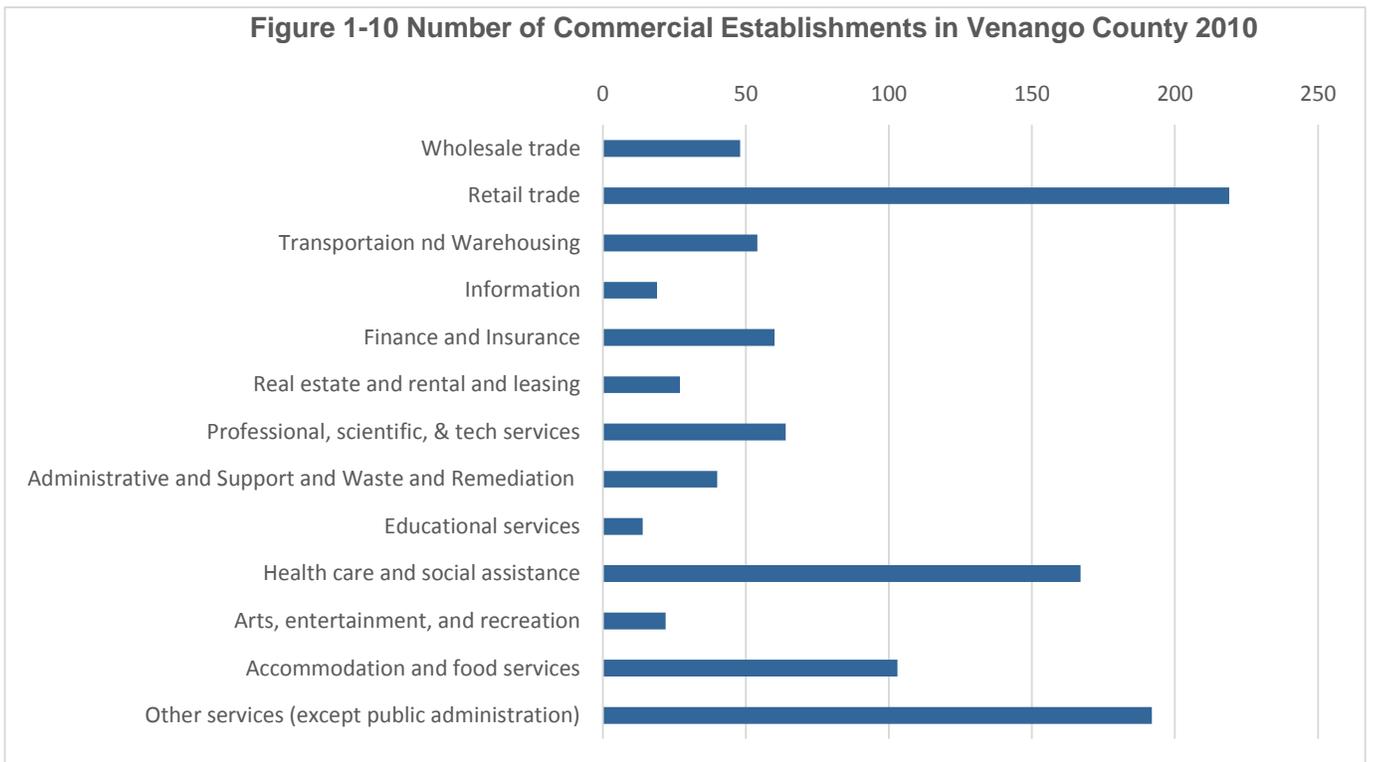
During the planning process the Solid Waste Advisory Committee voiced strong concerns over the number of residents that do not utilize a commercial waste and recycling collection service. The lack of enforcement and prosecution for illegal dumping was also one of the Committee's primary points of discussion.

Chapter 2 provides a closer look at the available municipal solid waste infrastructure, reported collection, and disposal activity for all types of municipal waste and a variety of undesirable waste management practices.



### 1.5.1.2 Venango County Commercial Municipal Waste Generators

Identifying the number and nature of commercial establishments is helpful in planning for municipal waste management. According to the US Census Bureau, approximately 1029 commercial establishments were located within Venango County in 2010. Figure 1-10 shows the types of employers that existed in 2010. The retail trade represents the largest portion of these establishments. Health care, hospitality, food, and other service oriented categories follow in the rankings. Each of these categories are sources of materials that lend themselves to recovery and, thus, where successful commercial recycling programs could be developed.



Source: US Department of Commerce, US Census Bureau, PA Data Center

Employers in the categories of agriculture, mining, manufacturing, utilities, construction, and other industrial related operations are not considered commercial waste generators under the federal or state municipal solid waste regulations. Therefore, they have been excluded here.

Overall, the commercial waste stream is relatively similar to residential municipal waste. It consists of paper, plastic, glass and metal packaging, as well as other items. However, each of these materials is distributed in decidedly different proportions than in residences. Differences also exist based on the type of business. For instance, office complexes naturally generate more computer and office paper, while bars and restaurants generate more glass and food scraps. According to the USEPA, ninety percent of the materials found in the municipal waste stream are recyclable. In Chapter 4, an examination of the materials generated by commercial sources and the potential to recover them for recycling is explored in more detail.



### ***1.5.1.3 Select Categories of Commercial Generators***

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Aside from retailers, office buildings and other service-oriented businesses there are commercial municipal solid waste generators that are mentioned specifically by category in Act 101. Following is a brief description of each.

#### ***Government Facilities***

Included in the numbers of commercial establishments are government facilities. Based on the types of government functions, these may be offices, parks and recreational venues, garages and maintenance buildings, retail outlets, and service centers. Municipal and county facilities, as well as those of the state and federal government, are included. Examples of government agencies that operate facilities located in Venango County include: the US Postal Service, the PA Liquor Control Board, the Pennsylvania Game Commission, the Veteran's Administration Offices, the Social Security Administration, the PA State Police, state and federal legislator's, the PADEP, and correctional facilities.

#### ***Educational Institutions***

There are five major public school districts operating in Venango County. Approximately 16 private elementary and/or secondary schools are located throughout the County. There also is a branch campus of a state college, a technical school and a vocational school.

#### ***Residential Care Facilities***

Included in the category of commercial generators of municipal waste sometimes referred to as institutional are skilled nursing, personal care, and assisted living facilities in the County. While these facilities produce municipal waste commonly found in most residences, they also generate materials that require special handling. Due to the nature of their operations, a portion of the municipal waste generated in these facilities falls into a special

category of regulated medical waste, previously known as infectious chemotherapeutic waste. These special handling wastes are discussed in the next section.

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### 1.5.2 Community Events in Venango County

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Municipal waste is also generated at sporting events, fairs, festivals, and other celebrations. Recovering recyclables and organic waste from these activities is becoming more common, and in some communities, like Oil City and Franklin, is mandated by Act 101.



Food scraps, cups, bottles, cans, flyers, boxes, etc. are generated in varying quantities by vendors and attendees alike. For daylong events, industry sources estimate that an average of 3 lbs. of waste per attendee per day can be expected. Smaller events and venues may have differing quantities. Likewise, the types of food served, the manner in which beverages are dispensed and the volume of promotional materials also factor into the equation.

Examples of the types of events in Venango County where municipal waste is generated and where recycling could occur include the Venango County Fair, the Annual Applefest, the Annual Oil Heritage Festival, the Cranberry Festival, as well as other smaller local community events.

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### 1.5.3 Unique Types of Municipal Waste

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Although an important part of municipal solid waste management, construction & demolition wastes are considered apart from general municipal waste for planning and management purposes. Therefore, they are not factored into the residential or commercial totals analyzed in the Plan. Industrial, mining, and manufacturing activities are also excluded from the definition of municipal solid waste and thus from the figures used in that category during the planning process. Other types of municipal waste require special handling and processing methods. These wastes are generated by select operations and include sewage sludge, and regulated medical waste.

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### 1.5.4 Solid Waste from Construction and Demolition Activities

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Construction and Demolition (C&D) waste is a perfect example of a waste stream that is defined and regulated as a sub-set category of municipal waste in Pennsylvania, but viewed differently by USEPA and in other states. Because it is generated under specific circumstances, has unique components, and is collected and managed differently than

regular residential or commercial municipal waste, it warrants individual attention in the Plan.

Construction and demolition activities can differ dramatically depending on the specific project or job site. Work may include construction, renovation, and/or demolition and any or all of a number of related activities. The mix and physical characteristics of materials in



the waste stream can vary in residential, commercial, or industrial settings, and even on a load-by-load basis. During new construction projects discards tend to include trimmings from dry wall, framing, carpet remnants, etc. Packaging materials such as cardboard boxes, Styrofoam, nylon or plastic strapping, pallets, etc. are among the other materials which are often bound for disposal from new construction activities. Demolition projects tend to generate asphalt, concrete, earth, sand, trees,

steel, brick, lumber, roofing materials, flooring, plaster, dry wall, and other similar materials. Typically, demolition loads contain larger quantities of these materials since essentially entire structures are being discarded.

Efficient builders have very little trimming waste, as they measure and purchase accordingly. Additionally, demolition contractors who implement deconstruction techniques can reduce the overall quantities of waste generated. Deconstruction is essentially reverse construction in which a building is dismantled piece by piece for the purpose of salvaging valuable materials for reuse. Any number of items can be recovered, including but not limited to windows, doors, molding, mantels, blocks, flooring, etc. These items often have resale value particularly to renovators of older or historical structures. At times it is simply a matter of practicality and resourcefulness of the contractor who can reuse the materials in other projects. Some materials can be recycled such as wood, drywall, and carpeting, among others.

Projecting C&D quantities for the long term is challenging. The amounts of C&D waste from month to month and year to year are less consistent than municipal waste as a whole. Construction and demolition projects are vulnerable to weather conditions and the economy. Either can foster or interfere with new development and construction. Two studies were recently conducted in the Northeastern United States, for the purpose of characterizing the C&D waste stream and calculating a generation rate. The first study was conducted by the Northeast Waste Management Officials' Association (NEWMOA). The Massachusetts Department of Environmental Protection commissioned the second study.



**DECONSTRUCTION IS A PROCESS OF REMOVING A BUILDING BY DISASSEMBLY IN ROUGHLY THE REVERSE ORDER IN WHICH THE BUILDING WAS CONSTRUCTED TO PRESERVE THE USEFULNESS OF THE BUILDING MATERIALS.**

**SALVAGE IS THE REMOVAL OF CERTAIN VALUABLE REUSABLE BUILDING MATERIALS BEFORE DEMOLITION.**

**REUSE IS THE INCORPORATION OF SALVAGED BUILDING MATERIALS INTO A NEW OR REMODELED BUILDING.**

*“Salvaging Yesterday’s Buildings for Tomorrow’s Sustainable Communities”*

The studies revealed a wide difference in C&D generation rates from the survey’s participating states. These ranged from 0.19 tons per person per year to 0.42 tons per person per year. When variables such as definitions of C&D and materials included were filtered, the generation rate of 0.31 tons per person per year seemed to reflect a reasonable median.

It should be noted that in both studies the “generation rate” is more narrowly defined than it might imply. Only those materials received at a transfer station, a disposal or processing facility were figured into the totals. Therefore, the “generation rate” in these studies could be called more aptly the “disposal/processing rate” because some types of construction and demolition materials for logical reasons were excluded from the total amounts.

Asphalt, brick, and concrete (ABC) wastes generated from road and bridge projects were not included in their generation rate calculations. These wastes are disproportionately heavier than many of the other C&D components. In addition, much of the material from road and bridge projects is used as clean fill on site. Trees and rocks from land clearing and grubbing were also excluded. In addition, loads from residential accounts, which contained a mixture of regular household municipal waste, and also materials from renovation and remodeling projects, were not factored into the total generation rate either.

Both studies estimate that approximately 70% of the total construction and demolition waste generated arrives at a landfill, with approximately 55% of the total waste disposed and the other 15% put to beneficial use as alternative daily cover for the landfill. The remaining 25% of the construction and demolition waste generated is either recycled (12%) or combusted for energy recovery (13%).

#### 1.5.4.1 Local Trends

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Determining an accurate construction and demolition waste generation rate is difficult. As discussed previously, due to prevailing economic conditions, minimal new construction has occurred in Venango County over the past several years. Some demolition projects have been initiated by the County and local governments, as well as at former industrial sites. In 2010, according to the annual facility reports of Pennsylvania landfills, Venango County disposed 1088 tons of construction and demolition waste in Pennsylvania landfills. No data was available for construction and demolition waste that might have been disposed in out-of-state facilities. This represents approximately 32% of all types of Venango County municipal waste reportedly disposed in Pennsylvania facilities.

According to the Pennsylvania Department of Environmental Protection, 17.5% of the material disposed in Pennsylvania landfills can be categorized as construction and demolition waste. Clearly, Venango County exceeds the average based on the reported data. However, the reported quantities of Venango County municipal waste demonstrate significant discrepancies from what would be expected. Unlike Venango County residential and commercial municipal waste, which is more often handled through a transfer station,

C&D waste is hauled directly to a disposal facility.

Therefore, the source of the construction and demolition waste is more frequently identified accurately by the hauler and the landfill scale operator.



Another measure to gage the amount of construction and demolition waste generated in Venango County is to calculate the amount expected if the County performed similarly to the NEWMOA and Massachusetts studies. Using the median generation

rate of 0.31 tons per person per year derived from the two studies, Venango County would be expected to generate approximately 17,045 tons of construction and demolition waste per year.

Using these criteria, the County would appear to fall short of the tons that would be expected to be disposed and to be processed. There are legitimate reasons for at least a portion of the discrepancy. An obvious factor is the local state of the economy, which has inhibited new construction and, thus, reduced the amount of construction and demolition waste that might normally be generated.

The cost of disposal is a major factor. Venango County is within an hour's drive to the Ohio border. Disposal fees for construction and demolition waste are much lower in Ohio.

Transporters may be willing to drive the added distance when warranted by the savings. Ohio facilities do not fall under the Pennsylvania regulations which require documenting and reporting of the types and sources of waste received for disposal. Therefore, identifying the amount of waste from a specific out-of-state county is not a priority for Ohio facilities.

Cost also plays a role in the mismanagement of C&D waste. Much of C&D waste is handled by construction/demolition contractors, or homeowners and businesses that generate the waste. Whether due to lack of awareness, weak regulations, and/or enforcement, the material does not always make its way to a proper disposal facility. Some of the material is burned on construction sites and is never accounted. Surveys of illegal dumping sites in the County and Pennsylvania revealed an alarming amount of C&D waste.

Finally, Pennsylvania regulations allow for the brick and concrete and other masonry materials to be utilized as clean fill, similar to the manner in which state highway projects manage this material. Contractors also reuse doors, windows, hardware, etc. in other project applications.

There are reasons to improve the tracking and monitoring of these materials. Such data would prove useful in the development of a C&D recycling program in Venango County. It could also serve as a form of deterrent against illegal dumping. Consideration of these potential solutions was part of the revision planning process. Further discussion on this issue is provided in Chapter 4.

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### **1.5.5 Special Handling Municipal Waste Streams and Sources**

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While municipal waste in general consists of commonplace items found in our homes and businesses, there are select types of municipal waste that require specialized handling and treatment. These wastes may have properties or characteristics, which may not be appropriate to transport in a conventional collection vehicle or to be disposed in a municipal waste landfill without additional processing. The composition or amounts may also present risks to the workers providing traditional collection practices. Therefore, these categories of municipal solid waste are controlled and regulated differently.

#### **1.5.5.1 Septage and Sewage**

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Wastewater generated in our homes and businesses is known as sewage or septage depending upon how it is managed. Sewage typically flows through a network of pipelines to wastewater treatment plants (WWTP). These facilities and the infrastructure which connects the source of the wastewater to the treatment plant can be costly to construct. Therefore, facilities are typically built to service households in more densely populated municipalities to reduce the cost per mile of the extensive network of pipelines. Where the cost of connecting wastewater pipelines is prohibitive, on-lot treatment systems must be

installed by private homeowners. This wastewater is referred to as septage. Septic systems must be periodically pumped by special service companies. The septage is either land applied or transported to a WWTP for treatment. Multi-family dwellings, such as mobile home parks and residential care facilities, as well as industrial operations may operate private pre-treatment systems, with the sewage being transported for final treatment. Wastewater that is treated at Venango County WWTP's is dewatered sufficiently to become sewage sludge, which is typically disposed in landfills. In 2010, Pennsylvania landfills reported disposal of approximately 1810 tons of Venango County sewage sludge were disposed in 2010. No reporting of septage is required. Therefore, the quantities are unknown. However, the companies that transport septage within Venango County are regulated and monitored by PADEP. Thus, it is assumed that these materials are managed adequately. These transporters along with the landfills that manage Venango County sewage sludge are addressed in Chapter 2.

Seven wastewater treatment plants (WWTP) service the needs of Venango County communities. The facilities were constructed initially to service the needs of the municipality that is the owner and operator. However, some of the facilities currently have a broader service area that includes portions of surrounding communities and, in some cases, septage transporters. Table 1-7 lists the wastewater treatment plants in Venango County and the municipalities which are serviced by each.

<b>Table 1-7 Venango County Wastewater Treatment Facilities</b>	
<b>Municipal Wastewater Treatment Agencies</b>	<b>Service Area</b>
<b>Emlenton Area Municipal Authority</b>	Emlenton Richland Township
<b>City of Franklin Wastewater Treatment Plant</b>	City of Franklin Sugar creek Borough Septage Transporters
<b>City of Oil City Wastewater Treatment Plant</b>	Oil City Cranberry Township Cornplanter Township
<b>Pleasantville Borough</b>	Pleasantville Borough
<b>Frenchcreek Township Wastewater Treatment Plant</b>	Frenchcreek Township Polk Borough
<b>Rouseville Borough</b>	Rouseville Borough

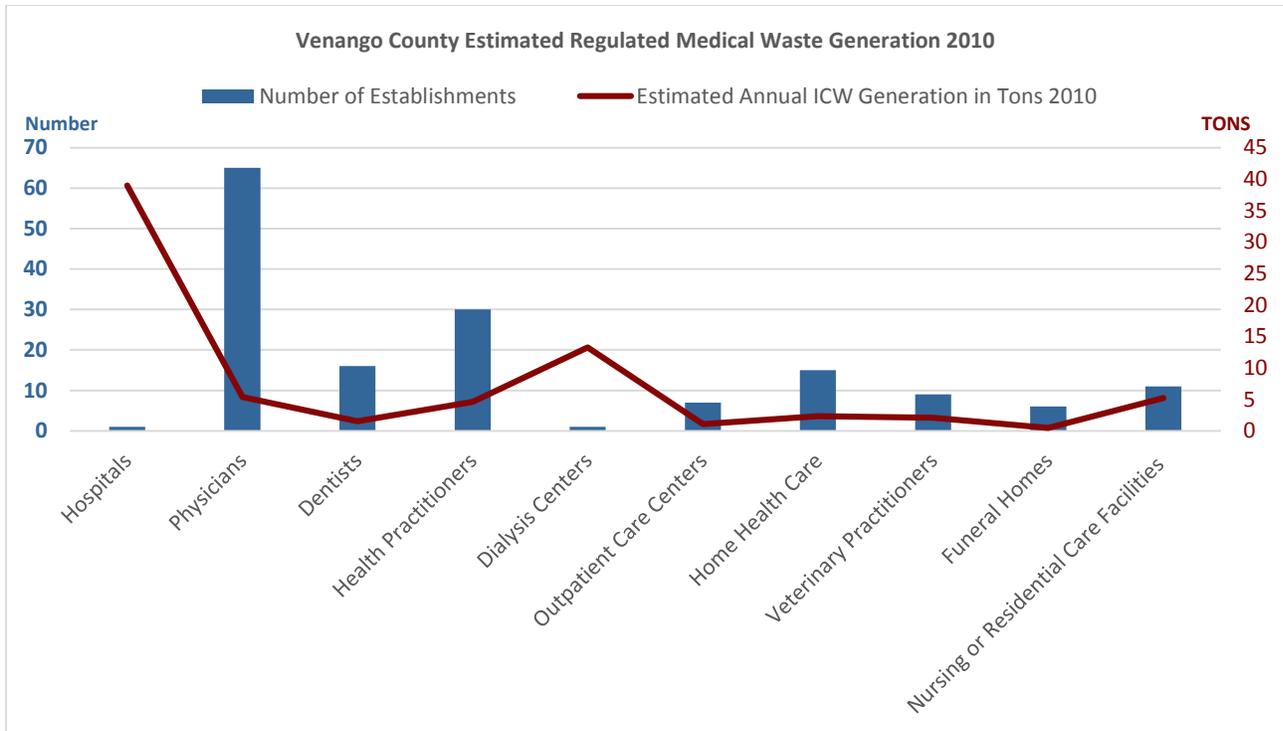
### **1.5.5.2 Regulated Medical Waste**

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Hospitals and resident care facilities generate significant quantities of municipal waste. One of the most basic functions of these institutions is to temporarily house and feed people in their care. Therefore, much of the waste which is generated resembles that found in the hospitality industry. Obviously, hospitals and other health care facilities offer more complex services than food and board. These medical procedures produce waste, which is required by federal and state regulations to be treated and handled separately from other materials. This waste is identified in Pennsylvania “regulated medical waste,” which is a direct result of medical procedures, treatments and other activities. Regulated medical waste generated in Venango County is typically transported to commercial treatment facilities.

Figure 1-11 shows the types and numbers of health care related facilities located in Venango County. It also illustrates the estimated tons of regulated medical waste which each type of facility generated in 2010. The amount of waste, which is shown in Figure 1-11, was calculated using the expected rate of generation by type of facility or medical practice, documented in the 1990 *Pennsylvania Infectious and Chemotherapeutic Waste Plan*. The estimates show a total of 75 tons of medical waste. As shown on the chart, hospitals generate the bulk of the regulated medical waste, with dialysis treatment ranking second.

**Figure 1-11 Estimated Tons Venango County Regulated Medical Waste Generation 2010**



Source: US Census Bureau and Pennsylvania Infectious and Chemotherapeutic Waste Plan

## 1.6 SUMMARY

During the planning process, the Solid Waste Advisory Committee reviewed how municipal waste is generated, who generates it, and the resulting quantities from various sources. The Committee determined that assuring proper municipal solid waste management is an important and ongoing responsibility of local governments, with a priority of stricter enforcement of solid waste related ordinances. The Committee voiced strongly that failure to manage municipal waste properly not only harms the environment, but also jeopardizes public health, safety and the overall quality of life in Venango County. By overwhelming consensus, the Committee members were proponents of universal mechanisms to ensure that all residents and businesses had access to and utilized waste and recycling collection services. The Committee also determined that many components of the waste stream provide opportunities to capture and conserve natural resources. Recommendations and solutions resulting from the Committee's discussion, and the findings of the planning process are provided in detail in Chapter 5.

# Chapter Two

## 2 TRANSPORTATION AND DISPOSAL INFRASTRUCTURE

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A broad infrastructure of transporters and disposal/processing facilities is necessary to meet the municipal waste management needs of Venango County. Some waste industry operations offer a variety of integrated collection and processing services. However, there are many others that focus solely on specialized management methods or targeted components of municipal waste. The purpose of a municipal solid waste management plan is to ensure that sufficient services are available for the collection, transportation, and disposition of all of the various municipal waste streams. Understanding the status of the existing system is an important step in determining future needs.

The Venango County Municipal Solid Waste Management Plan examines how residents and business owners in the County actually store, collect, and ultimately manage discarded materials. Service providers for collection, processing, and disposal of all types of municipal solid waste are identified. The reported quantities of waste are reviewed and analyzed to determine trends and anomalies. Strengths and weaknesses of the current system are identified. The overall effectiveness of County and municipal policies are evaluated. This chapter provides the findings of those exercises, offers commentary, and points to areas where improvements could be implemented.



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### 2.1 COLLECTING AND TRANSPORTING MUNICIPAL WASTE

The collection and transportation network for municipal waste is well developed in Venango County. Private sector services ranging from curbside collection to commercial dumpster

service and roll-off containers for large volumes are readily available to residents and businesses throughout the County. Some transporters also provide dump trucks and /or trailers for construction demolition and remediation projects. Specialty services are also available for materials that are difficult or potentially dangerous to handle. Municipalities periodically haul waste from clean-ups or seasonal collections of yard waste.

Utilization of the available services by residents and businesses overwhelmingly occurs on a voluntary basis. Typically, transporters contract directly with commercial and institutional establishments. In Franklin and Oil City, municipalities secure these services for their residents through a competitive bidding process. The remaining communities allow residents to arrange for collection with the service provider of their choice. Generally, no formal mechanisms exist that require residents in those communities to actually arrange for these services. Even where there are some type of solid waste or related ordinances in place, residents are rarely held accountable through enforcement actions.

The prevailing circumstances create a situation where, by either personal choice or economic circumstances, many residents have no service provider. Occasionally, this decision is justified by individual efforts of conservation and use of environmentally friendly alternatives. However, most often, the absence of collection service signals the presence of undesirable disposal methods and environmental pollution.

Studies and surveys conducted by the County and outside organizations suggest that those who do not utilize collection services find other undesirable outlets for their waste. This is supported by the ongoing need for municipalities to remove trash and debris from local roadways and public properties. The extent to which municipal waste goes uncollected or is disposed illegally is an issue that must be examined and considered in policies resulting from the planning process. The Solid Waste Advisory Committee targeted the need to universally require residential waste collection services throughout the County as one of the most important issues.

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### **2.1.1 Statewide Transporter Regulation and Authorization**

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It is commonly thought that those who are frequently seen collecting trash from residential curbsides or from commercial dumpsters are the sole transporters of municipal waste. However, there are far greater numbers of those who transport municipal waste for varieties of reasons and circumstances. The Waste Safety Transportation Program, Act 90 of 2002, was enacted to monitor and regulate these activities. Owners of waste transportation vehicles that transport municipal or residual waste to a processing or disposal facility in the Commonwealth are required to obtain written authorization from PADEP. Municipal or residual waste processing or disposal facilities are prohibited from accepting waste from vehicles that do not have a valid authorization sticker.

### 2.1.1.1 Exemptions

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The Act does allow certain processing and/or disposal facilities to accept material from transporters without the Act 90 Authorization. These include:

- Facilities where municipal or residual waste is being land applied through agricultural utilization or land reclamation.
- Facilities that operate under a permit-by-rule.
- Facilities that are not required to obtain a permit under §271.101 (relating to permit requirement).
- Cement kilns burning waste tires as fuel.
- Facilities that process electronic waste and components by sorting, disassembling, or mechanical processing for beneficial use.
- Composting facilities.
- Facilities that process municipal or residual waste for beneficial use under an individual or general permit.

Transporters that collect waste in Pennsylvania but utilize an out of state disposal facility are also exempt, as are those with a registered gross vehicle weight less than 17,000 lbs., and trailers with a registered gross vehicle weight less than 10,000 lbs.

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### 2.1.2 Venango County Transporter Network

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A number of companies are authorized by the Waste Safety Transportation Program to provide waste collection and transportation services in Venango County. There are others who advertise waste related collection services who do not have an active authorization. The majority of the transporters are located in Venango County and do not provide traditional residential curbside and commercial dumpster collection services. The bulk of these companies offer roll-off or dump truck service, primarily for construction and demolition waste. A few small independently owned and operated businesses haul junk and other goods resulting from household clean-outs of basements, attics, garages, etc.



These haulers have been included because household goods are often disposed after they are collected, rather than salvaged. In addition, some of these small haulers have been known to conduct regular residential waste collection.

Three companies with Act 90 authorizations that provide traditional residential curbside and commercial dumpster collection services in the County are from other areas. Each of those from outside of the County are part of organizations with vertically integrated services. In other words, they own and operate collection, disposal, and recycling divisions.

Table 2-1 lists the waste transporters known to operate within Venango County. The list was compiled from the current PADEP Waste Transportation and Safety Program database, as well as local and online business directories. Transporters with currently active Act 90 Authorization are shown with an identification number.

<b>Table 2-1 Waste Transporters Operating in Venango County</b>					
<b>Transporter</b>	<b>Authorization ID</b>	<b>Street Address</b>	<b>City</b>	<b>State</b>	<b>Zip Code</b>
<b>Bert Klapac, Inc.</b>	WH7250	673 N Seneca St	Oil City	PA	16301
<b>Bird Hauling, Inc.</b>	WH12445	631 N. Seneca Street	Oil City	PA	16301
<b>Brandt's Hauling</b>		3452 Pennsylvania	Seneca	PA	16346
<b>Braun's Refuse</b>	WH12104	369 E Bissell Ave	Oil City	PA	16301
<b>Constable Refuse Service</b>	WH0194	3843 U.S. 322	Franklin	PA	16323
<b>D &amp; M Energy LLC</b>	WH14356	215 Petroleum Street	Oil City	PA	16301
<b>Deeter Equipment Leasing, Inc.</b>	WH13924	255 Creek Road	Cooperstown	PA	16317
<b>Devonian Resources, Inc.</b>	WH11893	15566 Tionesta Rd	Pleasantville	PA	16341
<b>Eagle Line Corporation</b>	WH15308	Shamburg Street	Pleasantville	PA	16341
<b>Foremost Transportation Service</b>	WH15194	1643 Allegheny Blvd	Reno	PA	16343
<b>G. L. Adams Spike Excavating, Inc.</b>	WH4426	140 Adams Rd	Polk	PA	16342
<b>Glenn Weaver &amp; Son</b>	WH12413	823 Congress Hill Rd,	Franklin	PA	16323
<b>Harry's Refuse Disposal</b>		115 Nesbit S.	Franklin	PA	16323
<b>Hovis Truck Service And Sales,</b>	WH13717	6010 Emlenton Clintonville Rd	Emlenton	PA	16373
<b>J &amp; N Fox Vac Trucking Service</b>	WH8005	21830 Neiltown Rd	Pleasantville	PA	16341
<b>Klapac Trucking Company</b>	WH2356	1643 Allegheny Blvd	Reno	PA	16343
<b>Landscaping Connections, LLC</b>	WH13697	1322 15th St,	Franklin	PA	16323
<b>Michael Heffernan Hauling</b>		12 Madison St	Franklin	PA	16323
<b>Pa Dot District 1 4</b>	WH4215	255 Elm St.,	Oil City	PA	16301
<b>R. K. Virgile Trucking</b>	WH4491	3 Union St	Oil City	PA	16301
<b>Strain's Refuse Service</b>		513 Grant St.	Franklin	PA	16323
<b>Base of Operation Located in Other Counties</b>					
<b>Advanced Disposal</b>	WH0397	Route 219	Brockway	PA	15824
<b>Tri-County Industries, Inc.</b>	WH0618	159 TCI Park Dr.	Grove City	PA	16056
<b>Waste Management Butler Hauling</b>	WH1436	1436 W Sunbury Rd	West Sunbury	PA	16061

Discards from household clean-outs and construction and demolition waste represent the types of materials commonly found to be disposed illegally. Some transporters were identified, who do not have Act 90 Authorizations and are known to handle these types of waste in Venango County. These businesses openly advertise and thus their waste

handling operations are very visible. Any number of others, including home remodelers, roofing companies and general contractors, continue to generate and transport significant volumes of similar materials, yet, their activities are not as transparent. Local policies to deter the mismanagement of household clean-outs and construction and demolition materials must be considered in the planning process.

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### 2.1.3 Requirements for Transporters of Special Handling Waste

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The Waste Safety Transportation Program does not regulate those who manage special handling wastes, such as septage and regulated medical waste. These transporters operate under separate requirements and conditions.

#### 2.1.3.1 Septage Transporters

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In Pennsylvania, transporters of residential septage must register with the PADEP. Information for each load of septage that is collected and transported is recorded by each transporter. Although there are no requirements for the report to be submitted to the state agency, the information must be made available upon request to PADEP inspectors. Haulers register with PADEP based on the location of their business, not on their service area. It is common for transporters to cross county lines to provide such services. Therefore, in spite of the PADEP registration, many counties also require septage transporters to register with the county and report on the activities conducted within their borders. Venango County does not currently require special reports from septage haulers.

Table 2-2 lists the known septage transporters who are located in Venango County.

**Table 2-2 Septage Transporters Located in Venango County**

<b>Company</b>	<b>Address</b>
<b>Heffern Septic Tank Service</b>	668 Buttermilk Hill Road Franklin, PA 16323
<b>Kaiser's Septic Tank Cleaning</b>	1278 Elk St, Franklin, PA 16323
<b>Landscaping Connections</b>	1321 15 <sup>th</sup> S, Franklin, PA 16323
<b>Machokas Trucking</b>	RD# 2 Box 327F Oil City, PA 16301
<b>W A Martz Excavating</b>	1512 Cranberry Rockland Rd Kennerdell, PA 16374
<b>Weaver Septic Cleaning</b>	224 Valley Church Rd Emlenton, PA 16373
<b>Zacherl Septic Service</b>	RD#1, Box 142 Venus, PA 16364

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### 2.1.3.2 Regulated Medical Waste Transporters

Transporters of regulated medical waste (formerly called infectious chemotherapeutic waste) also fall within the ranks of those requiring a license in Pennsylvania. A stipulation of the license is that each transporter must report the origin and ultimate destination of the waste to PADEP. Venango County has no additional reporting requirements for medical waste transporters.

Table 2-3 lists the regulated medical waste transporters known to service the Venango County area.

**Table 2-3 Regulated Medical Waste Transporters Operating in Venango County**

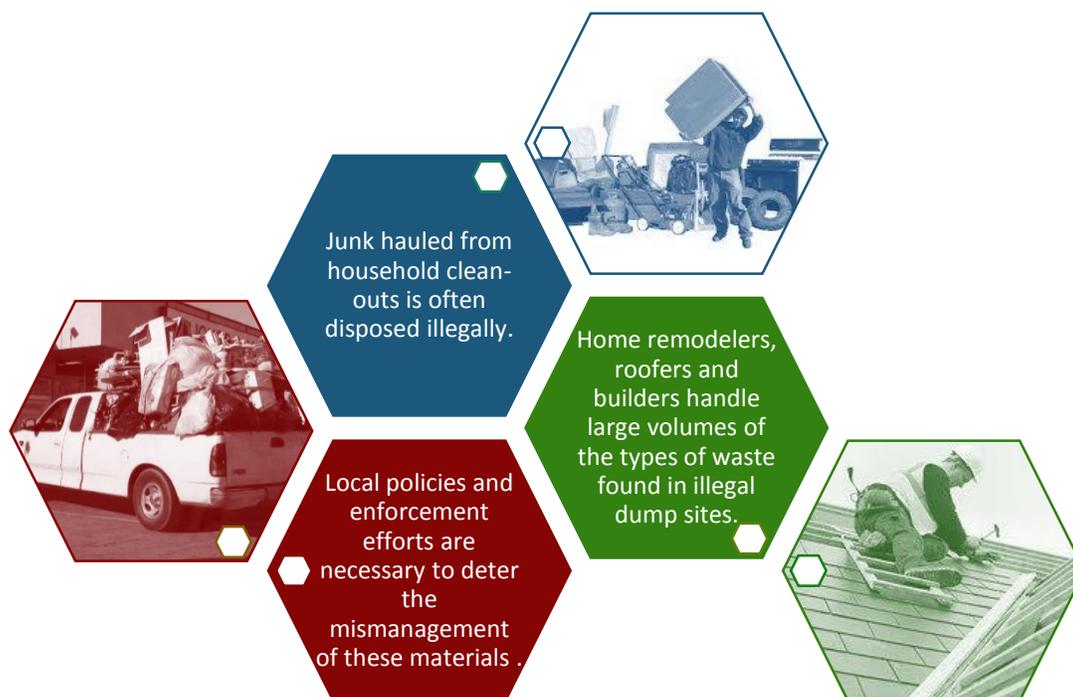
Company	Address
Genesis Environmental Ltd	380 Locust Street McKeesport, PA 15132
Stericycle, Inc.	100 35th Street Pittsburgh, PA 15201
Veolia Environmental Services	6330 Route 219 Brockway, PA 15824

### 2.1.4 County Control and Standards for Municipal Waste Transporters

Since 1992, transporters of all types of municipal solid waste were required to obtain a County issued license to collect and transport waste from and through Venango County. The primary purpose of Venango County Ordinance No. 92-1 of 1992 was to enforce the flow control provisions of the Venango County Municipal Solid Waste Management Plan. Licensed haulers were directed to use one or more of the landfills under contractual agreement to reserve disposal capacity for the County. Minimum standards for vehicles and collection equipment and measures to fulfill the Act 101 reporting requirements were also included in the ordinance and incorporated into the licensing program. In 2005, the Pennsylvania Supreme Court ruled that the provisions of the Waste Safety Transportation Program, superseded all licensing programs established by local county and municipal ordinances. Therefore, all references to transporter-licensing in the Venango County Municipal Waste Management Ordinance No. 92-1 of 1992 are considered invalid.

Ordinance 92-1 of 1992 does have a severability clause which allows those portions of the Ordinance not affected by the court ruling to stand. However, the licensing language is also included in the ordinance and incorporated into the licensing program. In 2005, the Pennsylvania Supreme Court ruled that the provisions of the Waste Safety Transportation Program, superseded all licensing programs established by local county and municipal ordinances. Therefore, all references to transporter-licensing in the Venango County Municipal Waste Management Ordinance No. 92-1 of 1992 are considered invalid.

Ordinance 92-1 of 1992 does have a severability clause which allows those portions of the Ordinance not affected by the court ruling to stand. However, the licensing language is so pervasive that it would be difficult to enforce most of the requirements. Repeal of or considerably amending the existing Ordinance was reviewed during the planning process. The resulting changes are presented in Chapter Nine.



## 2.2 DISPOSAL AND PROCESSING FACILITIES

Landfills remain the predominant method of management for municipal solid waste in Western Pennsylvania, Eastern Ohio, and West Virginia. The geography and rural nature of the region provided large tracts of affordable land suitable for the development of land disposal facilities. Additionally, a once strong industrial manufacturing presence, which generated large volumes of waste, created a demand for disposal outlets in close proximity to their operations. Venango County relies on the disposal services of the region's landfills, but none are located in the County. Distance factors into the cost and efficiency of transporting waste for disposal. Therefore, when remote disposal facilities are used, by using a transfer station transporters often compensate for the distance. Transfer stations accommodate small collection vehicles that cannot cost effectively deliver long distance loads. Instead, at the transfer station, these small loads can be consolidated into larger trailers and delivered to remote facilities at a lower cost. Thus, cost effective access to a greater number of potential disposal sites is possible.

In the 2004 Tri County Municipal Solid Waste Management Plan, the County entered into disposal capacity agreements with four landfills, which were subsequently designated to

receive municipal waste from local transporters. Table 2-4 lists the designated disposal facilities, their locations, the daily amount of waste each can accept and their operating permit numbers. These agreements are nearing expiration beginning in 2013.

**Table 2-4 Venango County Designated Disposal Facilities for 2004-2014**

Landfill	Permit	Volume Daily Average/ Maximum Tons	Municipality / County	Address	Owner/Operator
County Environmental	CLOSED	NA NA	Leeper/ Clarion	334 Walley Run Drive Leeper, PA 16233	County Environmental
Greentree Landfill	101397	5500 6000	Fox Township/ Elk	635 Toby Road Kersey, PA 15846	Advanced Disposal
Northwest Sanitary Landfill	100585	2500 2500	Clay Township/ Butler	1436 West Sunbury Road West Sunbury, PA 16061	Waste Management
Seneca Landfill, Inc.	100403	3000 3000	Jackson/Lancaster/ Butler	421 Hartmann Road Evans City, PA 16033	Vogel Inc.

The nearest of those disposal sites, Northwest Sanitary Landfill, is within an approximate 25 mile radius or an equivalent 30 minute one way drive time from the City of Franklin. Another facility within the same distance, County Environmental Landfill, has since closed. The two remaining sites, Seneca Landfill and Greentree Landfill, are located within a one hour and a two hour drive time respectively. Therefore, transfer stations are an important part of municipal waste management in Venango County. Table 2-5 lists the transfer stations known to have accepted Venango County municipal waste in 2010.

**Table 2-5 Transfer Stations Receiving Venango County Municipal Waste 2010**

Transfer Station	Municipality / County	Address	Owner/Operator
<b>Clarion County Transfer Station</b>	<b>Paint/Clarion</b>	<b>18380 Paint Blvd Shippenville 16254</b>	<b>Advanced Disposal</b>
<b>Tri-County Industries Transfer Station</b>	<b>Pine/Mercer</b>	<b>156 Landfill Road Grove City, PA 16214</b>	<b>Vogel Holdings</b>



Figure 2-1 shows the landfills, which were designated to receive municipal solid waste generated in Venango County in the 2004 Tri County Municipal Solid Waste Management Plan. It also includes the transfer stations that receive Venango County municipal waste and shows to which specific facility each transports the waste. The circular highlighted area of the map shows a 25 mile radius from the City of Franklin, approximately a 30 minute one way drive. The jagged outline is a one hour one way drive time from the City of Franklin.

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### **2.2.1 Disposal Destinations**

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Based on annual reports submitted to the Pennsylvania Department of Environmental Protection from 2008 thru 2012, six different landfills indicated that disposal of some type of municipal waste, which was generated in Venango County, occurred at their facility. Three other facilities reported quantities of Venango County residual waste, construction demolition waste, and/or asbestos containing waste. During that period, each of the four landfills designated in the Plan received some portion of the County's municipal waste. Quantities vary from site to site. Table 2-6 shows the landfills which included Venango County municipal waste among the sources of tons disposed at the sites according to the facility reports.

To comply with Act 101, Pennsylvania landfills are not permitted to accept municipal waste originating from counties with flow control provisions in their solid waste management plans, unless the facility is one of the designated disposal sites. It is probable that a reporting error occurred, which misidentified Venango County waste received at the two landfills that are not designated in the Plan. One of the sites only reported 6 tons in one year over the five year period. The other is such a considerable distance away that disposal at the site seems unlikely, since the local transfer stations direct waste to their own facilities.

Following is a brief description of each of the Pennsylvania facilities where varying types and amounts of Venango County generated waste were disposed from 2008 thru 2012. The narratives describe the landfills that are either designated in the 2004 Tri County Municipal Solid Waste Management Plan for Venango County and/or reported the disposal of waste originating from Venango County from 2008 thru 2012. It also provides a snapshot of historical trends. Finally, it illustrates how some of the special handling waste streams and/or residual wastes factor into the overall operation and capacity of the facilities.

#### **2.2.1.1 Lakeview Landfill**

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Lakeview Landfill is located in Summit Township, Erie County. The facility is owned and operated by Waste Management. From 2008 to 2012, Lakeview is not one of the facilities that guaranteed capacity to Venango County and consequently is not a designated disposal facility for Venango County in the 2004 Tri County Municipal Solid Waste Management Plan.

Table 2-6 Pennsylvania Facilities Reporting Disposal of Venango County Waste 2008 thru 2012

2008 Reported Disposal Destinations

Disposal Facility Receiving Waste	Municipal (MSW)	% Total Municipal	Residual	% Total Residual	Sewage Sludge (MSW)	% Total Sewage Sludge	Construction Demolition (MSW)	% Total C&D	Asbestos	% Total Asbestos	Total MSW All Categories	% Total MSW All Categories	Total Venango County Waste	% Total Venango County Waste
Lake View Landfill	6.	0.04%	15.	0.17%	0	0.00%	0	0.00%	0	0.00%	6	0.04%	21.	0.08%
Seneca Landfill Inc	6903.	47.82%	3125.	35.16%	0	0.00%	33.	3.47%	0	0.00%	6936	40.35%	10061.	38.44%
Northwest Sanitary Landfill	2643.	18.31%	3249.	36.55%	1400.	77.83%	463.	48.20%	0	0.00%	4506	26.21%	7755.	29.63%
Wayne Township Landfill	0	0.00%	0	0.00%	0	0.00%	189.	19.73%	0	0.00%	189	1.10%	189.	0.72%
County Environmental	4836	33.50%	812.	9.13%	57.	3.14%	270.	28.15%	0	0.00%	5163	30.03%	5974.	22.82%
Greentree Landfill Llc.	45.	0.31%	1688.	18.99%	342.	19.03%	4.	0.43%	93.	100.00%	391.	2.28%	2173.	8.30%
<b>Waste Totals:</b>	<b>14434.</b>		<b>8888.</b>		<b>1799.</b>		<b>960.</b>		<b>93.</b>		<b>17192.</b>		<b>26174.</b>	

2009 Reported Disposal Destinations

Disposal Facility Receiving Waste	Municipal (MSW)	% Total Municipal	Residual	% Total Residual	Sewage Sludge (MSW)	% Total Sewage Sludge	Construction Demolition (MSW)	% Total C&D	Asbestos	% Total Asbestos	Total MSW All Categories	% Total MSW All Categories	Total Venango County Waste	% Total Venango County Waste
Lake View Landfill	0	0.00%	6.	0.07%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	6.	0.04%
Seneca Landfill Inc	386.	12.88%	3142.	41.49%	2138.	56.64%	97	22.93%	0	0.00%	2621	36.44%	5763.	38.42%
Northwest Sanitary Landfill	2588	86.44%	2622	34.63%	5.	0.12%	326.	77.02%	0	0.00%	2919	40.58%	5541.	36.94%
Wayne Township Landfill	0	0.00%	0	0.00%	0	0.00%	0	0.00%	3.	1.31%	0.	0.00%	3.	0.02%
Greentree Landfill Llc.	21.	0.68%	1803	23.81%	1632.	43.23%	0	0.00%	233.	98.56%	1653.	22.98%	3688.	24.59%
<b>Waste Totals:</b>	<b>2994</b>		<b>7572.</b>		<b>3775.</b>		<b>423.</b>		<b>236.</b>		<b>7192.</b>		<b>15000</b>	

2010 Reported Disposal Destinations

Disposal Facility Receiving Waste	Municipal (MSW)	% Total Municipal	Residual	% Total Residual	Sewage Sludge (MSW)	% Total Sewage Sludge	Construction Demolition (MSW)	% Total C&D	Asbestos	% Total Asbestos	Total MSW All Categories	% Total MSW All Categories	Total Venango County Waste	% Total Venango County Waste
Lake View Landfill	0	0.00%	43	0.52%	0.0	0.00%	0	0%	0	0%	0	0%	43	0.31%
Seneca Landfill Inc	155.4	5.59%	2189.8	26.93%	154.1	8.51%	112	10%	0	0%	421	7%	2611.	18.90%
Northwest Sanitary Landfill	2205.1	79.37%	2281.3	28.05%	0.0	0.00%	753	69%	2	33%	2958	52%	5241.	37.94%
Bradford County Sanitary	417.8	15.04%	1297	15.94%	0	0.00%	224	21%	0	0%	641	11%	1937.8	14.03%
Greentree Landfill Llc.	0	0.00%	2321.7	28.55%	1656.0	91.49%	0	0%	4	62%	1656	29%	3981.	28.82%
<b>Waste Totals:</b>	<b>2778.3</b>		<b>8131.9</b>		<b>1810.1</b>		<b>1088</b>		<b>6</b>		<b>5676</b>		<b>13813.9</b>	

2011 Reported Disposal Destinations

Disposal Facility Receiving Waste	Municipal (MSW)	% Total Municipal	Residual	% Total Residual	Sewage Sludge (MSW)	% Total Sewage Sludge	Construction Demolition (MSW)	% Total C&D	Asbestos	% Total Asbestos	Total MSW All Categories	% Total MSW All Categories	Total Venango County Waste	% Total Venango County Waste
Lake View Landfill	0	0.00%	123.1	1.58%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	123.1	0.90%
Seneca Landfill Inc	79.4	3.17%	2835.6	36.39%	755.6	27.73%	61.9	8.74%	0	0.00%	897	15.10%	3732.5	27.14%
Northwest Sanitary Landfill	2422.1	96.56%	2600.9	33.38%	0	0.00%	646.5	91.26%	0	0.00%	3069	51.65%	5669.5	41.22%
Imperial Landfill	0	0.00%	0	0.00%	0	0.00%	0	0.00%	18.9	100.00%	0.0	0.00%	18.9	0.14%
Greentree Landfill Llc.	6.8	0.27%	2233.3	28.66%	1969.4	72.27%	0	0.00%	0	0.00%	1976	33.26%	4209.5	30.61%
<b>Waste Totals:</b>	<b>2508.3</b>		<b>7792.9</b>		<b>2725</b>		<b>708.4</b>		<b>18.9</b>		<b>5941.7</b>		<b>13753.5</b>	

2012 Reported Disposal Destinations

Disposal Facility Receiving Waste	Municipal (MSW)	% Total Municipal	Residual	% Total Residual	Sewage Sludge (MSW)	% Total Sewage Sludge	Construction Demolition (MSW)	% Total C&D	Asbestos	% Total Asbestos	Total MSW All Categories	% Total MSW All Categories	Total Venango County Waste	% Total Venango County Waste
Lake View Landfill	0	0.00%	22.5	0.38%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	22.5	0.20%
Rustick Llc Mckean Landfill	0	0.00%	25.4	0.42%	0	0.00%	0	0.00%	0	0.00%	0	0.00%	25.4	0.22%
Seneca Landfill Inc	117.8	4.10%	1685.7	28.17%	1203.2	72.12%	95.4	9.67%	0	0.00%	1416.4	25.63%	3102.1	26.95%
Northwest Sanitary Landfill	2729.1	95.02%	3136.9	52.43%	77.2	4.63%	872	88.38%	0	0.00%	3678.3	66.55%	6815.2	59.21%
Veolia Greentree Landfill Llc.	25.3	0.88%	1112.9	18.60%	387.9	23.25%	19.2	1.95%	0.2	100.00%	432.4	7.82%	1545.5	13.43%
<b>Waste Totals:</b>	<b>2872.2</b>		<b>5983.4</b>		<b>1668.3</b>		<b>986.6</b>		<b>0.2</b>		<b>5527.1</b>		<b>11510.7</b>	

Traditionally, Lakeview has taken less than 1% of all types of the Venango County waste reportedly disposed. During the five year period from 2008-2012, Lakeview reported small quantities of residual waste on a consistent basis. In one instance 6 tons of municipal waste from Venango County was reported in 2008, however, this could have been a mistake or a stray load. Ten other counties, as well as four other states, compete for disposal capacity at Lakeview. By far the most tonnage comes from Erie County, host to the landfill. In the past, Lakeview Landfill received greater quantities of out-of-state waste. However, it now represents less than 1% of the total tons disposed there.

#### **2.2.1.2 Seneca Landfill**

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Seneca Landfill is owned and operated by Vogel Holding. The company also owns and operates the Tri County Industries Transfer Station. The landfill is located in Butler County in the Townships of Jackson and Lancaster. The transfer station is located just outside of Grove City in Pine Township, Mercer County. From 2008-2012, Seneca Landfill has accepted as much as 47% of the annual municipal waste and nearly 40% of the annual combined categories of municipal waste generated in Venango County. It currently reports lesser quantities for both. The landfill has also consistently reported residual waste from the County in similar quantities. Those tonnages have decreased recently as well.

Seneca guarantees capacity to Venango County through a contractual agreement. It is listed as one of the designated facilities in the 2004 Tri County Municipal Solid Waste Management Plan. Seneca accepts waste from only one out of state source, a hauling company that it owns and operates in Ohio. The landfill has disposal capacity agreements with fifteen counties including Venango. The greatest quantities of waste reported as disposed at the site originate in Mercer, Butler, and Allegheny counties, in that order.

Residual waste accounts for roughly 16% of the overall tonnage accepted at Seneca. In Butler County, drilling and exploration continues to develop in the Marcellus Shale Gas Formation. The same is true in the surrounding area. Therefore, it is anticipated that residual waste tonnages will continue to increase significantly at Seneca within the next decade. A trend that other disposal sites will mirror.

#### **2.2.1.3 Northwest Sanitary Landfill**

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Waste Management's Northwest Sanitary Landfill has received relatively constant volumes of Venango County waste from 2008 thru 2012. Generally the landfill, which is located in Clay Township, Butler County, has reported between 2200 and 2700 tons of municipal waste from Venango County annually. The landfill also has received

relatively equal quantities of residual waste from the County during that same period. Overall, during the period 2008 thru 2012 the facility reported disposal of approximately 40% of all combined types of Venango County waste. That percentage has increased recently. Northwest is also one of the four designated disposal facilities in the 2004 Tri County Municipal Solid Waste Management Plan.

Residual waste represents approximately 40% of the total quantity of waste disposed at Northwest. With the increased activity in the Marcellus Shale Gas Formation, these quantities could escalate, at least in the immediate future.

Nineteen other counties utilize the facility for disposal. In tons disposed at Northwest, Butler County, is the largest disposer of not only municipal but also of all types of waste. Lawrence County ranks second. In addition to Venango, Armstrong, Clarion, Allegheny counties also dispose of respectable quantities of municipal waste at the facility.

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#### ***2.2.1.4 Wayne Township Landfill***

Operated by the Clinton County Solid Waste Authority, the Wayne Township Landfill is a publically owned disposal site. It accepted some small quantities of Venango County waste for disposal from 2008 thru 2012. In varying quantities, some being less than 1 ton, 48 Pennsylvania counties utilize the Wayne Township site for disposal of municipal and/or residual waste. Venango County waste disposed at Wayne Township Landfill consisted of construction demolition and asbestos containing waste. Wayne Township Landfill is not one of the County's designated disposal facilities resulting from the 2004 Tri County Municipal Solid Waste Management Plan.

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#### ***2.2.1.5 County Environmental Landfill***

Located in Leeper Township, Clarion County, the County Environmental Landfill closed in 2009. In its final year of operation, it reported disposal of 33% of the municipal waste from Venango County and nearly 23% of all types of Venango wastes combined.

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#### ***2.2.1.6 Bradford County Landfill***

In 2010, the Bradford County Landfill, which is part of the Northern Tier Solid Waste Authority, reportedly received quantities of municipal, residual and construction demolition waste from Venango County. The landfill is located in West Burlington Township, Bradford County, near the New York state border a four hour drive from the City of Franklin. Although it is possible, it is unlikely that waste was directly hauled to this site from Venango County. No waste from the County was disposed prior to or after that year. The Bradford County Landfill is not a designated disposal facility for Venango County in the 2004 Tri County Municipal Solid Waste Management Plan.

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### **2.2.1.7 Greentree Landfill**

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Advanced Disposal currently owns and operates the Greentree Landfill located in Fox Township, Elk County. The facility has long been one of the largest landfills in the northwest Pennsylvania region. Greentree reported little to no municipal waste disposal activity from Venango County from 2008 thru 2012. It has however, reported consistent quantities of residual waste disposal during that same period. Waste is delivered to the landfill by a transportation division of Advanced Disposal (previously Veolia), which operates a transfer station near Shippenville in Clarion County. Local independent haulers, and long-haul broker transporters also utilize the disposal site. Greentree Landfill's recent residual waste volumes have grown considerably. As drilling and exploration continues to develop in the Marcellus Shale Gas Formation, it is anticipated that residual waste tonnages will increase exponentially at Greentree.

Greentree is one of the landfills designated in the 2004 Tri County Municipal Solid Waste Management Plan. The facility has reported disposal activity from 65 of the 67 Pennsylvania counties. It also received waste from nine states, with New Jersey delivering the most significant quantities in recent years.

### **2.2.1.8 Imperial Landfill**

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Republic Services also owns the Imperial Landfill located near Carnegie in Allegheny County. Imperial reported disposal of asbestos containing waste from Venango County in 2011. No other disposal activity from the County was reported prior to or after that time. Imperial is not one of the County's designated disposal facilities resulting from the 2004 Tri County Municipal Solid Waste Management Plan.

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## **2.2.2 Review of Historic Reported Disposal Activity**

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The data shown in Table 2-5 offers some interesting issues to consider. In 2008, the total amount of municipal waste reported for Venango County was 14,434 tons. In 2009, that amount dropped to 2,994 tons. That is a difference of 11,440 tons. The total reported amount of all types of Venango County waste (residual, municipal, construction, etc.) also decreased by approximately the same amount from 2008 to 2009.

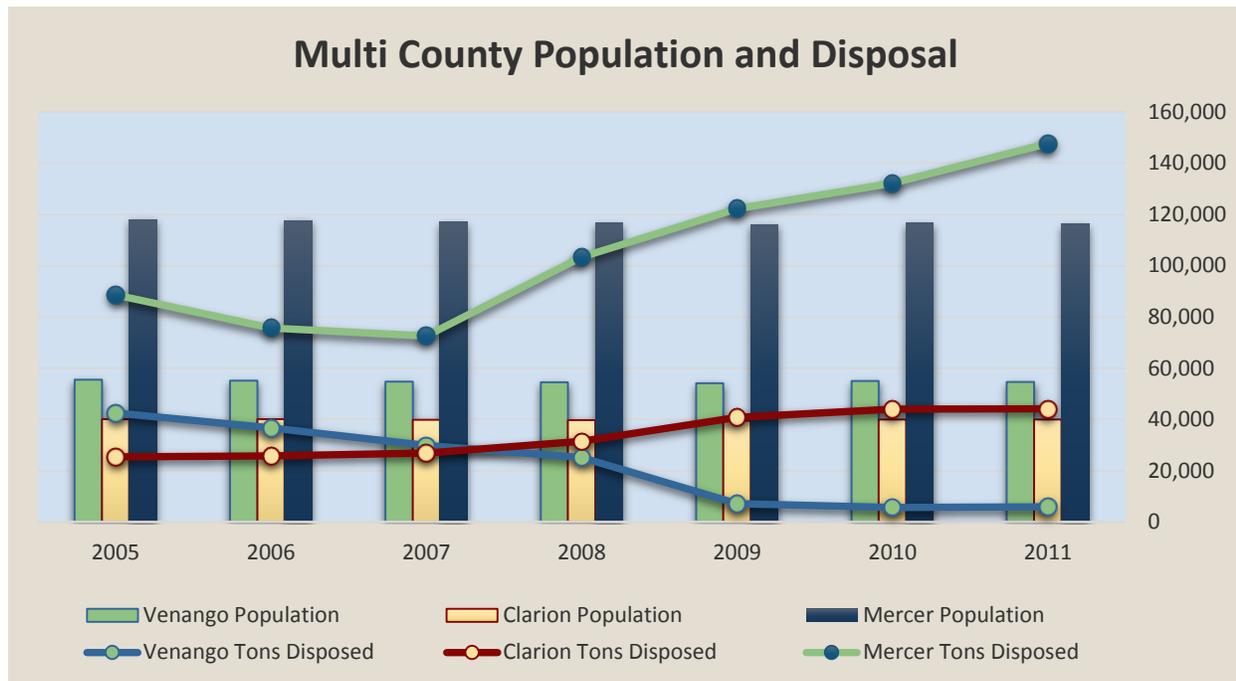
The differences appear to occur in the tons once accepted by County Environmental Landfill, which subsequently closed after 2008, and those previously reported by Seneca Landfill. None of the other reporting facilities show significantly more or less waste from Venango County disposed in 2009 and beyond. In fact, Northwest Landfill continued to receive approximately 2200-2700 tons of municipal waste from the County, during the time from 2008 thru 2012. Curiously, based on reported tonnage

alone, Northwest's percentage of Venango County's municipal waste would appear to increase from 18% to nearly 98%. If one were to accept the reported tonnage as is, a conclusion may be that 11,440 tons once attributable to Venango County has seemingly disappeared. However, further investigation offers clues that may explain the discrepancies.

The transport assets of County Environmental, including a transfer station in Clarion County were acquired by Veolia Environmental Services, operators of the Greentree Landfill at the time. Veolia was recently acquired by Advanced Disposal. Although Veolia and now Advanced Disposal collected waste in the County from 2009 thru 2012, and the transfer station is known to deliver waste to the Greentree Landfill, the facility reports little to no Venango County municipal waste. Seneca Landfill also receives waste from Venango County via the Tri County Transfer Station located in Pine Township, Mercer County. The waste from Venango is collected by Tri County Industries and taken to the transfer station. The hauling company, transfer station, and landfill are all owned by Vogel Holding. Whether by coincidence or some other reason, the same year that County Environmental closed and the tons previously delivered there vanished, the tonnages from Venango County delivered to Seneca Landfill also dropped.

It seems reasonable to suspect that some, if not all, of the nearly 6,000 tons of Venango County waste previously controlled by County Environmental shifted to the Greentree site. Likewise, it would be logical to assume that waste traditionally collected by Tri County Industries is delivered to Seneca Landfill. Previously in Chapter One, Table 1-5 illustrated that while tonnages from Venango County were dropping, those in Clarion and Mercer counties were increasing at a pace faster than the populations would suggest. All of the counties have slightly declining or stagnant population rates. Figure 2-2 graphically illustrates those trends.

Figure 2-2 Multi-County Municipal Waste Disposal Trends



### 2.2.3 Reporting and Data Management

Accurate information is necessary for the County to assess and plan for the waste management and recycling services and programs that may be needed in the future. The Solid Waste Advisory Committee supported mechanisms to ensure that landfills and transporters comply with the reporting requirements of the Venango County Municipal Solid Waste Management Plan. The Committee also favored stricter enforcement of the County's ordinances. Improvements to the terms and conditions of the capacity agreements were suggested that specify how data from transfer facilities is required to be tracked and monitored.

## 2.3 DISPOSAL METHODS FOR SPECIAL HANDLING WASTE

Specialized methods of processing and disposal are required for select portions of the municipal waste stream. These include land application of biosolids, and thermal treatment or incineration of regulated medical waste.

### 2.3.1 Management of Sewage Sludge and Residential Septage

Wastewater from the homes and businesses in select areas of Venango County flows directly through a network of pipelines to a wastewater treatment plant. In more rural areas of the County, the wastewater is managed by on lot treatment systems that include a septic tank. The tank must be pumped out periodically by a registered septage transporter, who delivers the septage to a wastewater treatment facility.

Whether the wastewater came to the plant via pipeline or vehicle, special physical, chemical, and biological processes sanitize the wastewater and remove the solids. The result is sewage sludge, which is ultimately disposed in a landfill. Septage or biosolids (wastewater treated to remove all pathogens) may also be beneficially used by land application at an agricultural or reclamation site.

Venango County wastewater treatment plants dispose an approximate annual average of 1800 tons of sewage sludge. Volumes are dependent on the operation and treatment process of the facility. Table 2-5 shows the reported disposal of Venango County sewage sludge from 2005 thru 2012.

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### 2.3.2 Regulated Medical Waste

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Medical procedures and treatments create wastes that have been contaminated by bodily fluids or tissues. The devices and materials used in the process may also have been exposed to chemicals or radioactive materials. This waste cannot be disposed in a municipal waste landfill without pre-treatment. Most medical waste is transported to off-site treatment facilities where it is sterilized or destroyed through incineration. Venango County healthcare and residential care facilities follow these practices.

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### 2.3.3 Catastrophic Events and Waste Management in the Wake of Disaster

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Municipal solid waste generation, disposal, and composition remains stable and relatively predictable for short term planning. This constant can lull us to be ill prepared for the rapid influx of material generated during natural disasters and other catastrophic events. The devastation and destruction resulting from floods, tornados, ice storms, fires and other natural or manmade catastrophes can be instantaneous and uncontrollable. Emergency responders are often hindered by the bulk of debris blocking roadways, damming up waterways, and covering outlets. Removal must be immediate and efficient to provide access to the disaster victims. Vital components of the infrastructure are often dependent on the existence and implementation of an organized debris management plan. Essentially, restoration of the community cannot be accomplished until the clean-up occurs.

Public works crews are often tasked with clean-ups after moderate storms. Communities will also engage contractors to load, chip, and shred the downed branches and trees. The debris that results from a major disaster is not only an issue because of the quantities, but because it consists of difficult to move and manage materials. Damaged structures must be demolished and removed. Cars, trucks, boats, and trailers must be winched and towed. Refrigerators and other major appliances must be carted away. Rotting food, decaying vegetation and animal carcasses must be removed quickly to prevent vermin infestation. Wet mattresses, upholstered

furniture, draperies, and carpeting present an opportunity for damaging mold to spread. Workers must continually check for hazardous chemicals, gas leaks, and substances like asbestos.



**According to FEMA, debris removal accounts for 27 percent of the total damage costs.**

**Efforts to recover some of the value from the materials generated by a catastrophic event can reduce these costs.**



The type of disaster can potentially dictate the types and amounts of debris, but every scenario remains somewhat unique. A debris management plan cannot be one size fits all. Pre-planning for such emergencies is important from a financial as well as public health and safety perspective. The initial burden of providing for and paying for disaster debris removal typically falls on local municipalities and private property owners. While disaster relief is often available from state and federal agencies, failure to follow proper protocol can reduce the amount of reimbursement due to a community. Therefore, the best plans are cooperative and collaborative efforts between municipalities, service providers, and emergency management agencies.

Regardless of the type of event or the extent of destruction, Venango County must be poised to provide outlets for materials either at the designated disposal sites or at other appropriate contingency facilities. The County's disposal capacity agreements require these sites to demonstrate how they could handle excess disaster waste from Venango County, including the provision of a back-up facility.

Disaster debris management is not reserved for disposal only solutions. Contemporary wisdom suggests that much of the debris can be recovered and diverted from disposal. Although the County arranges for disposal outlets, the County could help reduce some of the costs by also identifying and/or promoting the development of outlets for the recovery/recycling of materials from these events.

The devastation and chaos in the aftermath of a catastrophic storm event or other natural disaster is not the opportune time to make decisions on the management of disaster debris. It is essential for community members, emergency response crews, and local, state, and federal recovery agencies to have an understanding of what might be encountered in a variety of situations, and to have policies and practices in place far in advance of the need for implementation.

The Venango County Regional Planning Commission could assist the County Emergency Management Agency to integrate a countywide disaster debris management plan into the hazardous mitigation plan. Working together with the municipalities and other County agencies, will ensure that the plan will be recognized in advance of such situations and that can be implemented readily throughout the County.



Part of these plans should include the separation and recovery of materials that can be recycled, as well as those more suited for energy recovery than land disposal. Having an organized plan for recovering disaster debris for recycling can ensure that local governments qualify for funding to cover these costs. FEMA advises planners to create lists of recyclable materials as part of their post-disaster debris management plans. The agency emphasizes focusing on end-user markets for recycled disaster debris, including identifying recyclable product buyers and even securing sales of recyclable materials prior to a disaster striking.

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## 2.4 UNDESIRABLE DISPOSAL PRACTICES

Solid waste management plans place considerable focus on the already well regulated and monitored waste collection and disposal industry. Equal concern needs to be given to the residential and commercial generators of municipal waste. Plans should ensure that proper waste management practices are promoted and enforced. Peripheral activities and businesses can generate and/or handle materials that can readily become mismanaged waste. These concerns also need to be addressed in the development of local policies.

In rural areas like Venango County, there are a number of indicators to suggest that more waste is generated than is properly disposed. The PADEP annual facility reports provide extensive data regarding the flow and disposition of a variety of wastes generated throughout the County. Unfortunately, they cannot accurately account for all of the waste, which is generated and disposed in an inappropriate fashion. Certain conditions signal that residents and businesses may not be utilizing conventional waste collection services. These include but are not limited to instances of significant contamination at recycling drop-off points, noticeable accumulations of bulky waste and appliances on vacant and occupied properties, and the need for local businesses to use locks on commercial waste dumpsters. Of course the obvious signs are visible

burn barrels, littering and the number of illegal dump sites that reoccur. All of these scenarios exist in Venango County.

The voluntary nature of much of the residential waste collection infrastructure allows residents in the County to avoid utilizing (i.e. pay for) the available services for proper waste removal and disposal. Many of these individuals dispose of their waste at the expense of others. Others leave it along roadways, streams, and remote areas. Some openly incinerate the material in their backyard. The lack of regulatory control and monitoring for transporters with smaller vehicles that are exempt from Act 90 Authorization, particularly roofers, home remodelers and junk collectors, provides the temptation and opportunity to increase profits by abandoning or burning waste, thus avoiding the cost of disposal.

Undesirable disposal methods create pollution; endanger public health and safety, and lower property values. Ironically, those who fail to pay for proper removal of their waste, may subsequently experience increased taxes to cover the expenses of remediating the situation. They certainly create extra costs for honest citizens. Often, responsible individuals and businesses that do pay for collection and proper disposal are victimized by this behavior. When unauthorized users place material in another's waste receptacle for disposal, it is considered theft of service. Not only do the offenders avoid payment, their waste can result in price increases for the paying customer due to the need for more frequent service or larger containers. The elimination of drop-off recycling programs frequently occurs due to contamination and the time and cost of removing unwanted materials. Three local municipal drop-off sites were forced to close recently. Therefore, by their actions, offenders of the system can destroy the very service designed to provide a cost saving alternative for waste disposal, when utilized properly.

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#### 2.4.1 Illegal Dumping Activities

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From 2005 thru 2013, Keep Pennsylvania Beautiful has conducted a series of surveys to determine the extent of illegal dumping across the Commonwealth and to provide insight on the causes and circumstances that foster such behavior. The surveys were conducted in all of Pennsylvania's 67 counties, including Venango. The individual surveys were published as they occurred. A final comprehensive report that examines the findings to establish if any trends and relationships exist is due out sometime in 2014.

The survey of Venango County was completed in 2008. Mirroring the trend found across the state, 98% of the dumpsites identified in Venango County were located in areas considered to be rural by demographic standards. Overall, surveyors identified 174 illegal dumping sites in the County. Of these, 93 were readily visible. The

remainder were in wooded or more remote areas. At least 90% of the sites were actively used, posing a current and ongoing problem. Sites ranged in size, determined by the estimated volume of waste, from 1 to 20 tons each. Overall, a total of approximately 387 tons were estimated to exist at the surveyed dumps.

It is important to note that the survey teams were constrained in their investigation by certain criteria to protect the safety of the workers and to respect private property. The surveyors traveled only on public roadways. They were not permitted to enter the properties where illegal dumping was identified or to physically disturb the dump sites to investigate the contents. In addition, they could not drive down private lanes or access roads that are often inviting to illegal dumpers. Therefore, it is safe to assume that the number of sites located in the County is merely representative of a problem with a much larger scope.



Studies and surveys have shown that the mere existence of dumpsites breeds more dumping. An interesting finding is that posting warning signs is viewed by illegal dumpers as an invitation to dispose in that area. Of the 174 sites which were identified in the County, nine sites were posted. All of the posted sites were active dumping grounds. A significant amount of the waste catalogued consisted of bulky items such as tires, furniture, and appliances. Among the discarded items, construction & demolition waste and regular household trash were found consistently.

Unwillingness to pay for collection and disposal services is undeniably a significant reason for people to dump illegally. However, often a more compelling issue is simply the lack of reasonable and convenient disposal outlets. In communities where curbside collection of waste and recyclables is not mandatory, the incidents of illegal disposal activity increase. The abuse is even more noticeable when such services are unavailable at all. This is also true where normal household waste is collected, but bulk waste and white goods are not.

Although the survey indicates that the boroughs and cities were almost free of illegal dumping, a closer look paints a better picture. In close proximity to the boroughs and cities and along the perimeters of their physical boundaries, dump sites are often noted. Statistics show consistently that when violators are identified, they either live or work within a ten mile radius of the place where they disposed of material. Interestingly, numerous studies confirm that drop-off sites for recycling and/or other waste collection programs are most effective within a five to ten mile radius of population centers. The

correlation supports the theory that if convenient and affordable services were made available throughout the County, the incidence of illegal dumping would decrease.

Figure 2-3 shows the location of the Venango County sites in relationship to population density. Because comprehensive surveillance of the entire land area of the County was not possible for this study, it is suspected that the findings are representative of an even greater problem.

#### **2.4.1.1 Cost of Remediation**

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Groups like Keep Pennsylvania Beautiful periodically organize local volunteers to remediate illegal dumping areas. Because volunteer clean-ups draw positive public attention, often overlooked is the reality that local municipalities bear the ongoing cost for cleaning up illegal dumpsites. Public works or road crews are often dispatched at significant taxpayer's expense to remove and dispose of abandoned waste. Keep Pennsylvania Beautiful has catalogued the costs of its own clean-up efforts. In addition, it has surveyed counties and municipalities to determine the average cost per ton for such efforts. Based on their findings, the cost of collection/transportation and disposal along with the value of the labor and materials is approximately \$1,000 per ton. For municipalities that does not include the value of other projects that should be addressed by public works crews that must deal with this problem.

#### **2.4.1.2 Laws and Enforcement**

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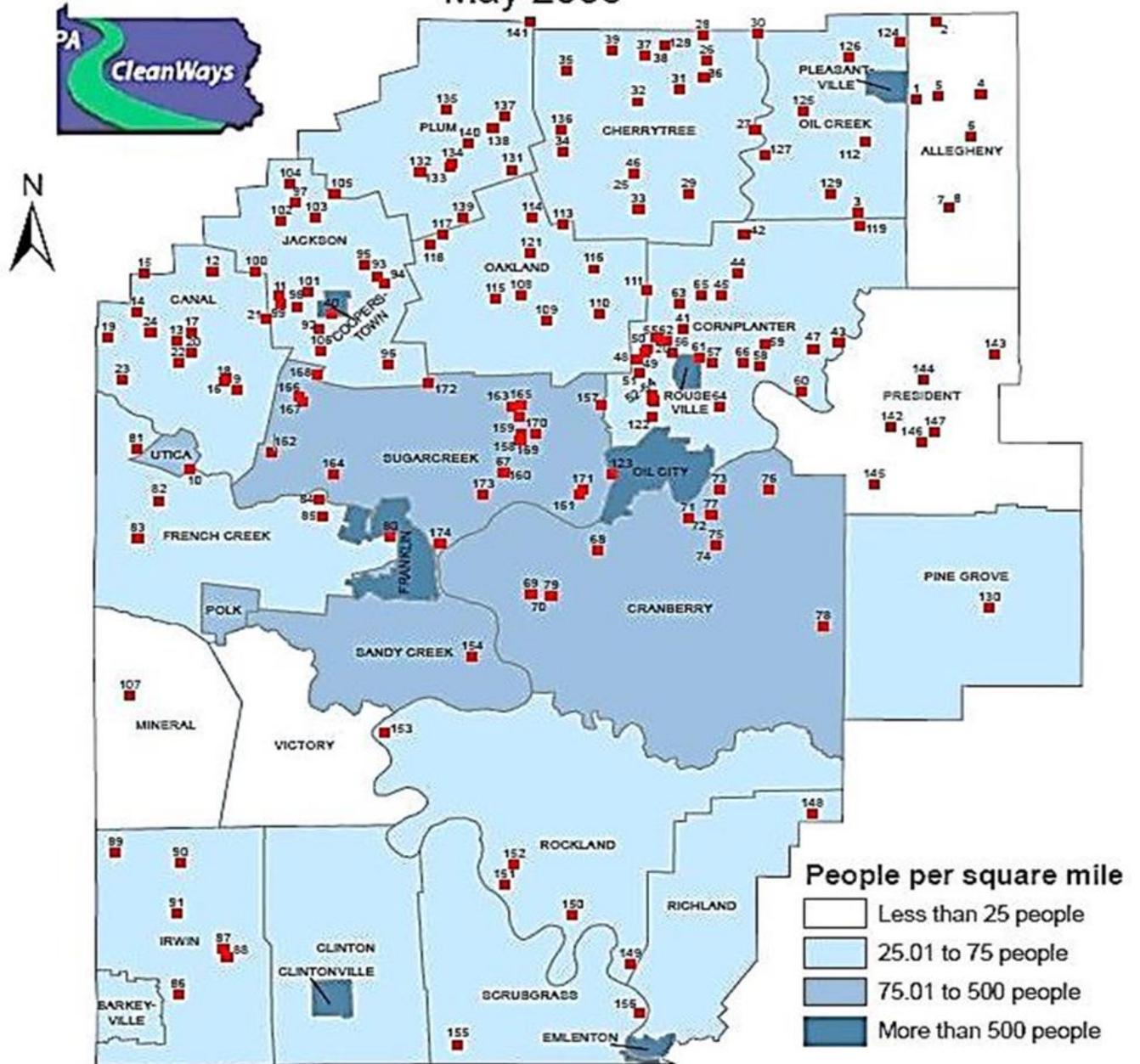
Local magistrates can have a huge influence on the reducing the occurrences of illegal dumping. It is essential for these officials to have a greater understanding and appreciation for the severity of the offense in relationship to the costs of clean-ups and the impact on public health and safety.

In areas where violators perceive there is a low risk of discovery and prosecution illegal dumping occurs more frequently and more openly. In areas where enforcement is weak or non-existent, the fear factor has little or no impact on those seeking to abandon their unwanted materials on the property of others. However, where enforcement and prosecution for illegal dumping is strong, consistent, and done in conjunction with public acknowledgement of offenders, it is shown to be an effective deterrent. Neither can be accomplished without all of the proper mechanisms in place.

A combination of ordinances, rules and regulations, and surveillance tools, along with the cooperation of law enforcement officials and the judicial system are needed to identify, cite, and penalize offenders. The Solid Waste Advisory Committee identified the need for consistent and reliable enforcement and prosecution as a priority concern.

Figure 2-3 Illegal Dump Sites Identified in Venango County 2008

## Venango County, Pennsylvania Illegal Dumpsites and Population Density May 2008



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## 2.4.2 Open Burning

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The public in general has little to no awareness of the dangers of open burning. Yet it has been shown that open burning of municipal waste poses a significant health hazard.



**Burning brush and unattended burn barrels can cause accidental fires, and pose a danger to public health and welfare.**

People burn for a variety of reasons. The motivations and behaviors associated with the burning of waste are relatively consistent, regardless of region. Convenience, habit, and the avoided cost of trash collection rank high on a list of factors that continue to foster the practice. In areas like Western Pennsylvania, with seasonal changes, the burning of leaves is a cultural institution. This makes burning bans commonly contentious issues in spite of the fact that burning brush and

unattended burn barrels can cause accidental fires, thus posing an immediate as well as a long-term danger to the public health and welfare.

Smoke from any fire can affect the health of a community. The smoke from backyard burning is released close to the ground where people can easily breathe it. Smoke can trigger asthma attacks. People with heart and lung conditions are vulnerable, as are those with other chronic health problems. The increasing volume of plastics and other synthetics in the waste stream release dangerous carcinogenic emissions when combusted. In fact, the toxic emissions released from open burning of trash exceed those for large scale commercial municipal waste incinerators where proper containment and filters are installed.

The adoption and enforcement of burning ordinances are generally supported by the majority of residents, although vocal minorities can make the process more difficult. Some communities kick off the implementation of the ordinance with buy-back programs for the barrels. Enacting ordinances requiring mandatory waste collection could effectively eliminate the practice.

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### 2.4.3 Littering

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Littering is a universal problem. Venango County is no exception to this ongoing issue. It is a difficult behavior to modify because people have developed a misguided perception that there is a difference between illegal dumping and littering based on the types and quantities of waste involved. The public is often unaware that the cumulative toll on the environment from littering is just as devastating as illegal dumping. Even for individuals that take a stance against illegal dumping, these seemingly tiny littering indiscretions often don't equate to the same level of offense as illegal dumping in their mind. Accumulated litter can clog storm drains and create flooding. It can fuel fires, particularly those ignited by a discarded cigarette butt.



Environmental behavior based studies on the issue seem to agree that littering has no demographic boundary lines. Litterers have no age, gender, education, or financial boundaries. Motorists as well as pedestrians are guilty of littering. Even the most sincere and devoted conservationist has, at a minimum, been tempted to toss a gum wrapper to the ground. Based on those findings, it seems that efforts to reduce littering would be futile. However, certain conditions have been shown to reduce the amounts of items and the number of times that people litter.

Several times per day, smokers are confronted with the decision of how to handle the disposal of cigarette butts. According to studies conducted by Keep America Beautiful, cigarette butts alone account for trillions of pieces of litter each year. Since the introduction of smoke free office buildings, restaurants and other public areas, smokers and discarded cigarette butts gather in greater quantities around the entrances/exits to buildings. Similarly litter can accumulate at high transition points where people are leaving one activity or environment and entering another. For instance, people tend to litter when they are leaving or getting into their vehicles, entering a store, getting on or off of public transportation, etc. Littering in these areas can result from limited availability of waste and recycling receptacles in public places. Grant funding is periodically available for purchasing public venue containers. The County Recycling Coordinator is available to support local municipalities in their efforts to initiate anti-litter campaigns.

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## 2.5 ASSESSMENT OF AND RECOMMENDATIONS FOR THE DISPOSAL SYSTEM

The purpose of a municipal solid waste management plan is to assess the strengths and weaknesses in the system and to follow up with recommendations that include actions needed by the County, the municipalities, the waste and recycling industry, local residents and businesses. Additionally, a plan must provide accountability measures and the mechanisms to ensure that the rules and regulations can be enforced. The Solid Waste Advisory Committee examined historical data and physical evidence of municipal waste programs and activities in Venango County. They also shared their personal insight as stakeholders in the system. Several areas for improvement were identified in this review of current waste management trends.

Since the development of the first municipal solid waste management plan under Act 101, a healthy network of collection and disposal service providers has developed throughout Venango County. All of the basic services are available for the management of municipal solid waste, including sewage, septage, and regulated medical waste. Landfills are still the dominant form of disposal. The cost per ton for landfill disposal is still very affordable. Therefore, to date there has been little incentive for the development of commercial food waste composting, on farm composting or construction/demolition waste recycling facilities. Although management of organics and new material recycling opportunities are growing trends nationwide, locally the issues which require immediate focus are more basic.

In spite of an adequate network for collection, transportation, and disposal, some citizens of Venango County remain reluctant to utilize (i.e. pay for) these services. Strong evidence was presented during the planning process demonstrating that irresponsible disposal habits persist in many areas of the County. Key indicators such as ongoing contamination issues at recycling drop-off sites and the identification of numerous active illegal dump sites, confirm the wide spread nature of the problem.

Informed decision making is reliant on good data. Serious shortfalls in the accuracy of information provided by the local waste industry were identified in the planning process. Moving forward, the County should revise its solid waste ordinance to provide for tracking and monitoring of transporters, and greater enforcement capabilities. The disposal capacity agreements should include checks and balances to reconcile tonnages delivered to landfills through local transfer stations.

The most significant objective at the municipal level is to emphasize that homes must utilize regular waste collection services. Entering into municipal contracts for waste and recycling services is a vital tool in attaining these goals. Municipalities should also revisit local ordinances governing property maintenance, zoning, solid waste, and open

burning to ensure that their requirements are consistent, that they clearly require waste collection services, and that deterrents to non-compliance are substantial.

The County should help to facilitate intergovernmental cooperation in the development of joint collection programs and contracts. In addition, the County should develop an updated educational campaign on the benefits of proper waste collection and disposal to support the need for revisions to local ordinances. Model ordinances could be developed to assist municipalities make necessary improvements.

These and other recommendations along with potential methods of implementation are discussed in more detail in Chapter 5.



# Chapter Three

## 3 COUNTY RESPONSIBILITIES TO PROVIDE FOR DISPOSAL NEEDS

The disposal trends of Venango County were presented in Chapter 2 based on a review of the Annual Operations Reports submitted to PADEP from 2008 thru 2012. Reports were reviewed from those landfills which reported Venango County as the source of one or more categories of waste disposed at the facilities during that period. Determining the estimated future disposal needs projected for Venango County is the next step in the planning process. It is based on the County's disposal trends established from the historic data, possible future changes in the rate of municipal solid waste generated per capita, and projected changes in population



**VENANGO COUNTY HAS ONE PRIMARY RESPONSIBILITY UNDER THE MUNICIPAL WASTE PLANNING, RECYCLING AND WASTE REDUCTION ACT OF 1988 (ACT 101) -**

*To secure a sufficient portion of the available permitted disposal capacity for the municipal solid waste to be disposed from its residential and commercial sources for the next ten years.*

An important part of the Annual Operations Report requires each facility to calculate its “remaining available capacity.” This process determines the unfilled volume of space measured in cubic yards, which is available for disposal in the permitted area of the landfill. The capacity reported does not include the future potential for additional space, which may become available through permit approvals or expansions of areas of the landfill property that are currently un-permitted. Pennsylvania counties may pursue other endeavors, such as recycling and composting, however, under the provisions of the Municipal Waste Planning, Recycling and Waste Reduction Act of 1988 (Act 101), the primary concern for counties is to secure a portion of this “remaining available capacity” for municipal waste generated within their jurisdictions.

Counties must demonstrate that they have met this requirement as part of the process to review and update existing municipal solid waste management plans. This process typically occurs in ten year intervals. Venango County has traditionally attained capacity assurances through a contractual process. Venango's disposal capacity

agreements reserved a predetermined portion of the daily and/or annual volume allowed to be accepted for disposal at a facility. The current agreements are set to expire during the planning process.

This chapter presents Venango County's decision and justification to solicit for added capacity. The anticipated municipal waste generation and disposal requirement for Venango County through the next decade are discussed. Market conditions and outside influences, which could impact the County's access to available permitted capacity, are also included in the narratives

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### **3.1 CONTROL AND DIRECTION OF MUNICIPAL WASTE FOR DISPOSAL**

Flow control of the waste commodity is a power offered to local jurisdictions. A series of federal and state court rulings have consistently supported this authority, when implemented under specific circumstances. Where flow control is implemented, governmental laws or policies require or encourage waste materials to be disposed at designated disposal facilities (landfills, transfer stations, or incinerators). Its proponents see it as an effective tool to ensure proper management and funding of their overall solid waste programs. Opponents claim it artificially inflates costs, and interferes with free trade and interstate commerce. Thus, it remains a contentious topic and the source of numerous litigations.

There are a variety of scenarios included under the umbrella definition of flow control. Public investment in a facility has been a proven and effective tool to ensure proper municipal waste management and guarantee funding of related solid waste and recycling programs. Therefore, when the government entity has assumed full responsibility for waste management and has a vested interest (ownership and/or operation) in a landfill, transfer station, and/or waste-to-energy facility, the courts have supported policy mandates, which direct all of the waste to the public facility. Other forms of flow control are also allowable for jurisdictions like Venango County, which has no direct or indirect stake in an operating facility. By obtaining contractual arrangements for disposal capacity through a fair open and competitive procurement process, the laws allow Venango County to flow control to designated third party facilities, public or private sector. Venango County allows municipal solid waste to be disposed at one or more of the designated facilities with which it has obtained contracts. This type of flow control scenario is often called a "menu plan."

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### **3.2 MARKET INFLUENCES ON AVAILABLE CAPACITY**

Since the advent of Act 101 in 1988, the key indicators which influence municipal waste generation, recycling and disposal have evolved. Escalating municipal waste disposal

demands from 1960 thru 1990 prompted Act 101 type legislation in states across the nation. Current reports show the direction of those rates to have slowed and in fact to be reversed. Recycling programs succeeded in removing an average of 35% of the post-consumer waste generated from the landfill. That rate has remained stagnant for at least a decade. A more significant trend is that on a per capita basis, not only do we dispose of less waste, each of us actually generates less. Therefore, moving forward, the demand on disposal capacity from municipal waste is anticipated to be less than it was projected to be 25 years ago. In areas like Western Pennsylvania and Venango County where population is also declining, lower per capita generation and disposal rates have a greater impact on the projected consumption of remaining available disposal capacity at local landfills.

Although mandates for recycling and disposal bans were a contributing factor, the most significant changes in waste generation and disposal are not regulatory based. Neither are the changes primarily consumer driven. Businesses and industries are more cognizant of the impact of waste minimization and source reduction practices on their bottom line. Products are produced with lighter materials, fewer non-functional ornamental parts and less packaging. Consequently, there is less waste per purchase and what is discarded weighs less. A perfect example is the replacement of glass food



Venango County allows municipal solid waste to be disposed at one or more of the designated facilities  
This type of flow control scenario is often called a "menu plan."

and beverage containers with plastic. More units may be sold in 2013 than in 1988, however, the total weight of the plastic units are much less than fewer glass units.

Most recently, PADEP annual facility reports confirm a clear downward trend in tons received for most, if not all, of the landfills utilized for the disposal of Venango County municipal waste. In some cases, those landfills were designed and thus reliant on waste from out-of-state sources. Because of escalating fuel costs, competitive disposal rates in other states, and increasing regulatory imposed fees, Pennsylvania landfills are no longer the primary disposal destinations for this material. In some instances, the decrease in tonnage has been dramatic. Local waste generation and disposal in the rural counties, where most landfills are located, is not sufficient to fill the void.

From these conditions, an initial conclusion could be that the landfills which currently service the disposal needs of Venango County should have no lack of current or future disposal capacity. However, a number of uncertainties are always present in the waste industry. A shift in ownership at one or more of the landfills could alter the utilization of the air space, and thus, its availability to Venango County. This could be significant if the new owner catered to the needs of the oil and gas industry in the Marcellus Shale Gas Formation or was able to recapture waste from out-of-state generators. Increases in permitted volumes due to windfall contracts, catastrophic events, economic conditions, or company policies can also have an impact.

Therefore, aside from the regulatory requirements of Act 101, it is prudent for the County to have sufficient capacity assurances in place, as a safeguard for its future needs. If the County and municipalities are successful in capturing that portion of the municipal waste from Venango County not currently collected and transported to proper disposal facilities, more capacity may be required than the currently reported tonnage would indicate.

### 3.3 POPULATION ESTIMATES AND PREDICTIONS

The Pennsylvania State Data Center at the Pennsylvania State University has produced State and county population projections for the Commonwealth of Pennsylvania. Presented below in Table 3-1 are county totals from the 2000 Census and projections for 2010 to 2030. The projections were calculated prior to the release of the 2010 US Census results. However, the difference between the US Census and the Data Center estimates is less than 200. Therefore, it was assumed that the future projections were reasonable to use in this exercise. The population was extrapolated to 2035 based on the projected rate of change from 2020 to 2030. Over the period 2000 through 2030, the population of Venango County is projected to decrease by 12.8%.

**Table 3-1 State and County Population Projections**

	April 1, 2000	July 1, 2010	July 1, 2020	July 1, 2030	% Change	% Change	% Change
	Census	Projection	Projection	Projection	2000-2010	2000-2020	2000-2030
Pennsylvania	12,281,054	12,540,718	12,871,823	13,190,400	2.1	4.8	7.4
Venango	57,565	55,182	52,844	50,205	-4.1	-8.2	-12.8

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### **3.4 FUTURE DISPOSAL CAPACITY NEEDS**

Table 3-2 presents projected disposal capacity requirements in tons for the years 2014 through 2035. The figures assume a constant per capita generation rate with adjustments due to projected population changes. The projected disposal quantities were derived by using the national average per capita disposal rate of 2.92 pounds per person per day. The historic data from PADEP Facility Reports for landfills receiving Venango County waste show much lower quantities of waste disposed. However, the projections include adjustments to account for suspected misreported quantities of Venango County waste managed through transfer stations. The adjustments ensure that sufficient capacity will be provided for in the disposal assurances.

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### **3.5 SOLICITATION FOR DISPOSAL AND PROCESSING CAPACITY**

The PADEP was notified of the County's intent to solicit proposals from interested disposal and processing facilities. A formal request was posted in the Pennsylvania Bulletin and was advertised in the November-December 2013 issue of Waste 360, a national industry trade journal. A copy of the published notification is provided in Appendix B. Results of the solicitation process are provided in Chapter 6.

**Table 3- 2 Venango County Projected Disposal Capacity Needs 2014-2035**

<b>Year</b>	<b>Population</b>	<b>MSW Adjusted</b>	<b>C&amp;D</b>	<b>Sludge</b>	<b>Total Municipal Waste Adjusted</b>
2014	54,052	28,377.30	699.4	2,690.20	<b>31,766.90</b>
2015	53,819	28,254.98	696.3	2,678.60	<b>31,629.88</b>
2016	53,586	28,132.65	693.3	2,667.00	<b>31,492.95</b>
2017	53,353	28,010.33	690.3	2,655.40	<b>31,356.03</b>
2018	53,120	27,888.00	687.3	2,643.80	<b>31,219.10</b>
2019	52,887	27,765.68	684.3	2,632.20	<b>31,082.18</b>
2020	52,654	27,643.35	681.3	2,620.60	<b>30,945.25</b>
2021	52,391	27,505.28	677.9	2,607.50	<b>30,790.68</b>
2022	52,128	27,367.20	674.5	2,594.50	<b>30,636.20</b>
2023	51,865	27,229.13	671.1	2,581.40	<b>30,481.63</b>
2024	51,602	27,091.05	667.7	2,568.30	<b>30,327.05</b>
2025	51,340	26,953.50	664.3	2,555.20	<b>30,173.00</b>
2026	51,077	26,815.43	660.9	2,542.10	<b>30,018.43</b>
2027	50,814	26,677.35	657.5	2,529.00	<b>29,863.85</b>
2028	50,551	26,539.28	654.1	2,516.00	<b>29,709.38</b>
2029	50,288	26,401.20	650.7	2,502.90	<b>29,554.80</b>
2030	50,025	26,263.13	647.3	2,489.80	<b>29,400.23</b>
2031	49,762	26,125.05	643.8	2,476.70	<b>29,245.55</b>
2032	49,499	25,986.98	640.4	2,463.60	<b>29,090.98</b>
2033	49,236	25,848.90	637	2,450.50	<b>28,936.40</b>
2034	48,973	25,710.83	633.6	2,437.40	<b>28,781.83</b>
2035	48,710	25,572.75	630.2	2,424.30	<b>28,627.25</b>

# Chapter 4

## 4 RECYCLING OPPORTUNITIES IN VENANGO COUNTY

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The development of recycling programs in rural areas can require more foresight and planning than in more urban areas. Because material volumes and distance are major cost factors, rural recycling programs are often hampered by low population density, poor proximity to metropolitan market areas, and lower waste generation rates. Other conditions with equal impact include a poorly developed collection infrastructure, economic disincentives to participation such as poor enforcement of illegal dumping and open burning, and a smaller tax base from which to subsidize the program costs. In spite of these challenges, recycling opportunities exist in Venango County. From municipality to municipality, however, inequities persist in the convenience and scope of programs and services available to residents and businesses.

This chapter describes the collective accomplishments to date of all of those involved in recycling and waste minimization in Venango County. The current performance of the recycling activities and a comparison to national trends is included. Strengths and weaknesses are discussed, along with areas for improvements.

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### 4.1 ECONOMIC AND ENVIRONMENTAL BENEFITS

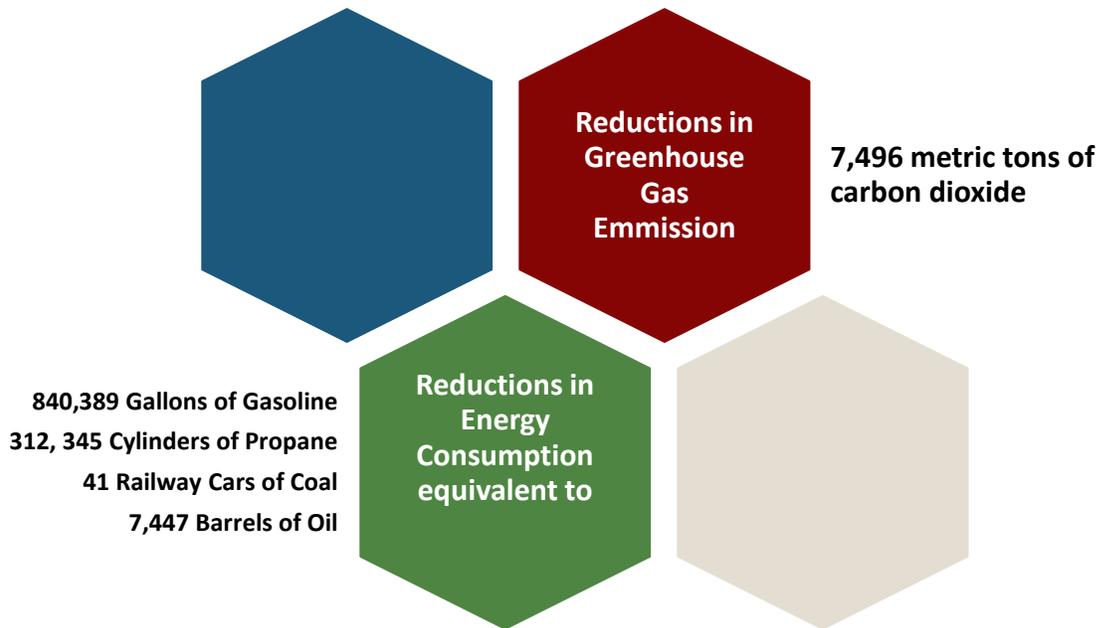
Any discussion about recycling should begin with the benefits derived at many levels. The recovery of materials from our homes, businesses, and factories is vital to the sustainability of our economy and our environment. The recovery of recyclable materials has a direct impact on the conservation of energy, natural resources, pollution prevention, and climate change. In doing so, it creates jobs and reduces the costs of manufacturing.

Until recently, it has been difficult to measure and quantify the environmental effects of recycling. Because the impact of these benefits is not immediate and direct to the recycler, the gains are often overlooked. Figure 4-1 shows the environmental benefits of recycling in Venango County based on the Waste Reduction Model (WARM) a tool created by the USEPA to track and evaluate greenhouse gas (GHG) emissions reductions. WARM can be used to assess the performance of a variety of waste management practices. The model calculated emissions in metric tons of carbon dioxide equivalent (MTCO<sub>2</sub>E), and energy units (million BTU) based on material types commonly found in municipal solid waste collection programs in Venango County.

A variety of re-use and re-manufacturing ventures, all of which produce sustainable jobs, operate in Western Pennsylvania. These include, but are not limited to, facilities that incorporate recycled glass, plastics, fiber and fiberboard, and metals as feedstock in their manufacturing process. The recycled materials are used to create new packaging, insulation, pallets, crates, flooring, and other products. In addition, the savings from replacing virgin materials with recycled feedstock helps these businesses to remain competitive in the marketplace and sustain employment.

In addition to manufacturing jobs, the regional economy benefits from employers invested in the supply chain, which supports those manufacturers. Millions of dollars in private sector investments have supported the growth of the recycling infrastructure in Venango County. Collecting and processing the materials placed at the curb or at drop-off sites requires expensive equipment, physical labor, and professional administration. Likewise, user fees, grants, and local tax dollars have supported education programs, provided receptacles for recyclables, and funded staff which provides technical assistance and customer service.

**Figure 4-1 Environmental Impact of Venango County Recycling Efforts**



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## 4.2 REGULATORY OBLIGATIONS FOR RECYCLING

For counties, the emphasis of responsibility provided by the Municipal Waste Planning, Recycling and Waste Reduction Act (Act 101) is ensuring that proper waste management policies and practices are developed and implemented. In addition, counties must provide for sufficient disposal capacity for the municipal solid waste generated. On the other hand, mandates for recycling are placed squarely on those municipalities with the highest populations and/or population densities. This section discusses basic regulatory requirements for Venango County municipalities that meet the criteria of Act 101.

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### 4.2.1 Act 101 Mandates for Municipal Programs

Act 101 places unique mandates upon municipalities with populations of 10,000 or more, and those with populations of 5,000 or more with a population density of greater than 300 people per square mile. Only two municipalities in Venango County meet the Act 101 criteria. These include the cities of Franklin and Oil City.

The Act establishes requirements for certain services and standards for collection frequency. Under the Act, Franklin and Oil City must implement mandatory residential curbside collection programs for recyclables and leaf waste. Each must also have mechanisms to ensure that commercial, institutional, and government establishments recycle and manage leaf waste accordingly. In addition to the original requirements of Act 101, mandated communities are subject to amendments to the law which resulted from the enactment of Act 140 of 2006. Figure 4-2 outlines the responsibilities of the municipalities mandated by Act 101.

The Act provides options for how municipalities choose to comply. Municipal employees and equipment can perform the collections or communities can enter into contracts with an outside service provider for these functions. Provisions of the Act are inclusive of commercial, institutional, and municipal establishments, which are located mandated municipalities. These entities must recycle and separate leaf waste for composting. The municipality is not required to ensure the service to commercial establishments, however, they are expected to enforce the mandate.

**Figure 4-2 Act 101 Minimum Requirements for Mandated Municipalities**

- |  |   |
|--|---|
|  <p>An ordinance that requires all residents to have waste and recycling collection service.</p>  |  <p>Curbside collection of residential recyclables must occur at least once per month;</p>   |
|  <p>An ordinance that requires a commercial recycling program.</p>  |  <p>Collection of three recyclable materials designated in the Act (glass, aluminum, or bi-metal containers, plastics #1 or #2, newspaper, office paper and cardboard)</p> |
|  <p>Curbside collection of leaf waste must occur once per month, or alternatively, twice per year collection if a drop-off collection area for leaf waste is accessible between collections.</p> |  <p>Implementation of a residential and business recycling education program.</p>   |
|  <p>Implementation of an enforcement program that monitors participation, receives complaints and issues warnings and provides fines, penalties, or both.</p>                                   |  <p>Participation in a program for the recycling of special materials.</p>   |
|  <p>Sponsors or facilitates a program to prevent illegal dumping and/or littering problems.</p>   |  <p>Designation of a person or entity as the recycling coordinator.</p>  |

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### 4.3 VENANGO COUNTY MUNICIPAL RECYCLING PROGRAMS

Residents throughout Venango County have access to outlets for recyclable materials. The availability and convenience of the recycling services are not equal for residents from municipality to municipality. Regulatory requirements initiated the implementation of some programs, while grassroots interest and local leadership spawned others. Many Venango County commercial generators of municipal solid waste recycle. Their efforts contribute significantly to the overall quantities of recyclable materials recovered in the County. Following in this section is a brief description of the residential and commercial recycling activities reported in 2010, the common baseline year upon which all statistics in the Plan were available and can be compared for analyses.

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#### 4.3.1 Curbside Collection Programs in the Mandated Municipalities

Both Franklin and Oil City have well established curbside recycling programs that comply with Act 101 mandates. Each city, through a competitive bidding process program, has entered into a contract with private service provider. Curbside recycling is provided in conjunction with the contractor's waste collection services. Participation (i.e. payment for services) by local residents is mandatory.

In the City of Franklin, residents are permitted to put up to two containers of waste at the curb each week for collection and disposal. There are no restrictions on the number



of bulk items. Recyclables are collected in what is commonly called a single stream system. Two bins are provided to each residence. All glass, aluminum, bi-metal, food and beverage containers, and all types of plastic and newspapers are placed together in the bins. Franklin residents cannot recycle magazines or junk mail at the curb and are instructed to place those items in their garbage receptacle. Recycling is provided weekly, however, not on the same day as waste collection.

Oil City also limits waste collection and disposal to two containers per home per week, or the volume equivalent of 90 gallons. Each home is also permitted to dispose of one large/bulky item per week. Oil City utilizes a single stream recycling collection system in which all recyclables are placed together in one single container. Residents must recycle glass, aluminum, bi-metal, and plastic food and beverage containers, high grade office paper, and newsprint. The newsprint and office paper are put in plastic bags and placed into the container last, on top of the other recyclables. In Oil City recycling is collected the same day as waste every week.

Public works crews in each municipality provide seasonal leaf waste collection to residential housing units. Leaves may be raked to the curb or placed in biodegradable bags for collection.

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#### 4.3.2 Voluntary Drop-off Recycling Programs

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In addition to Franklin and Oil City, which are mandated by Act 101 to implement recycling collection programs, in 2010 a total of eight other Venango County municipalities reported some level of residential recycling activity. These programs are voluntary and therefore residents recycle based solely on a personal choice to recycle. The municipalities with voluntary residential recycling in 2010 included: the Townships of Cherrytree, Cornplanter, Cranberry, Frenchcreek, Oakland, and Sandycreek along with the Boroughs of Pleasantville and Sugarcreek. That number has since decreased to five, due to the closures at Cornplanter, Sandycreek, and Sugarcreek.

WITH PREDOMINANTLY VOLUNTARY WASTE COLLECTION THROUGHOUT THE COUNTY AND BECAUSE THE DROP-OFF SITES ARE UNMANNED, THE LEVEL OF CONTAMINATION IS A SERIOUS ISSUE. . .

ENOUGH TO RESULT IN THE PERMANENT CLOSURE OF SEVERAL MUNICIPAL SITES.

Waste collection is not arranged for by the municipalities and, therefore, on a voluntary basis, residents may contract with the waste hauler of their choice. Consequently, many have no service provider at all. Because fewer homes contract for service, there are more miles between stops, forcing haulers to charge each home more to cover the costs of collection. Therefore, unlike the mandated municipalities where all homes participate at an affordable rate, voluntary municipal programs currently do not collect recyclables at the curb. Instead, residents are offered a centralized collection point where they can drop-off the materials to be recycled.

The County originally helped to coordinate the network of drop-off collection sites, but the municipalities are now directly responsible for the program. Each municipality pays for the costs of collection, maintains the physical sites, and is responsible for the cost of removing unwanted debris and contamination. At least one of the municipalities markets the materials collected to help defray the operating costs.

With predominantly voluntary waste collection throughout the County and because the sites are unmanned, contamination is a serious issue. The drop-off sites are viewed as a convenient solution to avoid paying for conventional waste collection service. In several instances, the level of contamination was significant and frequent enough to

result in the permanent closure of the municipal sites. Unfortunately, those who avoid paying for waste collection currently cause the inclusion of curbside recycling collection to be cost prohibitive for the rural residents who already subscribe to a waste service. Their actions are also causing the elimination of the only other recycling alternative available.



Many counties are rethinking the use of unmanned drop-off sites that operate round the clock every day of the week. To reduce both costs and contamination, there has been some transition to centrally located manned collection points that operate fewer days. These types of sites succeed the best when they are located along a major thoroughfare that residents use to get to work, to retail outlets, or to other frequently used services.

Besides collecting bottles and cans, centrally located sites can also be used to collect appliances, electronic waste, tires, and other special handling and hard to recycle materials. The Solid Waste Advisory Committee favored a County operated centrally located site to support municipal efforts.

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#### 4.3.3 Commercial Recycling

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Recycling from commercial establishments in 2010 was reported in 13 of the 31 Venango County municipalities. Commercial sources include retail stores, restaurants, offices, schools, institutions, and government facilities. The process of gathering and organizing data from local businesses is low on the priority list for municipal staffs that have added functions besides oversight of the recycling program. In non-mandated areas, where no ordinances exist to stipulate recycling and/or reporting requirements, businesses may have no incentive to submit this information. Therefore, it is not surprising that more than half of the municipalities had no commercial recycling to report. It is suspected that more commercial recycling occurs than what has been reported.

Franklin and Oil City require commercial establishments by ordinance to source separate recyclables from municipal waste. In the eleven non-mandated municipalities, where commercial recycling was reported in 2010, it occurs on a voluntary basis. The County collects data in municipalities that do not report and consolidates it under a countywide total with no municipal source identified.



Regardless of the municipality, commercial establishments that recycle provide for the collection and processing of the material with the service provider of their choice. There are challenges in motivating small businesses, schools, and rural locations to recycle. For these operations, recycling can be perceived as an added cost. Space constraints for outside recycling containers can be limited in urban settings. Although services are available in more remote locations of the County, due to the lack of route density, the costs are higher than in urban areas. When recycling is a voluntary option, the immediate costs may be considered prohibitive by some business owners. Ironically, if more businesses opted to recycle in a geographic area, prices would be lower.

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#### **4.4 EFFECTIVENESS OF MUNICIPAL PROGRAMS**

Act 101 establishes requirements for the municipalities to implement residential and commercial recycling programs. However, the County still has a responsibility to facilitate the overall growth of recycling and to provide technical support where improvements are needed. Because the municipal collection systems ultimately affect the ability of the County as a whole to attain the state's recycling goals, it is important to understand how they perform.

Certain materials are commonly collected in residential and commercial recycling programs in Venango County, throughout Pennsylvania and across the United States. These include the core Act 101 materials: glass, metal and plastic food and beverage containers, other plastics, newspapers and magazines, mixed papers and corrugated cardboard. Because they are collected universally, these materials provide sound measurement for benchmarking local performance and comparing it to national norms. Therefore, for the purposes of analyzing and evaluating recycling performance in Venango County, unless otherwise noted specifically, only these Act 101 core materials will be assumed.

A number of other materials were also recycled in Venango County in 2010, however they do not reflect upon the effectiveness of residential and commercial programs. Many of those materials are included in special collection programs and events and are addressed separately in the Plan.

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#### 4.4.1 Residential and Commercial Achievements

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Due to the rural nature of Venango County and based on the findings of the PADEP Waste Composition Study, no more than approximately 46% of the total municipal waste generated in Venango County would be expected to originate from commercial sources. Therefore, 64% would be expected to be generated in residential settings. It would be easy to assume that the reported tons of materials recovered for recycling would reflect those same proportions. However, there are many variables that could affect whether or not those assumptions would be accurate.

First, residential and commercial sources are not mandated to recycle in every municipality. In fact, they are not required to have waste collection in most municipalities. Therefore, while all sources generate waste, only some residential and commercial sources recycle. Each residence generates close to the same volume of waste per year on average and those that recycle also recover fairly similar amounts. Commercial establishments on the other hand differ in type, size, sales, and the nature of their operation. The amount of waste produced and recovered by each fluctuates greatly.

Collectively, the County reported for 2010 a total of 2,865 tons of Act 101 recycled materials, from residential and commercial sources, excluding yard and leaf waste. Materials recovered from residential recycling programs amounted to 33% of the reported total in 2010, or approximately 936 tons. Commercial sources reported another 1,930 tons or 67% of the total.

Materials collected in the mandated curbside programs in Oil City and Franklin total 775 tons and account for 83% of the residential recycling in 2010 reported from a total of ten municipalities. Together, Oil City and Franklin, also accounted for 27% of the total tons of Act 101 recycled materials reported from Venango County in 2010. The two mandated municipalities consist of 32% of the population as well as 32% of the occupied housing units in Venango County. The other eight municipalities have 40% of Venango County's total population and occupied housing units. Their voluntary drop-off collection programs contributed to 17% of the residential recycling reported in 2010.

#### Curbside Costars

Together, Franklin and Oil City consist of 32% of the population as well as 32% of the occupied housing units in Venango County.

Materials collected in their mandated curbside programs in 2010 accounted for 83% of the residential recycling tonnage reported from a total of ten Venango County municipalities.

Clearly, commercial establishments dominate the recovery efforts in Venango County. Cranberry Township ranks the highest in the amount of reported tons of commercial recycling. Franklin, Sugarcreek, and Oil City rank next in that order.

Figure 4-3 illustrates by municipality how each source of material contributes by percentage to the overall performance in that community.

**Figure 4-3 Percentage of Municipal Recycling Reported by Source**

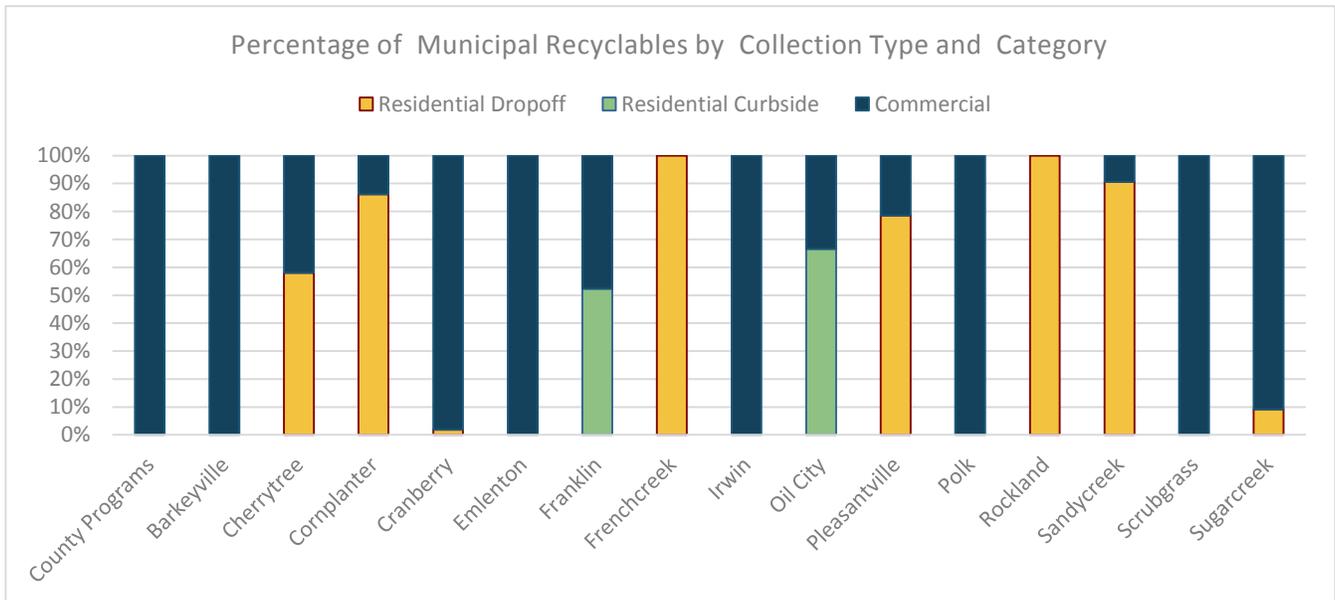


Table 4- 1 shows the total tons of Act 101 recycled materials from the municipalities that reported in 2010 and for the non-reporting municipalities which are shown as the overall County totals. It also provides demographic information on population and occupied housing units to help put the reported results in proper context.

#### 4.4.2 Measurements of Success

Comparing similar metrics for each municipality that offers a recycling collection program is a step to determine trends in programs that may be succeeding and for ones that may need to be revised. Too often, the total tons collected is the only measure used to judge performance from one program to another. When total tons collected are used, municipalities with higher populations almost always appear to have programs that are more successful than those in municipalities with fewer residents. However, this can be a misconception. Identifying how many tons of material that could have been, but were not, recovered may be a better indicator of success.

**Table 4-1 Residential and Commercial Recycling by Municipality**

	County Programs	Barkeyville Borough	Cherrytree Township	Cornplanter Township	Cranberry Township	Emlenton Borough	Franklin City pf	Frenchcreek Township	Irwin Township	Oil City City of	Pleasantville Borough	Polk Borough	Rockland Township	Sandycreek Township	Scrubgrass Township	Sugarcreek Borough
<b>Population</b>	54,984	207	1,540	2,418	6,685	617	6,545	1,542	1,391	10,557	892	816	1,456	2,260	751	5,294
<b>Housing Units</b>	22,621	81	627	972	2,850	285	2,874	667	532	4,383	351	206	614	892	310	2,161
Residential Curbside	0	0	0	0	0	0	306.5	0		468.1	0	0	0	0	0	0
Residential Drop-off	0	0	9.7	17.4	17.2	0	0	14.5		0	60.1	0	2.4	14.5	0	24.1
Commercial	175	14.8	7	2.8	890.4	47.9	279.4	0	8.3	234.6	16.4	10.5	0	1.5	3.4	238.1
<b>Total</b>	<b>175</b>	<b>14.8</b>	<b>16.7</b>	<b>20.2</b>	<b>907.6</b>	<b>47.9</b>	<b>585.9</b>	<b>14.5</b>	<b>8.3</b>	<b>702.7</b>	<b>76.5</b>	<b>10.5</b>	<b>2.4</b>	<b>16</b>	<b>3.4</b>	<b>262.2</b>

This type of evaluation establishes a common denominator for all municipalities. A similar element in all communities might be occupied housing units or population. The measurement of performance would be the pounds recycled per occupied housing unit or per person. Municipalities with higher populations or more housing units are expected to generate more total tons and municipalities with fewer residents and housing units are expected to generate less. Those expectations are calculated on national trends that have established how much each home or each person typically generates regardless of in which community they reside. The same logic can be used to determine trends and benchmarks for performance in Venango County.

To put this in perspective, assume that a total of 100 tons were recovered from a borough with 400 homes and a total of 3000 tons were recovered from a city with 18,000 homes. Although the city clearly collected more total tons of material, the borough collected a greater portion of the amount of material available for recovery from its residents. In other words, the borough collected 0.25 tons per home and the city collected only 0.16 tons per home. Therefore, the borough would be considered to have a more effective and successful program than the city.

To compare the performance of Venango County municipal programs, the actual tons collected were converted into a per unit measure based on all occupied housing units. In other words, the tons of recyclable materials reported were divided by the weeks in the year and the number of occupied housing units. The tons were converted into pounds. Therefore, for Venango County the common unit of measurement used is the number of pounds collected per occupied housing unit per week. For discussion purposes this could also be referred to as pounds per home per week.

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#### 4.4.3 Notable Results

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Figure 4-4 shows the residential recycling performance measured in pounds per home per week. Only municipalities that reported recycling activity in 2010 were included in the evaluation. Drop-off and curbside programs are shown. Reviewing the reported data in this fashion creates an equal standard for large and small communities. It provides an accurate and fair view of overall performance in each collection scenario. Additionally, any anomalies that may exist are easier to identify.

**Figure 4-4 Venango County Residential Recycling Performance**

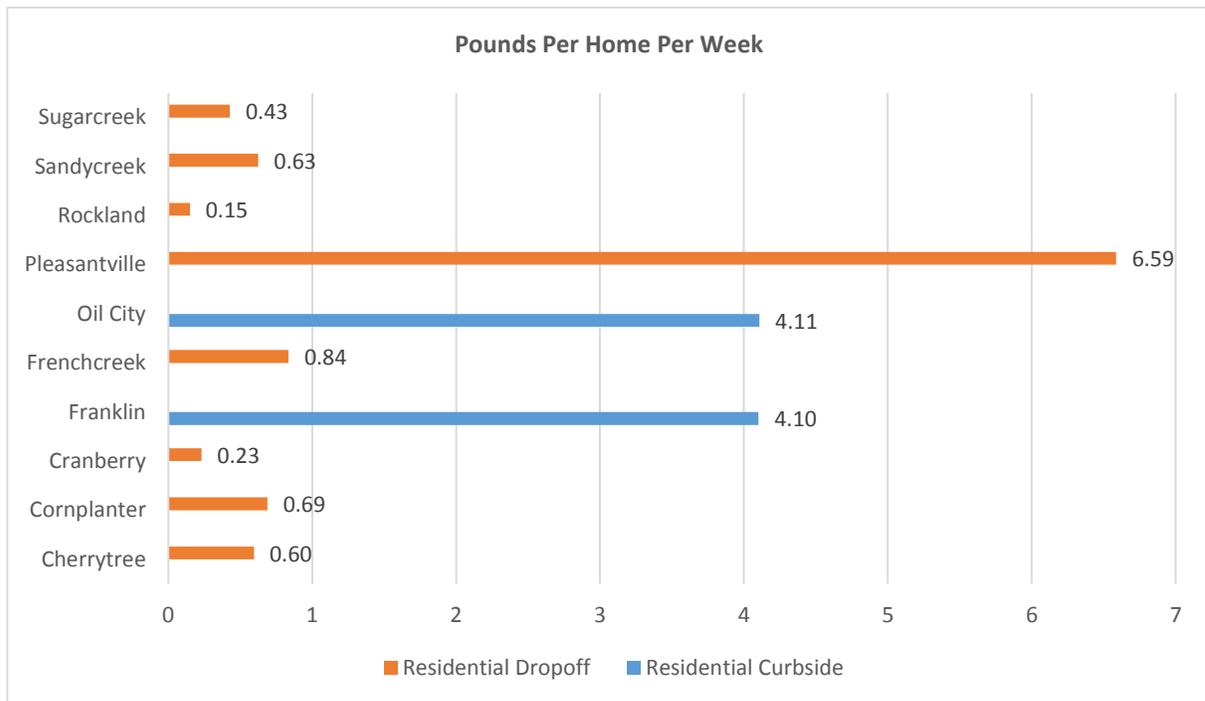


Figure 4-4 raises some interesting points for discussion. Except for what appears to be an anomaly, it is evident overall that curbside programs outperform the drop-off systems. In fact, the difference in the recovery rate per home is rather significant. The average rate for the drop-off systems is approximately 0.39 pounds per home per week. The average rate for curbside programs is 4.10 pounds per home per week.

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#### 4.4.4 Variances from the County Norm

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The Borough of Pleasantville appears to outperform all other recycling programs in Venango County. There is little other evidence that suggests the drop-off program in Pleasantville is significantly different in its set-up and operation than others in the County. The reported results could simply mean that residents in Pleasantville are more diligent about recycling than in other Venango County municipalities. However, what the reported data and the performance criteria are unable to show, is that in spite of its remote location in relationship to the core of the County, Pleasantville is situated at the corners of Venango, Crawford, Warren and Forest Counties. Pleasantville's Borough Office, where the drop-off site is located, sits along well traveled roadways leading to the City of Titusville. It is possible that individuals and businesses from outside of the Borough take advantage of this convenient location. That could account for the higher than expected rate of recovery per home. Whatever the reason, Pleasantville's results should be applauded.

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#### 4.4.5 Impact of Curbside Recycling Collection

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It should be noted that the recovery rates in Oil City and in Franklin's curbside programs are respectable, but somewhat lower than in other curbside communities. Curbside recovery averages 10 pounds per home per week in similar locales, and depending on the demographics can be as high as 18 pounds per home per week in other areas. Nevertheless, the performance in the mandated curbside communities of Oil City and in Franklin suggests that when given a convenient outlet for materials, Venango County residents will recycle more. It is an indication that other Venango County municipalities could benefit by transitioning to curbside collection.

By projecting the difference in pounds per home per week using the number of occupied housing units and the anticipated annual recovery, the impact becomes clearer. For every housing unit that could transition to curbside collection and perform at the same level as Oil City and Franklin, one could expect to recover an additional 3.71 pounds per home per week. The increase over a year would amount to 0.09 tons per home. So for every hundred



homes that transitioned to curbside recycling, the municipality and the County could expect an increase of approximately 10 tons per year. In municipalities where the drop-off system performs below the County's average rate of 0.39 pounds per home per week, the increase would be greater.

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#### 4.4.6 Opportunities for Program Improvement

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Cranberry Township provides the perfect scenario to demonstrate the improvements that could be realized through implementation of a curbside collection program. The Township is very similar in population and housing units to the City of Franklin. Both municipalities have a population of approximately 6,600 residents. (Cranberry =6,685 and Franklin =6,545 in 2010). Franklin has 2,874 occupied housing units and Cranberry Township has 2,850.

Cranberry Township currently performs well below the County average for drop-off collection sites, with 0.23 pounds per home per week collected from residents. If curbside recycling collection could be expanded into the Township, the increase per home, if the municipality performed at the same level as Franklin and Oil City, would be an added 3.87 pounds per home per week. On an annual basis Cranberry, and in turn the County, could experience an upward growth in materials recovered for recycling from approximately 17 tons to 303 tons per year.

The obvious difference between the City of Franklin and Cranberry Township is the land area and thus the population density. Those conditions make it difficult to expand recycling on a voluntary subscription basis because of fewer homes to share the fixed costs per mile. However, when a more rural municipality partners with surrounding communities to contract for waste and recycling collection, those costs are diluted on a per unit basis creating an affordable program for all residents.

The Solid Waste Advisory Committee targeted as a goal the need to shift from voluntary private subscription programs to mandatory participation in municipally contracted services. The inclusion of curbside recycling collection in those municipal contracts was viewed as an added benefit. Moving forward, the County Recycling Coordinator should help municipalities focus not only on ensuring that opportunities for recycling are made available, but also on whether or not municipal collection systems cost effectively capture the optimal types and amounts of recyclable materials.

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#### **4.5 RECOVERY OF TARGETED MATERIALS**

In addition to tracking and monitoring the overall total amount of tons collected, successful recycling programs also take into consideration the results for each individual commodity that currently is or that could be recovered. Understanding the types and amounts of each material available for recycling in the waste stream helps program managers determine where efforts should be directed to attain the best results. The USEPA has been tracking and monitoring the individual components of the municipal solid waste stream since 1960. The agency identifies national trends in municipal solid waste generation, recycling and disposal as a whole and for each material in its composition.

Because raw data can be interpreted differently to demonstrate any number of findings, the USEPA requires states to utilize certain standards in reporting recycling performance. These requirements are largely based on the findings of the USEPA's ongoing study. Pennsylvania utilizes these criteria in its annual reporting requirements. However, in working with information from counties and municipalities across the state, it is common for data to be gathered, organized, and in many cases manipulated before it is reported in the fashion required by PADEP. Therefore, a comparison to national trends is a vital exercise in identifying anomalies. These often reveal a host of issues, from misreporting to actual program strengths and weaknesses.

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#### **4.6 REPORTED OVERALL ACHIEVEMENTS**

Information for Venango County's recycling performance for 2010 was obtained from the PADEP's ReTRAC software reporting system. Recycling activities in Venango County are tracked and monitored by the Venango County Recycling Coordinator. The

PADEP requires County Recycling Coordinators to utilize the system to comply with their annual reporting

The sources of the data are local municipal programs, commercial establishments, recycling transporters and processors, and information from large national retailers provided by PADEP. Descriptions of individual municipal and county programs were offered earlier in this chapter along with discussions on the level of effectiveness of various models. A review of the reported data is helpful in understanding what has been attained through the implementation of the existing programs. In addition, it identifies potential shortfalls and the degree of effort which may remain to meet state and local goals.

Before data from 2010 was used in the analyses, reports from two previous years were compared to ensure that the Plan's baseline year 2010 was not somehow unique or skewed from the norm. Table 4-2 shows a sampling of the data used for comparison. Materials reported from industrial concerns and other extraneous materials that are not commonly collected in residential and commercial recycling programs sometimes need to be filtered out of the data before an accurate analysis can be performed. Gathering and documenting this data may be beneficial in illustrating the broad impact of recycling in an area. However, those figures play no part in the success of a residential curbside or drop-off recycling collection program. In fact, including those other sources and materials in an evaluation of a municipal recycling program distorts the data and skews the results. In addition, it can lead program managers into poor decisions.

**Table 4-2 Select Categories of Recycled Materials Reported by Venango County 2008-2010**

Material	2008	2009	2010
Mixed Glass	316.95	437.74	295.17
Bimetal Cans	65.07	41.68	59.93
Aluminum Cans	51.69	71.77	37.50
Packaging Plastic #1 and #2	49.59	41.36	37.46
Packaging Plastic #3 thru #7	20.11	11.81	14.75
Newspaper	267.60	137.61	233.97
Magazines	1.40	36.33	51.33
Phone Books	39.70	37.76	34.80
Office Paper	87.80	214.17	216.76
Mixed Paper	13.20	22.37	12.40
Cardboard	2,658.50	1,850.40	1,779.70

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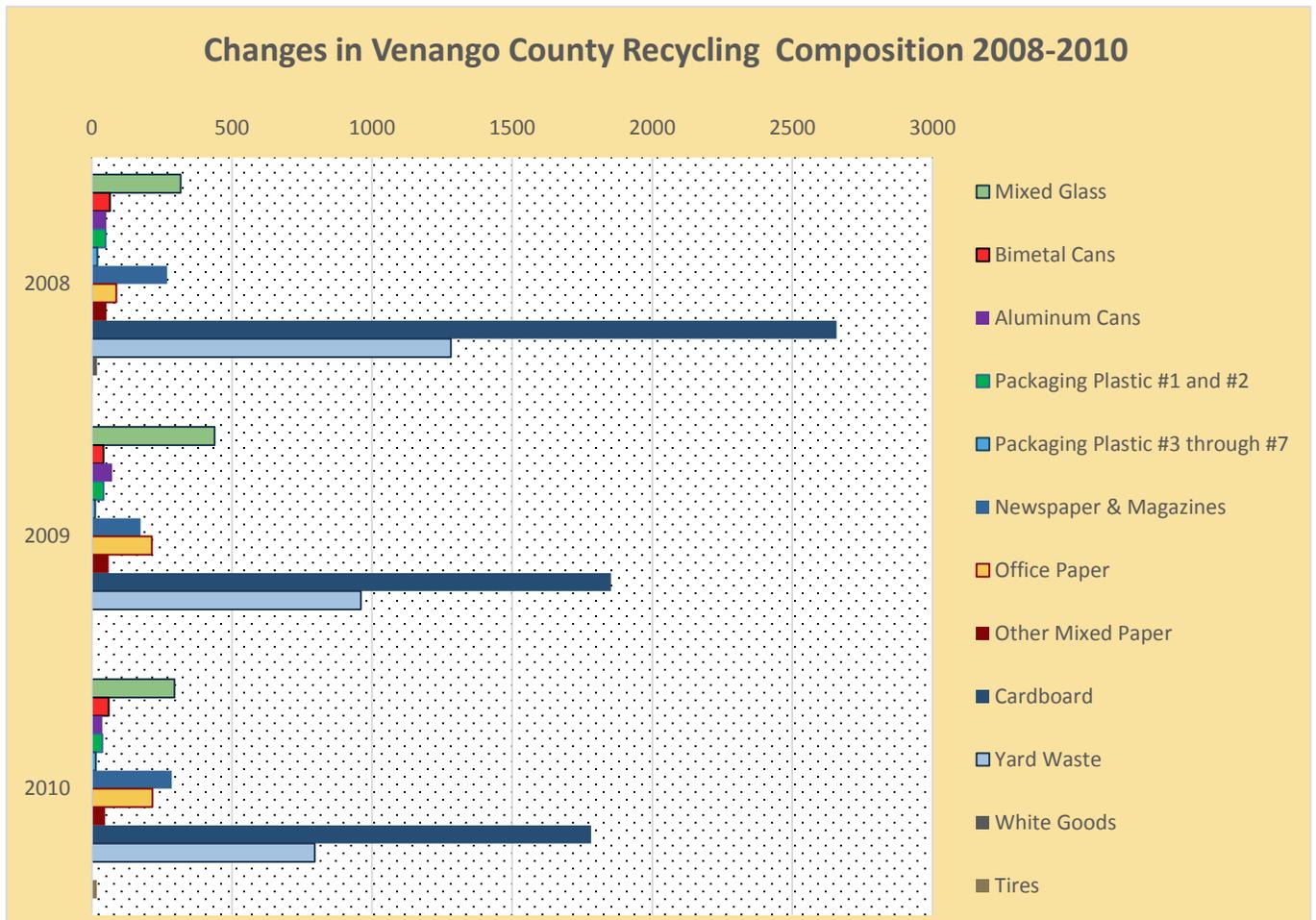
#### 4.6.1 Reporting and Adjusting for Source Separated and Mixed Recyclable Materials

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Residential recycling data reported in Venango County was reported in several fashions depending on how materials were collected and processed. A portion of the materials were reported with individual weights. These materials were collected and processed and weighed by type. Unlike source separated collection systems, there are other recycling collection and processing programs in which certain materials are collected and transported together in the same bin and within the same body of the collection vehicle. One system is commonly referred to as commingled or dual stream collection in which glass, plastic, and metal, bottles, cans and jugs are mixed together, while whatever forms of paper and cardboard that are accepted in the program are collected separately. The other method is single stream where wider varieties of plastics are mixed in the bin with the glass and metals for collection, along with all forms of paper and cardboard. Larger bins, typically wheeled carts, are beneficial to provide to residents under this type of collection system

Providing an individual weight for each material is more complicated, if not impossible, on in-bound commingled or single stream loads. Waste composition and characterization studies of commingled and single stream system, however, provide relatively consistent data. This can be applied to adjust the County's reported figures to reflect the individual materials found in the dual or single stream mix. In addition, the collection and processing methods, along with the types of materials accepted by local transporters and recycling processors, were taken into consideration in the adjustments applied to the Venango County reported data. Figure 4-5 illustrates the shifts in total quantities and types of materials over the time period from 2008 thru 2010.

**Figure 4-5 Venango County Reported Tons of Materials Recycled 2008-2010**



#### 4.7 ATTAINMENT OF STATE RECYCLING GOALS

In 1988, upon the enactment of Act 101, a requirement was established by law for Pennsylvania to attain a recycling rate of 25% of the waste generated in the Commonwealth. PADEP subsequently increased the goal to 35%. The state’s goal is close to the national recovery rate for all municipal waste generated in the United States for 2010, which is 34%. Table 4-2 demonstrates how Venango County measures up to the nation’s and the state’s goals..

In reviewing Table 4-3, one will notice that each material has an individual recovery rate that may be greater or lesser than the overall rate of 34% for all materials combined. As an example, all plastic packaging (#1 thru #7) is recovered at the rate of 12.13%. Magazines on the other hand are recovered at 55.35%. To determine the national rate and the state’s goal, the cumulative total recovery of all tons of materials, which are typically accepted in municipal recycling programs, is used.

When materials are disposed, they are not typically weighed individually. Disposal facilities report on the weights of broad categories of waste, but not on each component. Waste sorts can be conducted to determine the specific local waste composition. However, a sufficient and less costly alternative is to apply the national rates established by USEPA to local population data provided by the US Census Bureau assuming that performance would be similar to the national average. It was this method, which was used to calculate Venango County's generation and disposal figures for each material. The reported recycling quantities for each material are then compared to the estimated expected results.

Table 4-3 compares the local data to the nationally reported figures to demonstrate the County's success in attaining the recycling goals of the Commonwealth. Table 4-3 shows the results of the Act 101 core materials recovered in Venango County. Other items reported locally are included as well. Figure 4-6 provides a stepwise guide to assist readers in understanding and comparing the information that is presented in Table 4-3.

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#### 4.7.1 Understanding the Ratings

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The last column in Table 4-3 shows a percentage rating for each material. It does not represent the percentage of the total materials recovered, or what is often known as the "recycling rate." The indicators of how Venango County's performance compares to the national averages are:

- Average (100%),
- Above average (more than 100%) or
- Below average (less than 100%)

It is worth noting that for some of the materials shown on the table, substantial quantities may be recycled through other means and not reported. For example, considerable amounts of corrugated cardboard and white goods are normally recycled directly by commercial entities. It is safe to assume that at least a portion of these materials go unreported.

*Figure 4-6 Guide to the Data and Column Categories in Table 4-3*

### **Material by Category**

- Materials found in the Venango County municipal solid waste stream.

### **Generated Expected**

- Total amount of each material expected to be generated in Venango County, based on national averages.

### **2010 % of Total MSW**

- The percent that each item represents in the overall composition of the total municipal waste stream in Venango County.

### **Expected Total Tons Disposed**

- Total tons of each Venango County material expected to be disposed based on national averages.

### **Expected Total Tons Recovered**

- Total tons of each material expected to be recovered if Venango County performed similarly to the national averages for the level of population and types of materials collected.

### **2010 % Recovered Nationally**

- The rate at which each material was recovered at the national level in 2010.
- Note that each material is captured at a different rate.

### **Reported Recovery**

- Venango Countywide total reported tons of materials recovered by all sources in 2010.

### **Venango % of Expected Recovery Achieved**

- Venango County is rated based on a percentage achieved of the national averages for 2010.

**Table 4-3 Venango County Reported Recovery of Recyclable Materials compared to Expected Estimates in Tons for 2010**

Material by Category	Expected Tons Generated	Percent of Total MSW	Expected Tons Disposed	Expected Tons Recovered	Percent Recovered Nationally	Adjusted 2010	Percent of Expected
<b>Act 101 Core Recyclable Materials</b>							
Glass Containers	1,665	3.75%	1,108	557	33.44%	295.17	53.01%
<i>Total Glass</i>	<i>1,665</i>	<i>3.75%</i>	<i>1,108</i>	<i>557</i>	<i>33.44%</i>	<i>295.17</i>	<i>53.01%</i>
Aluminum Cans	244	0.55%	123	121	49.64%	37.50	31.00%
Bi Metal Cans	409	0.92%	135	274	66.96%	59.93	21.87%
<i>Total Metal</i>						<i>687.77</i>	
Plastic Packaging #1 and #2	617	1.39%	439	178	28.82%	37.46	21.05%
Plastic Packaging #3 thru #7	1817	4.09%	1700	117	6.44%	14.75	12.57%
<i>Total Plastic Packaging</i>	<i>2,434</i>	<i>5.48%</i>	<i>2,139</i>	<i>295</i>	<i>12.13%</i>	<i>52.21</i>	<i>17.68%</i>
Newspaper	1,758	3.96%	500	1,258	71.56%	233.97	18.60%
Magazines	283	0.64%	126	157	55.35%	51.33	32.79%
Office-type Papers	936	2.11%	208	728	77.76%	216.76	29.79%
Corrugated Boxes	5,168	11.63%	776	4,393	84.99%	1782	40.56%
Mixed Papers	2828	5.74%	1443	1395	27.00%	12.40	0.89%
<i>Total Paper</i>	<i>10,973</i>	<i>35.04%</i>	<i>3043</i>	<i>7931</i>	<i>62.50%</i>	<i>2296.46</i>	<i>13.87%</i>
<b>Subtotal Act 101 Core Recyclable Items:</b>	<b>15,445</b>	<b>34.74%</b>	<b>6,268</b>	<b>9,177</b>	<b>59.42%</b>	<b>2741.10</b>	<b>29.87%</b>
<b>Other Recyclable Items:</b>							
Textiles	1,822	4.10%	1,560	262	14.36%	0	0.00%
Carpeting	616	1.38%	560	55	8.96%	0	0.00%
Furniture	1,925	4.33%	1,923	2	0.09%	0	0.00%
Rubber Tires	923	2.08%	596	327	35.45%	17.60	5.38%
Batteries	568	1.28%	21	546	96.24%	0.8	0.15%
Major Appliances	715	1.61%	251	464	64.93%	.30	6.47
Small Appliances	283	0.64%	263	20	6.92%	0	0.00%
Consumer Electronics	591	1.33%	475	116	19.58%	12.3	10.6%
Other Misc. Durables	3,112	7.00%	3,026	85	2.74%	0.7	0.82%
Yard Waste	5,942	13.37%	2,526	3,416	57.49%	796.8	23.33%
Steel Drums	78	0.18%	16	62	79.55%	0.6	0.97%
Wood Packaging	1,768	3.98%	1,359	409	23.14%	0	0.00%
Food Scraps	6,184	13.91%	6,012	173	2.79%	0	
<b>Sub Total Other Recyclable Items</b>	<b>24,527</b>	<b>55.19%</b>	<b>18,588</b>	<b>5,937</b>	<b>24.21%</b>	<b>829.1</b>	<b>5.71%</b>
<b>Total of Recyclable Items:</b>	<b>39,972</b>	<b>89.92%</b>	<b>24,858</b>	<b>15,114</b>	<b>37.81%</b>	<b>3570</b>	<b>23.62%</b>
<b>Total Unrecyclable Items:</b>	<b>4,482</b>	<b>10.08%</b>	<b>4,482</b>	<b>0</b>	<b>0.00%</b>	<b>0</b>	
<b>Total Municipal Solid Waste:</b>	<b>44,453</b>	<b>100.00%</b>	<b>29,340</b>	<b>15,114</b>	<b>34.00%</b>	<b>3570</b>	<b>23.62%</b>

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## 4.8 FINDINGS AND SUGGESTED ACTIONS

Based on the data for 2010, which is shown in Table 4-3, nearly all of the recovered materials reported by Venango County perform at less than 50% of the national norm. Consequently, Venango County's overall recovery rate, based on all materials generated and recycled, is 23.62% of the national recovery rate of 34%. This means that Venango County's recycling rate is approximately 8%, significantly less than the state recycling goal for all municipal solid waste. However, when the evaluation is limited to the list of Act 101 core recyclable materials included in residential and commercial recycling programs, Venango County fares somewhat better. For the Act 101 materials, the County has a recovery rate of almost 18%. For a rural area with voluntary waste collection, few mandates to recycle, and limited curbside collection, the results in both instances are not unusual. Nevertheless, there is room for improvement. Following are some observations to point out those areas where opportunities to increase recovery and or enhance reporting may exist. In addition, explanations are offered for unusual or lower than average performance.

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### 4.8.1 Increasing Container Recovery

Residential sources generate over 80% of all of the glass bottles and jars, the aluminum and bi-metal food and beverage cans, and the plastic containers in the municipal waste stream. Collecting these materials in residential curbside and drop-off recycling programs makes sense because the largest quantities of these materials that can be recovered for recycling come from our homes. Venango County, currently captures about one third of the materials, which might be expected in a municipal program. Based on the performance comparison of Venango County's municipal residential collection programs, the growth of curbside collection programs could substantially increase the recovery of materials.

#### **Glass**

Glass bottles and jars are among the materials that most residents expect to be included in municipal recycling programs. In Venango County, the recovery of glass containers ranks higher to the national average at 53% than any other material. Because of the manner in which recyclables are collected, glass breakage is an ongoing problem. Broken glass, particularly when clear and colored chards are mixed together, is difficult to market and is often disposed. Therefore, it is very possible that more glass containers are separated for recycling than those that survive unbroken during collection and processing to be accounted for in the reports. Some communities are removing glass from curbside and unmanned drop-off collection programs. These collections are replaced by manned drop-off points with limited operating hours. There, glass can be separated by color, resulting in a greater yield of cleaner material with a higher market value.

## Aluminum and Bi-Metal Cans

Aluminum cans are commonly stored, collected, and taken to places which offer cash for the materials. Although Venango County's reported amount of aluminum cans is only 31% of the national norm, 121 tons expected, it is possible that additional tons are recovered through scrap dealers and other sources, but go unreported. Because residents find it inconvenient to rinse out bimetal food containers, the need to transport bi-metal cans to a drop-off site can be considered a nuisance. However, similar to aluminum cans, there are buy back outlets for metal which accept loose cans from individuals in return for cash.



Because money is a motivator, it is unlikely that additional effort to capture food and beverage cans at the existing municipal drop-off locations would result in significantly more amounts of material. The convenience of curbside collection might improve the recovery rate for those who currently do not feel compelled to deliver materials anywhere with or without a payback. Outreach to local scrap dealers to investigate whether or not quantities of aluminum and bi-metal cans are recycled at their facilities could improve the reported results.

## Plastic

Plastic has replaced glass in a number of food and beverage containers. In addition, the use of plastics for packaging all types of other foods, beverages, and consumer goods has accelerated in the past decade. Therefore, the amount of plastic containers in the waste stream has also increased dramatically. Because plastic containers are light, by weight they only represent less than 6% of the overall waste stream. However, by size and volume, plastic containers take up considerably more space than a comparable reported weight of glass bottles. Therefore, storing plastic jugs, detergent bottles, and other containers for recycling can take up considerable space in one's home or vehicle.

Surveys have shown that when recyclers run out of storage space they revert to disposing of the recyclable materials. Infrequent collection, small recycling bins and/or the need to transport cumbersome material to remote locations decreases the rate of recovery. Backyard burning also interferes with the recovery of plastics. Large wheeled carts for curbside collection provide increased storage capacity, making it easier for residents to recycle greater amounts of materials. The recovery of plastics benefits from this collection method.

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#### 4.8.2 Capturing More Paper and Paperboard

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Unlike food and beverage containers, there are large quantities of paper and paperboard generated in residential and commercial settings. The source with the greatest amounts differs with the type of paper product. Newspapers are found primarily in residential



settings, which account for 85% of the amount generated. Residents also generate the largest quantities, 65% or more of each: junk mail, magazines, paper bags, and folding cartons like cereal and cracker boxes. On the other hand, commercial sources generate nearly 90% of the cardboard and approximately 78% of office papers.

Venango County has poor paper recovery - less than 13% of the national averages, or a recycling rate for all types of paper and paperboard combined of only 8%. Notable is the low recovery rate for commercial cardboard at 35%, which is recycled nationally at the rate of 85%. The recycling rate for newspapers in Venango County is 13% when the national recovery rate is 71.56%. In rural areas paper is frequently combusted. For some, paper is used to help ignite wood and coal furnaces, fireplaces, and stoves. However, for many, open burning is considered an acceptable method of disposal. In fact, even commercial businesses will burn paper and paperboard in rural settings.

Burn control ordinances and municipal collection programs can ensure that recyclable materials like paper are managed properly. Enforcement of commercial recycling requirements in mandated municipalities is necessary to increase the recovery of cardboard and office paper. However, recycling in urban areas is more difficult for commercial establishments due to space constraints, etc. For small generators, including commercial establishments in a municipal collection program can increase compliance and recovery. School districts and other institutions are sources of large quantities of recyclable materials. Promoting the implementation of recycling programs in these facilities should be considered. Finally, government offices and facilities at the federal, state, and local levels, whether or not they are located in mandated municipalities should be encouraged to set an example for the citizens of Venango County by recycling.

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#### 4.8.3 Better Scrap Tire Management

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Illegal disposal of scrap tires poses harm to the environment, as well as public health and safety. Scrap tires become breeding grounds for mosquitoes bearing the West Nile Virus. Tire piles can combust spontaneously and are often the fuel for lingering fires releasing toxic fumes and emissions into the atmosphere for prolonged periods. Tires are no longer accepted for landfill disposal. When disposed in a landfill, whole tires can fill with methane gas and as they float to the surface cause disturbances to the protective liner system.

To provide consumers with a responsible method of handling scrap tires, Pennsylvania tire retailers, for a small fee, will accept old tires at the time of replacement purchase. The take back program recovers a significant amount of scrap tires. Recovered tires are used as fuel in cement kilns and related applications. They are often ground to make a crumb rubber that can be used as a mulch on playgrounds. Crumb rubber is also used in the manufacturing of asphalt.

In spite of the convenience, consumers still accumulate scrap tires in garages, sheds, and residential properties. Some reject the idea of paying a fee for disposal. Other believe there could be extended life or alternative uses for the worn tires, which never materializes. Consequently, residents seek a disposal outlet for the tires. Compounding the issue, unscrupulous transporters often remove scrap tires from retail outlets, but fail to deliver them to tire recyclers or waste to energy facilities. Both scenarios contribute to illegal dumping. Tires have been removed during the cleanup of virtually every illegal dumping site remediated throughout the Commonwealth.

The Scrap Tire Management Council uses a standard assumption that scrap tires are generated at a rate of one tire per person per year. Passenger car tires comprise 80 percent of the national annual waste tire generation. According to the Rubber Manufacturers Association, car tires weigh approximately 22 pounds each. Based on population and data reported by USEPA it is estimated that 604 tons of waste tires were generated in 2010 in Venango County. If recycled at the national recycling rate, about 212 tons of scrap tires would be recovered. Venango County reported the recovery of 17.6 tons in 2010, only 5.38% of the national norm.

The low reported recovery rate for scrap tires could be an indicator that better outreach to tire retailers or transporters is warranted to capture the data. It could also confirm the findings of the illegal dumping surveys. Tire collection events conducted in conjunction with community clean-ups or as part of a countywide prevention program could serve to reduce some of the problem.



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#### 4.8.4 Major Appliances (White Goods)

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Nearly all major appliance retailers offer an appliance take-back and Freon removal service at the time of a replacement purchase. Therefore, a significant portion of old

appliances are recycled and reported from the commercial sources that provide this service. Based on population, it is estimated that 715 tons of discarded major appliances were generated in 2010 in Venango County. If recycled at the national recycling rate, about 464 tons would be recovered. The ReTRAC reporting system failed to show any recycled white goods reported from commercial sources, but did show 0.3 tons in the residential category. It is probable that significantly more appliances are recycled than reported to the County. To capture these quantities in the future, the County should identify how local retailers handle old appliances. If these services are outsourced, the retailers could be asked to identify their service providers or the retailers could agree to report these activities directly.

## 4.9 COUNTY SPONSORED PROGRAMS AND EVENTS

Venango County periodically sponsors collection events for those materials that require special processing or handling. Public response has been favorable. In some instances, the County has partnered with other agencies and organizations to host events. Following is a description of the types of materials that are typically accepted and the benefits of conducting these programs.

### 4.9.1 Household Hazardous Waste

Most homeowners would be surprised to discover that many products which they use on a regular basis would be categorized as hazardous materials if found in an industrial setting. Because they are generated in a residential context, they are classified as Household Hazardous Waste (HHW).

The Pennsylvania Department of Environmental Protection estimates that each person in Pennsylvania generates an average of four pounds of Household Hazardous Waste (HHW) each year. With a population of nearly 54,984 Venango County could expect to produce approximately 109 tons of HHW per year.

Cleaning agents, pool chemicals, paints, herbicides, and pesticides are all considered HHW. Many of these materials may be ignitable and/or poisonous, and therefore, a serious

**Safely dispose of common household chemicals**

**VENANGO COUNTY**  
**Cranberry Mall**  
 Route 322, Cranberry Township  
**Saturday, July 20, 2013**  
 9 am - 1 pm

**FEE: \$2/gallon – Cash Only**

**ACCEPTABLE ITEMS INCLUDE:**

- aerosol cans
- automotive fluids  
motor oil, transmission fluid, antifreeze, brake fluid
- batteries
- chemistry sets
- compact fluorescent bulbs (CFLs)
- gasoline and kerosene
- household cleaners  
ammonia, drain openers, acid cleaners, oven cleaners
- mercury
- paint products  
latex, oil based, alkyd based, arts/crafts chemicals, rust preservatives, creosote, water sealers, paint thinners, furniture strippers
- pesticides/herbicides  
rodent killers, insecticides, weed killers, mothballs, fertilizer
- photo chemicals
- pool chemicals

**WE DO NOT ACCEPT:**

- ammunition
- appliances
- bulk waste
- commercial and industrial waste
- compressed gas cylinders (including propane tanks)
- drugs
- explosives
- flares
- fluorescent tubes
- leaking containers
- medical waste (including needles)
- PCBs and dioxin
- radioactive materials (including smoke detectors)
- tires

**2013 pharmaceutical collection schedule available. For details visit [www.zerowastepgh.org](http://www.zerowastepgh.org)**

**www.zerowastepgh.org 814-432-9684**

health and safety hazard in homes especially to children and the elderly. They also pose threats to the community in general.

Individuals faced with eventual removal of these accumulated quantities often encounter significant obstacles and associated costs. Venango County partners with the Zero Waste Pittsburgh (formerly the Southwestern Pennsylvania Household Hazardous Waste Task Force) to facilitate the collection of HHW. Collection events are typically held every other year. Often the need to dispose of HHW is immediate, therefore the County maintains information on other regional commercial outlets that can accept these materials.

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#### 4.9.2 Unwanted Pharmaceuticals

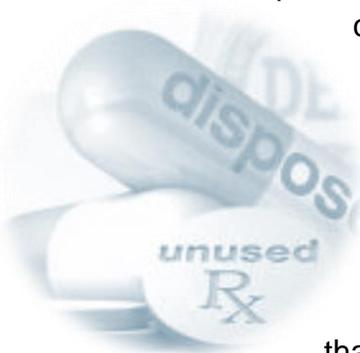
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Waste pharmaceuticals encompass all types of over-the-counter and prescription medications. These wastes come in the form of solid pills and capsules, creams, liquids and aerosols. Many pharmaceuticals intended for pets are similar or identical to those prescribed to humans and should be treated exactly the same.

In a perfect world, all the pharmaceuticals that are prescribed for a patient or bought by a person to treat a common illness (such as headaches, colds, etc.) would be consumed. However, for a host of reasons, significant quantities of pharmaceuticals go unused and remain in our homes. Sometimes patients do not take the intended dose. Others discontinue the medication when they are well. In some cases, over-the-counter products expire before they are consumed.

Unwanted pharmaceuticals can adversely affect human health when they are improperly ingested. They can also work their way into the environment, where they can indirectly impact people's health. Studies in many countries have demonstrated the presence of

pharmaceutical products at trace levels in water streams. The life cycle of pharmaceutical products was analyzed and it was determined that the major contributor to the presence of these substances in the environment is not the manufacturing operations but the use and actions of the consumers. Primarily, these substances are flushed into the environment through our sanitary sewer systems.



Storing unwanted medicines in the home increases the risk that these drugs may be used by young people for non-medical reasons. A 2008 report from the Office of National Drug Control Policy notes that prescription medicines are the drug of choice among youth beginning at 12 to 13-years old. The increasing illicit use of these medications has contributed to higher incidents of accidental deaths and a growing criminal element. An update of that same study in 2011

found that six million Americans abuse prescription drugs. Of people abusing prescription pain relievers, more than 70 percent got them through friends or relatives. This statistic includes those who simply raid the family medicine cabinet. Venango County is not immune to these problems.

Venango County and local municipalities participate in the National Prescription Drug Take-Back Day, which is sponsored and coordinated by the US Drug Enforcement Agency. (DEA). Organized and controlled collection events, sponsored by local governments and conducted under the supervision of law enforcement officials, are easier to conduct than in the past. The DEA's first Take-Back Day event in 2010 resulted in the enactment at the federal level of the Secure and Responsible Drug Disposal Act of 2010, which amended the Controlled Substances Act (CSA). This provided the DEA with the authority to develop permanent, ongoing, and responsible methods for disposal of all types of pharmaceuticals. Prior to the passage of the Disposal Act, there was no legal means for transferring possession of controlled substance medications from users to other individuals for disposal. These events not only protect the health and safety of local residents, but also serve as a deterrent to crime in Venango County.

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#### **4.9.3 Discarded Electronics**

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Electronic devices all become disposable commodities within extremely short time spans. Current trends show that items such as televisions, computers, and monitors are replaced by newer, better models every few years. For smaller devices like cell phones, digital cameras, etc., this happens as soon as every few months. This planned obsolescence has created a new problem in what to do with the old devices. Lead and other toxic materials are common elements in much of the equipment. Mercury from electronics has been cited as a leading source of mercury in municipal waste. In addition, brominated flame-retardants are commonly added to plastics used in electronics. Therefore, when discarded electronic equipment is disposed, it can pose environmental hazards.

##### **4.9.3.1 Covered Device Recycling Act**

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Pennsylvania legislators recently adopted the Covered Device Recovery Act (Act 108 of 2010 or CDRA). This piece of legislation provides for extended producer responsibility for discarded electronics, including computers and televisions, and bans these items from disposal beginning in 2013. The Act establishes a fund to pay for the recycling of these items. However, orphan materials, those produced prior to the effective date of the Act and/or by companies that no longer exist, are not included.

Increasingly over the last decade, Pennsylvania counties and municipalities have been offering computer and electronics collections as part of HHW collections or separate special events. In addition, electronic refurbishers, dismantlers, and processors have emerged that accept computers and other electronics for recycling. Public response to the drop-off events has been favorable. Reports indicate that the amount of material recovered from one-day collections is substantial. However, it is still minimal in comparison to the volume known to exist. Programs that collect material more frequently are shown to have a higher degree of participation and increased recovery.

Early implementation of CDRA has confirmed that counties and municipalities will still need to play a role in the collection of discarded electronics. This is particularly true in rural areas where retailers or processors, which accept the CDRA items

In rural areas, retailers or processors, which accept the CDRA items directly from consumers for the manufacturers, are few or may not exist.

Counties and municipalities will still need to play a role in the collection of discarded electronics.



directly from consumers on behalf of manufacturers, are few or may not exist. In addition, there are numerous other discarded electronics not covered by the Act.

#### 4.10 THE FOURTH R- ENERGY RECOVERY

The USEPA waste hierarchy has always relied on three directives – Reduce, Reuse, Recycle- to minimize landfill disposal. Recently, USEPA has begun to acknowledge what the European Union has used as another measure of waste diversion, the Fourth R, the recovery of energy from waste. There are many methods of recovering energy from waste materials. Whether they are feasible or not is dependent on the volume and the composition of the local waste stream. Some of the recovery processes are specific to materials with certain qualities and characteristics. Others were derived as a way to benefit from the by-products or local industries.

Venango County is undeniably related to the production of energy. Oil and now natural gas have played an important role in the history and culture of the region. Another Venango County industry that could provide a renewable source of fuel is lumbering and the production of wood products.

Wood for energy can come from a number of sources familiar to Venango County, such as:

- urban or construction site wood,
- low value wood that is part of a timber harvest,
- residues from wood manufacturing,
- dedicated energy crops, and
- timber stand improvement activities.

Clean woody biomass has become a key element in a larger push to develop Pennsylvania's resources thought to be energy alternatives for fossil fuels. As a locally produced fuel, wood chips are more economical to burn than fossil fuels. Locally generated wood can be used near the source, thus minimizing the cost of labor for transport. One of the greatest benefits of developing a biomass to energy network is that ultimately, 100% of the energy costs for biomass heat systems is returned to the local economy.

Industrial-scale biomass energy still struggles with logistical and funding issues. However, on a smaller deliberate scale, wood-fired systems that distribute thermal energy to institutions, industries, and individual homes, has proven to be more successful. Rural schools, hospitals, and prisons have cut their utility bills by installing wood boilers. Small community and institutional projects may prove to be the most feasible form of biomass power

In 2011, a report was released from the Pennsylvania Legislative Forestry Task Force, chaired by then Representative and now Senator Scott Hutchinson. According to the findings of the Forestry Task Force, in utilizing the potential thousands of tons of biomass in Pennsylvania that would otherwise rot or be consumed by forest fires, energy expenses could be recycled into the state's economy. One of the results of the Task Force's recommendations was the creation of the "Pennsylvania Fuels for Schools and Communities" program.



"Fuels for Schools and Communities" is a statewide energy-use initiative aimed at promoting the use of local wood and biomass resources to provide reliable energy for

Pennsylvania schools and businesses. The program operates as an independent group of state agencies, organizations, agencies, and individuals that provide education, financial analysis support, and technical assistance. Pennsylvania Fuels for Schools and Communities estimates that when fuel oil is \$2.00/gallon and wood costs \$50.00/ton, using wood fuel instead of fuel oil reduces energy costs by nearly 75%, making wood fuel systems very economically sensible.

However, in both Elk and Clearfield counties, successful programs are in operation. The Elk County Regional Health System reports energy savings of over \$300,000 when compared to the cost of natural gas. A broad variety of state and federal grant and loan opportunities are available for the development of biomass energy systems in Pennsylvania for schools, institutions, greenhouses or other businesses. These include: the Pennsylvania Department of Environmental Protection's Energy Harvest and PA Energy Development Authority grant programs; the Department of Community and Economic Development's Manufacturers Equipment Loan Fund; the USDA Rural Development Program and the USDA US Forest Service.

There currently are no known biomass for energy projects in Venango County. Because some portion of the biomass wood is generated as municipal waste, during the period of Plan implementation, it could be a valuable project for the County to explore the sustainable availability of biomass fuel in Venango County along with identifying institutions that could benefit from its use as a dedicated fuel source.

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#### **4.11 SUMMARY AND CONCLUSIONS**

A comprehensive review of historic recovery data, material sources, and collection practices in Venango County was conducted throughout the planning process. It revealed that Venango County residents respond to recycling opportunities when they are convenient and affordable. The review also exposed the need to enhance local programs and, more importantly, to assure that residents and businesses participate in integrated waste management services that include recycling. Based on the findings, the Solid Waste Advisory Committee concluded that the Plan should focus on motivating municipalities to implement programs that require residents and businesses to participate and utilize the services available. In addition to goals for the municipalities, the Committee suggested enhancing reporting procedures, exploring the feasibility of new programs, and offering ongoing special collection programs as objectives for the County. In Chapter 5, these ideas and suggestions are expanded into an actionable plan along with a timeline for implementation.



# Chapter 5

## 5 A FUTURE COURSE OF ACTION

Foresight, focus, and flexibility are fundamental to the success of any business plan. The same concepts apply when governments envision the programs necessary to protect the health, safety and the services required to satisfy the expectations of local residents. Plans are futuristic in nature. Therefore, they must allow for unforeseen events and circumstances that can alter even the most carefully orchestrated agendas. The current planning process demonstrated that many of the views and assumptions widely accepted at the enactment of Act 101, the Municipal Planning, Recycling, and Waste Minimization Act of 1988, have shifted or are no longer valid. It is safe to assume that some of the conditions and factors that influenced the decisions made during 2013 for this planning process could change within the next decade. Therefore, the Venango County Municipal Solid Waste Management Plan is meant to be a fluid and dynamic policy document. It allows for project shifts in the implementation timeline. It anticipates the need for further investigations and studies to determine the feasibility of some of the suggestions before definitive action is taken.



*"They always say  
time changes  
things, but you  
actually have to  
change them  
yourself."*

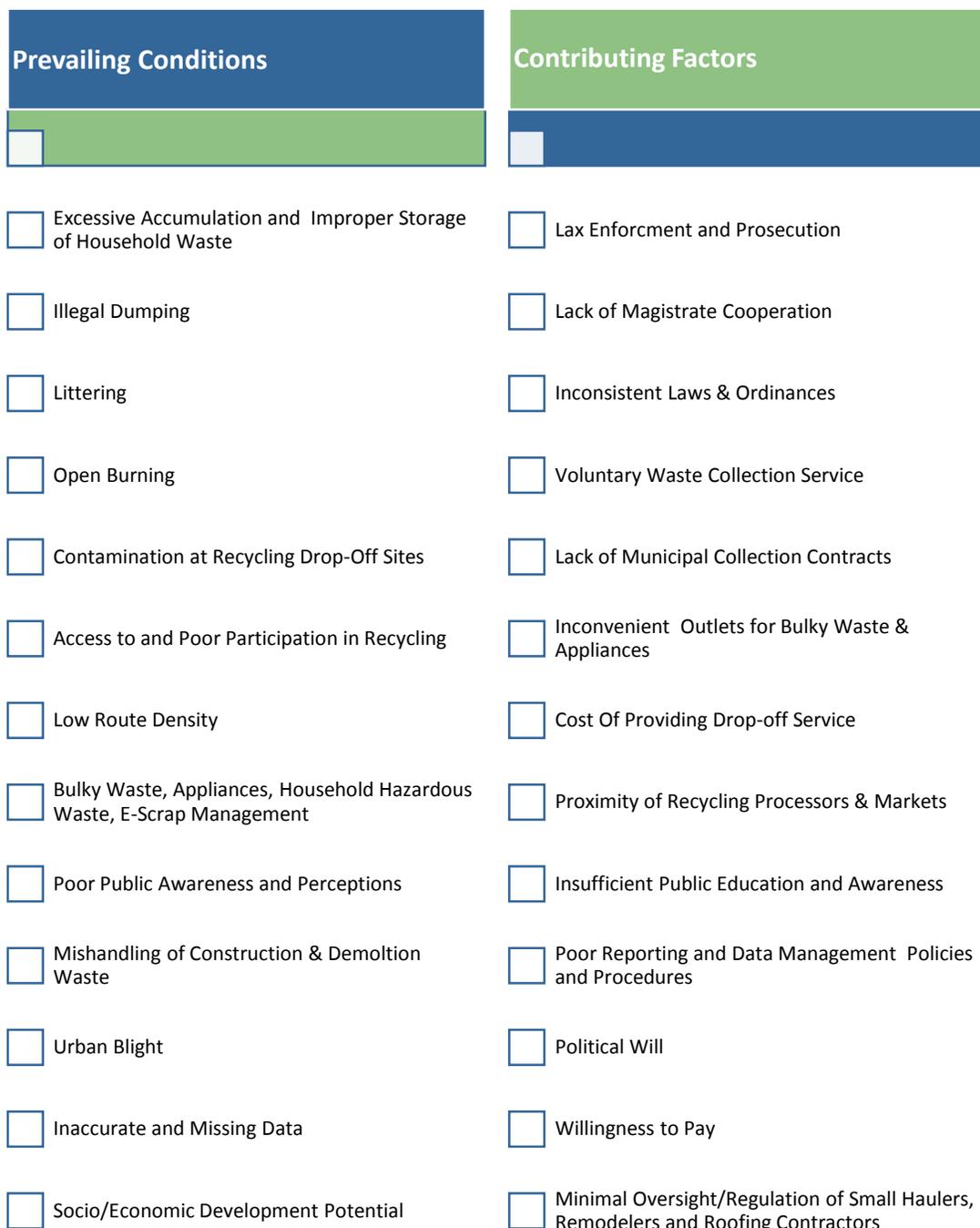
- Andy Warhol

### 5.1 KEY INDICATORS AND COMMONALITIES

Throughout the Plan, a number of issues were presented with strikingly similar contributing factors. The consistency with which these conditions appeared helped to define certain factors as root causes of deeper lingering problems. It also pointed to others as desirable traits of successful programs. The Solid Waste Advisory Committee brought many of the

issues and conditions to the table for discussion. In addition, the Committee members offered informed opinions on acceptable remedies, desired services, and financial realities. Figure 5-1 illustrates the topics which were evaluated and the repeating elements thought to facilitate some of the local conditions. This list influenced the final recommendations proposed to be implemented during the Plan’s time period.

Figure 1-1 Municipal Waste and Recycling Issues Reviewed & Evaluated in SWAC Meetings



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## 5.2 FUTURE PRIORITIES AND TARGETED IMPROVEMENTS

The findings of the research and evaluation conducted as part of the planning process is discussed at length in the Plan. Substantial supporting data is offered in the narratives, tables, charts and figures included throughout the previous chapters of the document. Here, in Chapter 5, goals and recommendations are categorized and a course of action to obtain each one, is outlined. A time frame to initiate or complete each action is also included.

Although Act 101 delegates the authority to plan for municipal solid waste management to the County, the municipalities have direct jurisdiction over many of the elements that can impact whether proper storage, collection, transport, processing and disposal occurs. Taking that into account, the recommendations of the Solid Waste Advisory Committee include suggested responsibilities and courses of action at both the County and municipal level. This collaborative approach is reflective of effective government leadership.

The stakeholders represented on the Solid Waste Advisory Committee eventually narrowed the scope of the Plan to the following targeted initiatives:

- *Universal participation in residential waste & recycling collection*
- *Education and awareness of proper waste management practices*
- *Uniformity in ordinances, codes and enforcement*
- *Centralized and convenient outlet for materials and special events*

Each of the initiatives is presented with a brief description. A series of graphics follows, which provides the goals and objectives of each campaign, along with suggestions for the County and the municipalities to expedite the implementation of that component of the Plan.

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### 5.2.1 Residential Waste and Recycling Collection Initiative

The foundation of any municipal waste management plan is to ensure that the system provides sufficient access to municipal waste collection and disposal services for all residents and businesses in the jurisdiction. Of equal importance is that the system is universally utilized by all those who generate municipal solid waste. Therefore, the first recommendation of the Plan is to strive to attain universal participation in residential waste and recycling collection before the next required Plan revision. Residential waste and recycling curbside collection services are beyond the normal jurisdiction of the County. However, that does not preclude the County from providing support to municipalities desiring to issue their first request for competitive bids for collection services, to expand the services they currently offer, or to switch to a Pay As You Throw rate structure to incentivize recycling. Figure 5-2 outlines the Residential Waste and Recycling Collection Initiative in more detail with proposed actions and a suggested implementation schedule.

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### 5.2.2 Public Education and Awareness Initiative

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The acts of roadside littering, illegal dumping, and contaminating recyclables can stem from a lack of public awareness and understanding of the adverse effects of these behaviors. Traditional approaches to remediate the issues focus primarily on clean-ups and have minimal impact on recurrence. Changing attitudes and influencing behavior are proven to have a more profound and lasting effect. The same is true in attempts to incentivize people to recycle.

Education serves as the foundation of behavioral change. It is most effective when conducted on multiple levels within a community. Starting with civic and chamber groups, local governments and the media is a way to initially gain support and acceptance of a program's goals. When affordable, the repetitive nature of radio and cable television ad campaigns can be extremely effective. Providing proper receptacles in all public venues reinforces the lesson. Figure 5-3 shows the proposed elements of the Public Education and Awareness Initiative.

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### 5.2.3 Uniform Municipal Waste Management Codes and Enforcement Initiative

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Although education takes a reward approach to modify behavior, certain individuals make more dramatic and lasting changes when penalized for poor behavior. Therefore, enforcement is an essential element in preventing dumping activities. Violators are often cited, fined, and identified in local papers. Venango County has never initiated a campaign to solicit the support of law enforcement personnel and the judiciary system. An aggressive organized public enforcement program has never been launched against illegal dumping. Sufficient personnel, resources, and funding are required to do both. However, when conducted in a systematic and planned approach, the mission can be accomplished. Savings are often realized by local governments that experience fewer instances of illegal dumping. Additionally, as the contamination in recyclables lessens, the marketable value of the material increases. Less contamination at drop-off sites can reduce the frequency of collection and the incidence of disposal resulting in direct savings. Figure 5-4 shows the recommended activities and schedule to conduct the Uniform Municipal Waste Management Codes and Enforcement Initiative.

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### 5.2.4 Venango County Recycling and Special Collections Convenience Center Initiative

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The launch and gradual development of a centralized convenience center is one of the biggest initiatives suggested during the planning process. The need for the Venango County Convenience Center was prompted by a number of concerns. Initially, the lack of outlets to manage discarded electronics banned from disposal by the Covered Device Recycling Act was the primary focus. However, a variety of equally important functions surfaced.

An illegal dump survey conducted in Venango County confirms that some of the most common items found in illegal dump sites are white goods (appliances), household furnishings, mattresses, and tires. Studies show that when outlets are readily available to accept these materials, the incidence of illegal dumping decreases. Many municipalities include the collection of large items as part of their regular curbside collection programs. Others offer seasonal clean-ups where items are collected at the curb or at a central drop-off location. Those with subscription collection service are dependent on the willingness of their service provider to accept these materials, often at a premium price. During the planning process, discussions focused on mechanisms to address the needs where no curbside service is available, and for those with no mechanism to transport the items to a collection event. An additional concern was the need to provide options for residents countywide whose circumstances dictate immediate removal of the materials. Finally, the ongoing contamination in unmanned municipal recycling drop-off sites, and the need for special collections for household hazardous waste pointed to the need for a permanent manned collection point.

Figure 5-5 includes the plans to develop a skeleton site and a timeline to phase in various collection services as finances permit. Ideas to fund the Convenience Center are also included.

**Figure 5-2 Recommendation for Residential Waste and Recycling Collection Initiative**

**Goal**

- For all residents of Venango County to have access to convenient recycling opportunities.
- For all residents in Venango County municipalities to utilize commercial curbside waste & recycling collection services by the year 2020.
- Beginning in 2016, for neighboring municipalities to jointly solicit competitive bids for residential waste collection service utilizing specifications that enhance service offerings, encourage recycling, and control costs.

**Objective**

- Protect public health and safety
- Prevent environmental pollution
- Reduce the per unit costs of waste collection

**Recommendations**

- Improve the specifications and structures of existing municipal contract.
- Foster the growth of joint/regional collection contracts.
- Enact a county ordinance to require transporters that service residential accounts to include curbside recycling as part of their waste collection services for one combined fee.
- Enact municipal ordinances to require waste and recycling collection in subscription service areas.

**Recommended County Action Items**

- Beginning in 2016, implement a series of informational seminars for municipal officials on the economic and environmental benefits of mandatory contracted collection.
- By 2015, adopt a countywide solid waste management ordinance to require transporters to include curbside recycling as part of their residential waste collection services for one combined fee.
- By 2017, offer guidelines on developing bid specifications and contracts.
- By 2018, conduct a public education campaign on the benefits of universal waste & recycling collection

**Recommended Municipal Action Items**

- By 2019, should revise and update all local ordinances related to waste storage, collection and management for consistency with the goals and objectives of the Venango County MSW Plan.
- By 2020, should require residents to use a commercial waste/recycling hauler.
- Beginning in 2016, explore partnerships and opportunities for intergovernmental competitive bidding for residential waste & recycling collection.
- Beginning in 2016, attend County sponsored events on waste and recycling collection issues.
- By 2018, promote the benefits and cost savings of municipal contracted services to their residents.

**Figure 5-3 Recommendation for Public Education and Awareness Initiative**

<p><b>Goal</b></p> <ul style="list-style-type: none"><li>•To heighten public knowledge regarding proper waste management practices throughout Venango County</li><li>•To foster community pride and ownership of the environment</li><li>•To make proper waste management practices the social norm</li></ul>
<p><b>Objective</b></p> <ul style="list-style-type: none"><li>•Protect public health and safety</li><li>•Prevent environmental pollution</li><li>•Improve the quality of life for County residents</li><li>•Increase property values</li></ul>
<p><b>Recommendations</b></p> <ul style="list-style-type: none"><li>•The enactment of stricter municipal ordinances for waste storage and mandatory collection of municipal waste and recycling.</li><li>•The enactment of a countywide solid waste and recycling ordinance to track and monitor solid waste transport and disposal activities</li><li>•Foster the creation and growth of a joint enforcement program/officer.</li><li>•Institute an illegal dumping surveillance program</li></ul>
<p><b>Recommended County Action Items</b></p> <ul style="list-style-type: none"><li>•Beginning in 2015, engage local municipal officials, businesses, tourism agencies and other civic organization to participate in an anti-littering campaign for Venango County.</li><li>•Beginning in 2016, develop educational materials promoting the value of universal waste collection and the hazards of open burning, and illegal dumping. Seek funding from local sponsors or the waste industry to support the program.</li><li>•Beginning in 2017, meet with social and civic organizations to inform members of the value of universal waste collection and the hazards of open burning, and illegal dumping.</li><li>•By 2017, when funds are made available, assist municipalities in obtaining public venue waste and recycling containers</li><li>•By 2018, seek funding from PADEP or Keep Pennsylvania Beautiful for surveillance cameras to monitor known illegal dumping sites.</li></ul>
<p><b>Recommended Municipal Action Items</b></p> <ul style="list-style-type: none"><li>•Beginning in 2015, participate in an anti-littering campaign for Venango County.</li><li>•Beginning in 2017, using materials developed by the County, promote the benefits and cost savings of universal waste and recycling collection services to their residents.</li><li>•By 2017, when available, seek funding for public venue waste &amp; recycling receptacles.</li></ul>

**Figure 5-4 Recommendation for Uniform Municipal Waste Codes & Enforcement Initiative**

<p><b>Goal</b></p> <ul style="list-style-type: none"><li>•To require consistent municipal waste management standards throughout Venango County</li><li>•To minimize the incidents of illegal dumping and open burning</li><li>•To increase the risk of discovery and prosecution for violators of the law</li></ul>
<p><b>Objective</b></p> <ul style="list-style-type: none"><li>•Protect public health and safety</li><li>•Prevent environmental pollution</li><li>•Improve the quality of life for County residents</li><li>•Increase property values</li></ul>
<p><b>Recommendations</b></p> <ul style="list-style-type: none"><li>•The enactment of stricter municipal ordinances for waste storage and universal collection of municipal waste and recycling.</li><li>•The enactment of a countywide solid waste and recycling ordinance to track and monitor solid waste transportation and disposal activities</li><li>•Foster the creation and growth of a joint enforcement program/officer.</li><li>•Increase the number of prosecutions for illegal disposal activities resulting in convictions from local magistrates</li></ul>
<p><b>Recommended County Action Items</b></p> <ul style="list-style-type: none"><li>•Beginning in 2015, examine the existing local ordinances on zoning, solid waste &amp; recycling and building codes to determine strengths and weaknesses in the system.</li><li>•Beginning in 2016, implement a series of informational seminars for municipal officials on the economic impact of illegal dumping and ways other communities have reduced the problem.</li><li>•By 2015, adopt a countywide solid waste management ordinance to require transporter reporting.</li><li>•By 2016, work with Keep Pennsylvania Beautiful to conduct educational campaign for district magistrates on economic and environmental impact of illegal dumping</li><li>• By 2017, consider a county demolition permit that requires proof of disposal or C&amp;D recycling.</li><li>• By 2018, develop model ordinances and regulations for use by the municipalities.</li><li>• By 2019, institute an illegal dumping prevention program at known dumping sites and recycling drop-off locations</li></ul>
<p><b>Recommended Municipal Action Items</b></p> <ul style="list-style-type: none"><li>•By 2019, should review and revise and update all local ordinances for consistency with the goals and objectives of the Venango County MSW Plan.</li><li>•By 2017, should institute building permits that require C&amp;D recycling and/or proof of disposal.</li><li>•Beginning in 2016, attend County sponsored events on waste collection issues.</li></ul>

*Figure 5-5 Recommendation for the Venango County Recycling and Special Collections Convenience Center Initiative*

### Goal

- To minimize the incidents of illegal dumping and open burning
- To provide a convenient outlet for electronic discards, bulky items, appliances and HHW
- To reduce contamination in drop-off recycling

### Objective

- Protect public health and safety
- Prevent environmental pollution
- Improve the quality of life for County residents

### Recommendations

- Provide an outlet for discarded electronics, particularly those banned from disposal
- Shift away from unmanned drop-off collection points to reduce contamination
- Provide a consumer friendly location for managing bulky waste and appliances
- Facilitate the transport of bulky waste and appliances where curbside collection is unavailable
- Seek alternative forms of funding

### Recommended County Action Items

- Beginning in 2014, explore potential Brownfield Sites to locate a Convenience Center. Seek out used containers and equipment thru PADEP grant funded abandoned equipment network.
- Beginning in 2015, recruit and enlist volunteer labor force.
- By 2015, shift from unmanned recycling collection points to manned Convenience Center. Accept pre-sorted recyclable materials to improve quality and marketability. Promote and encourage user donations
- By 2016, establish regularly scheduled E-Waste collection at Convenience Center.
- Beginning in 2016, establish a discount bulky waste and appliance pick-up service. Issue RFP for local scrap dealer to provide service on behalf of county or purchase vehicle and use county or municipal crews.
- By 2017, increase service days from one day per week to three days per week as volumes increase. Establish user fees for collection and processing of special handling materials
- Beginning in 2017, expand site services to include periodic HHW collections.
- By 2018, begin processing commodities on-site
- By 2018, establish joint marketing program with other counties to negotiate better pricing, secure sponsorships from local businesses and industries
- By 2019, work with County EMA to plan for coordination and staging of disaster debris

### Recommended Municipal Action Items

- By 2015, provide periodic labor and in-kind services to support the Convenience Center
- By 2016, promote the services of the Convenience Center to local residents.

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### 5.3 SUMMARY

The four initiatives proposed for the Venango County Municipal Solid Waste Management Plan are designed to improve the overall quality of life in the area. The recommended actions are designed to build strong County and municipal relationships. If implemented within the allotted time frames, the County should realize a noticeable decrease in illegal dumping and littering. By sharing the costs of curbside collection with a broader network of residences, the per unit rates should be lowered. Better data management and reporting mechanisms will allow the County to make informed decisions as the new opportunities and issues are presented.

# Chapter 6

## 6 PROVIDING DISPOSAL CAPACITY FOR VENANGO COUNTY

The process to develop the Venango County Municipal Solid Waste Management Plan provided a deeper understanding of the actual disposal practices of local residents and businesses. An inventory was compiled of the facilities where Venango County municipal waste has been reportedly disposed. Discrepancies were identified in the amounts of waste disposed and what would be anticipated for a county similar in size and demographics. The historic waste generation and disposal rates were established. These exercises were all necessary to fulfill the single most important responsibility outlined for counties by the Municipal Waste Planning, Recycling, and Waste Reduction Act (Act 101). Projecting the County's future disposal needs and securing sufficient disposal capacity to manage the volumes of municipal waste, which will be generated, is the fundamental requirement for Pennsylvania counties under Act 101. Counties can use a number of mechanisms to acquire the disposal capacity. Regardless of the process, it must be conducted in a fair, open, and competitive manner. It is important to ensure that the selection criteria, the contractual terms and conditions, and the public solicitation can withstand a potential legal challenge of the process or of the selected service provider(s). Additionally, the criteria should not unfairly favor Pennsylvania facilities nor discriminate against facilities that are located outside of the Commonwealth.

Chapter 6 discusses the steps utilized by Venango County to request and secure disposal capacity. It provides a brief overview of the evaluation criteria and the review process. Finally, it identifies those facilities selected to accept Venango County municipal solid waste for disposal for the next decade. It also illustrates the location of those sites.

### 6.1 DETERMINING DISPOSAL CAPACITY REQUIREMENTS

To calculate Venango County's disposal capacity needs for the next decade, a number of indicators were used. The assumptions and the calculations are included in Chapter 3. Any necessary adjustments to the raw data used to calculate the estimated capacity requirements are explained in Chapter 3 as well. The capacity projections in and of themselves showed no indication of pending capacity deficits. However, the need to solicit for capacity as part of the current planning process was prompted in part by the pending expiration of the current disposal agreements and to protect the county against any unforeseen capacity shortfalls that could occur in the region within the next decade.

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## 6.2 PUBLIC NOTIFICATION OF REQUEST FOR CAPACITY

A Request for Proposals for Disposal Capacity was issued by the Venango County Regional Planning Commission on behalf of the Board of County Commissioners. The PADEP, who was notified of the County's intent to solicit for capacity assurances, posted the official solicitation notice in Pennsylvania Bulletin. In addition, the solicitation appeared in the print and digital online versions of a national trade publication, Waste 360. Proof of publication is provided in Appendix B.

To reach the greatest number of potentially interested parties, in addition to public notification, the County circulated the Request for Proposals through industry trade organizations and to facilities within the region permitted to dispose and/or process municipal solid waste. These combined efforts assured that facilities located both within and out of the state would be informed of the County's request.

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## 6.3 SELECTION CRITERIA

Facilities were expected to adhere to clearly defined proposal submission guidelines, which specified the format and content required for administrative completeness and technical merit review. The selection process was non-biased. All facilities and disposal processes were given equal consideration and opportunity. The potential need to make inquiries regarding the content of the proposals, ask for supplemental documentation, or request further clarifications were built into the technical review process. Categorized criteria and established requirements used in the review and selection process are described below. No one criteria held particular weight over another.

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## 6.4 REVIEW AND EVALUATION OF PROPOSALS

Respondents to the Request for Proposals included: Advanced Disposal Services, Casella Waste Management, Waste Management, Republic Services, and Vogel Holding. Combined, proposals for a total of ten landfills offered daily, annual, or contingency capacity assurances to the County. These were examined and reviewed to determine compliance with the submission criteria.

Using the categorized criteria, each proposal was scrutinized for the legal, technical, operational, and financial information required. Although proposals were invited for new or alternative disposal technologies, none was received in this solicitation process. In addition, no proposal included supposition of County partnerships or investments in the construction and operation of facilities. Based on these factors, no further cost/benefit comparison, life cycle analysis, or evaluation was deemed necessary. The results have been arranged into a series of five tables with related information. A brief description of each table follow.

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#### 6.4.1 Contractors, Proposed Facilities, Legal Formalities

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Table 6-1 provides basic contact information, identifies the companies which own and operate the facilities, and the location of each proposed facility. In addition, issues that would immediately raise legal concerns and/or disqualify a proposal are listed. For instance, the criteria made clear that “Put or Pay” disposal guarantees for predetermined quantities of Venango County waste were considered disincentives to recycling and therefore objectionable to the County.

The applicable selection criteria for this section includes the experience of personnel located at the facility and who were directly responsible for management and operations. The depth of waste industry experience is an indication of the contractor’s ability to provide reliable disposal service. Documented performance in related contractual scenarios is added proof that the contractor can provide the desired services.

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#### 6.4.2 Permit Status and Conditions of Operations

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Table 6-2 demonstrates that each facility has a current operating permit issued by the PADEP or the equivalent state regulatory agency for non-Pennsylvania facilities. The permit identification number, expiration date and/or renewal date is provided. Table 6-2 also lists the operating hours of the facility and any other conditional uses or constraints that limit access to the facility.

The projected life of the facility and its ability to provide available capacity for all or some portion of the County’s needs during the period of the Plan was the prime criteria for this section. Documented proof of that capacity is a key indicator of the site’s ability to meet the service needs of the County. In addition, convenient access to the facility during normal business hours is vital to accommodate the needs of those engaged in the collection and transportation of municipal waste in Venango County.

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#### 6.4.3 Facility Design, Regulatory Compliance, and Financial Assurances

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The review considered the role of design components in the proposed facility and disposal process for pollution prevention and control, safety, operational efficiency and energy production. The types of liner systems installed at the facilities for groundwater protection, and the leachate collection and treatment capabilities are shown in Table 6-3. The effectiveness of operational plans for waste acceptance, emergency management, and contingencies were also considered

Proof that the parent company has the available finances to operate the facility during the period in which the capacity is guaranteed and that funds are reserved for closure and post closure care an important indicator of the potential level of risk to the County and the facility’s ability to maintain and provide a financially sound disposal system. The general liability and

environmental liability and pollution protection coverages for each facility are shown on Table 6-3.

Regulatory compliance is a measure of potential liabilities. A review of the compliance history of the facility was included in the assessment. The compliance history for each company and facility was reviewed and condensed as a tabulation of violations, consent orders, penalties, etc. on Table 6-3. The most important factor on the compliance history is the ability of the facility or operator to achieve resolution and disposition of any such incidents to the satisfaction of the prevailing regulatory agency.

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#### 6.4.4 Daily and Annual Capacity Guarantees

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The fourth section lists the amount and types of municipal waste, which the facility is willing to commit to Venango County. To demonstrate that the County has acquired the required assurances, the table shows the percentage of the total municipal waste to be disposed that each facility will guarantee capacity.

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#### 6.4.5 Schedule of Maximum Charges

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Facilities were required to submit a pricing matrix that established ceilings for the maximum fees, which would be charged for the contracted disposal services. Competitive pricing was not part of the procurement criteria. However, because disposal is restricted to the facilities designated in the Plan, it was necessary to offer transporters, municipalities, individuals, and businesses full disclosure of the potential cost of each available disposal option. Table 6-5 includes the first year's maximum price per ton for each type of municipal waste to be accepted at the facility. The actual cost of disposal is listed first. Fees assessed by state and local governments are shown next. Finally, the total maximum rate by type of waste is included.

**Table 6-1 Contractors, Proposed Facilities, Legal Formalities**

Site Name	Facility		Contacts		Capacity Agreement		
	Owner	Site Location	Technical	Operational	All Required Forms and Signatures	Agreed to Contract Terms and Conditions Exceptions or Comments	Requires Put or Pay or Minimum Tonnage
Carbon Limestone Landfill	Allied/Republic Waste Services	8100 S State Line Rd Lowellville , OH 44436	John McGoran	John McGoran	YES	YES	NO
Chestnut Valley Landfill	Advanced Disposal Services	McClellandtown, PA	Bill Binnie	Don Henrichs	YES	YES	NO
Greentree Landfill	Advanced Disposal Services	635 Toby Road Kersey, PA 15846	Bill Binnie	Don Henrichs	YES	YES	NO
Hyland Landfill	Casella Waste Management	6653 Herdman Road Angelica, NY	Terry Lunn	Joseph Boyles	YES	YES	NO
Imperial Landfill	Allied Waste Systems of PA LLC Republic Services, Inc.	11 Boggs Road, Imperial , PA 15126	Timothy Nytra	Brett Bowker	YES	YES	NO
LakeView Landfill	Waste Management	851 Robison Road Erie, PA 16509	Thomas Lewis	Tom Malesiewski	YES	YES	NO
Mahoning Landfill	Waste Management	3510 Garfield Road New Springfield, OH 44443	Jerry Ross	Frank Fello	YES	YES	NO
McKean Landfill	Casella Waste Management	19 Ness Lane Kane, PA 16735	Mark Milliman	Randy Jensen	YES	YES	NO
Northwest Sanitary Landfill	Waste Management	1436 West Sunbury Road West Sunbury, PA 16061	Thomas Lewis	James Short	YES	YES	NO
Seneca Landfill	Vogel Holding Inc.	421 Hartman Road Evans City, PA 16033	Edward R. Vogel	Edward R. Vogel	YES	YES	NO

**Table 6-2 Permit Status and Conditions of Operations**

Facility	Local	Permitted	Accessibility and Terms of Use			
Site Name	Host Agreements	Permit # Issuing State Expiration Date	Remaining Permitted Capacity 2012	Current Constraints or Limitations	Operating Days Per Year	Operating Hours
Carbon Limestone Landfill	Poland Township Mahoning County, Ohio	OH 28726 12/31/2014 (License renewed annually)	25,099,633 cyds	NONE	Monday-Saturday (311)	12:00 AM- 4:00 PM (Sat-3:00AM -11:00 AM)
Chestnut Valley Landfill	German Township Fayette County	PA 100419 9/16/2021	3,132,829 cyds	NONE Proposed as back-up facility only	Monday-Saturday (359)	4:00 AM- 8:00 PM (Sat-7:00AM -11:00 AM)
Greentree Landfill	Fox Township Elk County	PA 101397 12/08/2018	34,154,039 cyds	NONE	Monday-Saturday (359)	7:00 AM- 4:00 PM (Sat-7:00AM -11:00 AM)
Hyland Landfill	Angelica Allegheny County, NY	NY 9-0232-00003/00002 5/1/2015	9,7410,600 cyds	NONE Proposed as back-up facility only	Monday-Friday (260)	7:00AM-4:30PM Monday-Friday (Sat-on demand )
Imperial Landfill	Findlay Township West Allegheny Schools Allegheny County	PA 100620 9/22/2015	23,291,264 cyds	NONE	Monday-Saturday (312)	12:00 AM- 3:00 PM (Sat-3:00AM -10:00 AM)
LakeView Landfill	Summit Township Erie County	PA 100329 8/13/2020	17,824,786 cyds	NONE	Monday-Friday (260)	7:30AM-3:30PM Monday-Friday
Mahoning Landfill	None Not required in Ohio	OH 02-5772 (License renewed annually)	2,021,636 cyds	Capacity guaranteed only thru 2018	Monday-Friday (260)	6:00AM-3:30PM Monday-Friday
McKean Landfill	Sergeant Township McKean County	PA 100361 2/23/2021	33,436,150 cyds includes western expansion	NONE	Monday-Saturday (257)	8:00AM-3:45PM Monday-Friday (Sat-on demand )
Northwest Sanitary Landfill	Clay Township Butler County	PA 100585 3/23/2016	1,893,552 cyds	NONE	Monday-Friday (260)	7:00AM-4:00PM Monday-Friday
Seneca Landfill	Jackson Township Lancaster Township Butler County	PA 100403 10/5/2017	7,443,178 cyds	NONE	Monday -Saturday (313)	800AM-3:00PM Monday- Friday (Sat-8:00 AM-11:00 AM)

**Table 6-3 Facility Design, Regulatory Compliance, and Financial Assurances**

Facility		Design and Contingencies			Regulatory Compliance		Financial Assurance		
Site Name	Design, Leachate Treatment	Waste Plan for Emergency Disasters	Waste Plan for Facility Emergencies	# Violations	# Penalties, Consent Orders, Settlement Agreements	Unresolved Violations	Financial Disclosure	Public Liability Protection	Environment Pollution & Liability Protection
Carbon Limestone Landfill	Double composite liner/ Treatment Off site POTW	YES	YES submitted capacity agreements for back-up landfill	60	5	0	Publicly Held Company Shareholders Report	\$5 million	Insurance \$45. million
Chestnut Valley Landfill	Double composite liner Treatment Off site	YES	Submitted capacity agreements strictly as a back-up landfill	5	2 Civil Penalties or Consent Agreements	3	Publicly Held Company Shareholders Report	\$2 million	Surety Bond \$11 million
Greentree Landfill	Double composite liner Treatment Onsite	YES	YES submitted capacity agreements for proposed back-up landfill	6	5	0		\$3 million	Surety Bond \$32,772,841
Hyland Landfill	Double composite liner Treatment Off site	YES	Submitted capacity agreements strictly as a back-up landfill	6	1	0	Publicly Held Company Shareholders Report	\$3 million	Surety Bond \$6,346,376
Imperial Landfill	Double composite liner Treatment Off site	YES	YES submitted capacity agreements for proposed back-up landfill	25	9	0	Publicly Held Company Shareholders Report	\$5 million	Surety Bond \$15.7 million
LakeView Landfill	Double composite liner Treatment Onsite	YES	YES submitted capacity agreements for proposed back-up landfill	3	1	0	Publicly Held Company Shareholders Report	\$5 million	Surety Bond \$16.5 million

**Table 6-3 Facility Design, Regulatory Compliance, and Financial Assurances (cont'd)**

Mahoning Landfill	Double composite liner/ Treatment Off site POTW	YES	YES submitted capacity agreements for proposed back-up landfill	11	1	0	Publicly Held Company Shareholders Report	\$5 million	Insurance \$13.8 million
McKean Landfill	Double composite liner Treatment Onsite		YES submitted capacity agreements for proposed back-up landfill	0	0	0	Publicly Held Company Shareholders Report	\$3 million	Surety Bond \$8.4 million
Northwest Landfill	Double composite liner Treatment Onsite	YES	YES submitted capacity agreements for proposed back-up landfills	7	4	0	Publicly Held Company Shareholders Report	\$5 million	Surety Bond \$9.5 million
Seneca Landfill	60 mil double liner Treatment On site	YES	YES on site transfer station would haul to other County designated facilities	32	7	0	Privately Held Company/ Provided upon request	\$2 million	Collateral Bond \$9.8 million

**Table 6-4 Daily and Annual Capacity Guarantees**

Facility		Guarantees for Venango Waste Volumes			Daily Tons Reserved Capacity for Types of Waste			
Site Name	Owner	Maximum Annual Volume in Tons	% Venango Waste will accept	MSW	C&D	Sludge	Other	Donated Tons for Non Profits
<b>Carbon Limestone Landfill</b>	BFI Waste Systems of North America, LLC Republic Services, Inc	47,400.00	149%	100	50	N/A	N/A	0
<b>Chestnut Valley Landfill</b>	Advanced Disposal Systems (backup facility)	31,766.90	100%	10.95	2.24	8.62		50 tons
<b>Greentree Landfill</b>	Advanced Disposal Systems	31,766.90	100%	10.95	2.24	8.62		50 tons
<b>Hyland Landfill</b>	Casella Waste Management (backup facility)	28,377.30	100%	109.14	2.69	10.35	N/A	As needed
<b>Imperial Landfill</b>	Allied Waste Systems of PA LLC Republic Services, Inc.	47,400.00	149%	100	50	N/A	N/A	0
<b>LakeView Landfill</b>	Waste Management	31,766.90	100%	122.18				
<b>Mahoning Landfill</b>	Waste Management	31,766.90	100% from 2014 thru 2018	122.18				7
<b>McKean Landfill</b>	Casella Waste Management	28,377.30	100%	109.14	2.69	10.35	N/A	As needed
<b>Northwest Landfill</b>	Waste Management	31,766.90	100%	122.9				25 tons
<b>Seneca Landfill</b>	Vogel Holding Inc.	6,353.4	20%	15.2	2.0	2.0	1.0	1

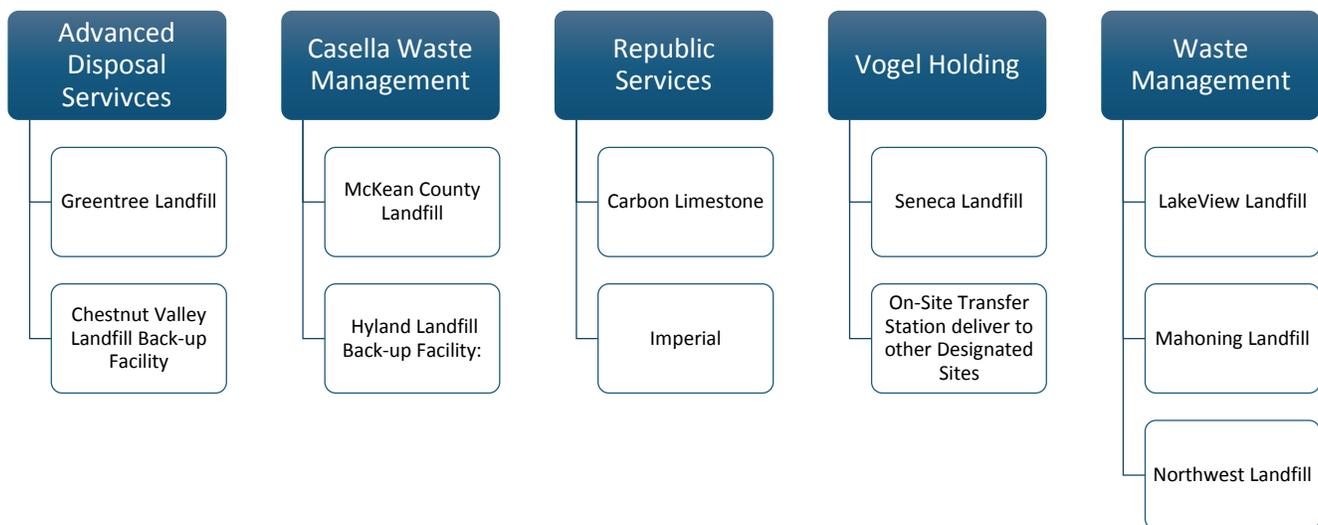
**Table 6- 5 Schedule of Maximum Charges**

Facility Site Name	Maximum Base Disposal Rate 1st Year					Add-on Costs Fees, Taxes, Surcharges	Total Maximum Disposal Rate with Fees 1st Year				
	MSW	C&D	SEWAGE SLUDGE	ICW	OTHER		MSW	C&D	SEWAGE SLUDGE	ICW	OTHER
Carbon Limestone Landfill	\$80.00	\$80.00	\$ N/A	N/A	N/A	\$8.00	\$88.00	\$88.00	N/A	N/A	N/A
Chestnut Valley Landfill	\$37.62	\$37.62	\$37.62	\$37.62	N/A	\$7.60	\$ 45.22	\$ 45.22	\$ 45.22	\$ 45.22	N/A
Greentree Landfill	\$37.73	\$37.73	\$37.73	\$37.73	N/A	\$7.49	\$ 45.22	\$ 45.22	\$ 45.22	\$ 45.22	N/A
Hyland Landfill	\$26.94	\$26.94	\$28.94	\$31.94	N/A	\$3.06	\$30.00	\$30.00	\$32.00	\$35.00	N/A
Imperial Landfill	\$80	\$80	N/A	N/A	N/A	\$9.50	\$89.50	\$89.50	N/A	N/A	N/A
LakeView Landfill	\$68.71	\$68.71	\$68.71	\$68.71		\$8.25	\$76.96	\$76.96	\$76.96	\$76.96	
Mahoning Landfill	\$35.25	\$36.25	\$35.25	\$35.25	N/A	\$6.50 1.60 (C&D)	\$42.75	\$37.85	\$42.75	\$42.75	N/A
McKean County Landfill	\$22.75	\$22.75	\$24.75	\$27.75	N/A	\$7.25	\$30.00	\$30.00	\$32.00	\$35.00	N/A
Northwest Landfill	\$65.10	\$65.10	\$65.10	\$65.10	N/A	\$7.60	\$72.70	\$72.70	\$72.70	\$72.70	N/A
Seneca Landfill	\$101.90	\$101.90	\$101.90	\$126.90	\$126.90	\$8.10	\$110.00	\$110.00	\$110.00	\$135.00	\$135.00

## 6.5 RECOMMENDATIONS FOR DISPOSAL FACILITY DESIGNATION

The review and evaluation of the proposals found that all of the sites were qualified to become designated disposal facilities in the Venango County Municipal Solid Waste Management Plan. Each provided adequate documentation of professional experience, state of the art design standards, financial backing, and the necessary regulatory permits and approvals. In summary, the Venango County Board of Commissioners will execute and enter into disposal capacity agreements with the facilities shown in Figure 6-1. The figure is arranged in alphabetical order by the owner/operator with each corresponding facility listed below.

**Figure 6-1 Venango County Designated Disposal Facilities 2014-2023**



## 6.6 UNFORESEEN OPPORTUNITIES AND CIRCUMSTANCES

The purpose of the Venango County Municipal Solid Waste Management Plan is to project future disposal needs and obtain capacity assurances based on those projections. However, in time. It is reasonable to expect that new processes and technologies may develop for the management of select components of the municipal waste stream. Facilities may emerge that are not even in the planning stages at this time. Mergers and acquisitions could accelerate the future pace of capacity consumption or necessitate the redirection of waste to another facility. For these reasons, Venango County has a mechanism to add future disposal and processing facilities to the list of designated disposal sites. The process is presented in more detail in Chapter 9 and Appendix C



# Chapter 7

## 7 FULFILLING THE PLAN'S RECOMMENDATIONS

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During the planning process, aspects of the existing municipal solid waste policies and practices were examined. A variety of issues were identified along with clearly defined expectations of what should be achieved during the ten-year period encompassed by the Plan. Recommendations for sequenced courses of action were delineated for the County and the municipalities. Legal mechanisms were developed or amended to ensure that the recommendations could be executed. To attain these ambitious goals and objectives, requires leadership and direction. Although the accountability for implementing the elements of the Plan falls to the Venango County Board of Commissioners, Act 101 does offer the County the authority to delegate those powers to another entity on its behalf. Chapter 7 identifies the administrator and enforcer of the 2014 Venango County Municipal Solid Waste Management Plan Revisions and Updates. It also outlines the associated responsibilities.

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### 7.1 PRODUCTIVE PARTNERSHIPS

Coordination of the programs and activities suggested in the Plan will fall to the Venango County Regional Planning Commission. The Commission is an arm of County government, however, on a subscription basis for participating municipalities, it also provides professional planning services to local governments. Therefore, the Regional Planning Commission is well suited to communicate the expectations of the Plan to assist local municipalities in making improvements to municipal solid waste and recycling programs and services and increasing their availability. Successful Plan implementation is reliant on the continued involvement of all stakeholders. The strong relationships already established through the regional planning approach provide a perfect environment to foster support and growth of improved integrated waste management policies throughout the County.

The Regional Planning Commission will be responsible for ensuring that the recommendations resulting from the planning process are put into action and in turn, enforced. Communication with and education of local municipal officials is a

key factor in attaining those goals. County programs and services must be designed to complement and support local efforts. The direct networking environment with municipal officials developed by the Commission will be beneficial in distributing vital information, promoting municipal waste related campaigns, and conducting informational and educational forums. Additionally, by pooling resources, municipalities often have greater eligibility and success in obtaining available grants and other sources of funding to cover the costs of local programs. Similar benefits are realized in joint bidding for collection, disposal, and processing services. Under the coordination of the Commission, professionally written grant applications and submissions, model bid specifications, and model ordinances could all be possible. Likewise, the development of universal educational tools and materials that could be used by the municipalities would facilitate more successful campaigns to promote proper waste management practices throughout the County.

In addition to its role with municipal governments, the Regional Planning Commission maintains a good working relationship with private sector providers of waste and recycling related services. By engaging these companies in a productive dialogue, the Commission will expedite the growth of new technologies and services in Venango County. Open communication is also important to obtain reports and the valuable data generated by the transporters, disposal and processing facilities.

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## **7.2 STAFF RESPONSIBILITIES AND ASSIGNMENTS**

Direct responsibility for the operation of the Venango County Regional Planning Commission is that of the Executive Director. The Director is responsible for the staff and oversees the day-to-day services and operations, including all administrative and financial activities. Regular communication between the Director, the Board of Directors of the Planning Commission, and with the Board of County Commissioners is expected. The Director delegates various assignments, and projects to the staff.

A staff member is assigned as Recycling Coordinator to ensure that the guidelines and recommendations set forth in the Plan are implemented according to schedule. The Recycling Coordinator serves as the official liaison with the PADEP and maintains communications with the Department's Northwest Regional Office. It is important for the Recycling Coordinator to follow and report on pending

legislative initiatives and PADEP policy changes that could affect the County, the municipalities and local businesses.

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#### **7.2.1 Data Management**

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Tracking and monitoring of waste and recycling related activities, and reporting to PADEP is another important function of this individual. Compiling the necessary data to submit for grant applications also falls to the Recycling Coordinator. Organization and attention to detail are necessary for the Coordinator to maximize grant opportunities.

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#### **7.2.2 Community Relations and Education**

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Community outreach and communication regarding solid waste and recycling issues is an important aspect of the Recycling Coordinator's duties, along with program development. Essentially, the Recycling Coordinator is seen as the face of the County's recycling and waste management related efforts on all public outreach and awareness related issues. Therefore, the Recycling Coordinator handles inquiries and the resolution of complaints from outside sources. The Recycling Coordinator is also available to civic groups, youth organizations, schools, local municipalities, and attends community events and functions.

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#### **7.2.3 Technical Assistance**

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Similar to the services provided to the municipalities by the Regional Planning Commission on storm water, sewage, zoning, and other related issues, the Recycling Coordinator offers professional support for municipal solid waste and recycling concerns. From establishing a local drop-off collection program, promoting backyard composting, or to developing a municipal contract for curbside recycling, the Recycling Coordinator serves as a valuable source of information and guidance to elected officials.

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#### **7.2.4 Expanding Awareness and Understanding**

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Because the Recycling Coordinator serves as the conduit for regulatory and industry information to the Commission, the County and the municipalities, it is important for this individual to continually broaden their knowledge base. Therefore, the Recycling Coordinator should attend and participate in professional development seminars, webinars, and trade association meetings. Reading and reviewing industry related articles and publications are also useful. Periodically, training should go beyond industry topics and focus on leadership, fiscal responsibility, fundraising and strategic planning.

Networking with regional peers and colleagues to exchange notes on successful endeavors or to provide support to one another in solving common issues should be encouraged. The Recycling Coordinator should be expected to participate in trade organizations such as the *Professional Recyclers of Pennsylvania*, the *Keystone Chapter of the Solid Waste Association of North America*, *Keep Pennsylvania Beautiful*, and others. Attendance at conferences allow the Recycling Coordinator to discover new trends and issues that could impact local programs.

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#### 7.2.5 Enforcement

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The role of the Recycling Coordinator for the most part is to foster positive perspectives about recycling and proper waste management practices. It is often necessary to use stronger measures to attain the goals of the Plan. The Coordinator interacts with individuals, businesses, or transporters and disposal and processing facilities to inform them of their responsibility to comply with the Plan. In addition, the Plan provides the Recycling Coordinator with mechanisms to deal with those who don't. It is important for the Recycling Coordinator to work together with local law enforcement officials, code enforcement officers, and the judicial system to prosecute and convict violations of the County's solid waste and recycling ordinance and the Plan's requirements. Documents which offer the Coordinator guidelines to do so are found in Chapter 9.

# Chapter 8

## 8 PUBLIC SECTOR FUNCTIONS AND OPERATIONS

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Overwhelmingly, in Venango County the collection, transportation, disposal, and processing of municipal waste and recyclable materials are services provided by the private sector. While some municipalities collect leaf and/or yard waste, and others may haul materials collected in seasonal clean-ups, none are fully engaged in serving the weekly demands of their residents. Both the municipalities, the County, local residents and businesses rely on contracts with private concerns for these services.

This does not diminish the role of Venango County or the municipalities. Planning and development are as vital to the growth of the municipal waste infrastructure as the services themselves. In fact, this arrangement has successfully served the needs of Venango County for multiple decades and is expected to continue for the most part throughout the planning period.

Based on the private sector's current level of investment in the major components of the municipal solid waste infrastructure, there is no reason to believe that the County or the municipalities will seek to compete in that realm. It is anticipated that the private sector's role of service provider will not change during the Plan's implementation period.

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### 8.1 FUTURE PROGRAMS AND FACILITIES

Based on the recommendations which resulted from the planning process, however, the County will conduct an initial pilot program to establish a convenient outlet for electronic discards, bulky waste items, appliances and /or other designated recyclables. If the pilot is successful, the County will expand the services as financially feasible. The purpose of developing a convenience center is solely to complement existing services and to provide the underserved residents of Venango County an alternative to illegal dumping. It is likely that the private sector will still play a role in transporting and processing materials collected at the potential site.



# Chapter 9

## 9 IMPLEMENTATION AND ENFORCEMENT MECHANISMS

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Act 101 does provide counties with specific powers and duties. However, the clarity of local policies and the ability to enforce them is made easier when local ordinances, contracts and other legal documents have been adopted. Such tools empower the County's implementing entity to enforce these policies. Residents, businesses, and service providers understand their roles and responsibilities in municipal solid waste management when they are provided with clear guidelines. Such documents are vital in deterring illegal dumping and in resolving conflicts and disputes regarding solid waste issues. The Solid Waste Advisory Committee expressed the need to not only have effective tools and mechanisms to enforce the goals and objectives set forth in the Plan, but also for local justices to consistently prosecute violators.

The documents are provided in separate sections of the Appendices, with the specific location noted below. It is important to note that other forms, informational tools, and guidelines may be developed during the implementation of the Plan. None of these will impact the legal documents included in this document. They will, however, serve to strengthen and inform about those policies.

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### 9.1 COUNTY MUNICIPAL SOLID WASTE AND RECYCLING ORDINANCE

A need to update and revise several provisions of Ordinance 92-1 the Municipal Waste Management Ordinance was identified in the planning process. That ordinance focused primarily on hauler licensing and flow control. Rather than amend Ordinance 92-1, a new ordinance was drafted that provides a comprehensive set of standards for the collection and transportation of municipal solid waste and recyclables throughout the County. Transporters of municipal solid waste are still subject to flow control. A major change is the requirement for transporters that service residential account to include curbside collection of recyclables along with municipal waste collection for one inclusive price. No discounts will be provided to customers who do not take advantage of this service offering. All transporters will be required to report their activities. Transporter reporting facilitates the County's annual reporting requirements to PADEP. By

more thoroughly tracking and monitoring the activities of those engaged in handling and transporting recyclables, the County increases its opportunities to obtain Act 101, Section 904 Performance Grants. The ordinance is located in Appendix D.

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## **9.2 REQUEST FOR PROPOSALS FOR DISPOSAL CAPACITY AGREEMENT**

To fulfill its primary responsibility under Act 101, the County issued a Request for Proposals for Disposal Capacity. The solicitation was posted in a national trade publication and the PA Bulletin. The Request for Proposals established a fair, open, and competitive procurement process. It outlined specific eligibility criteria for inclusion of a facility in the Plan. It also provided a universal contractual agreement to be executed by the facility and the County. The Request for Proposal and the published solicitation are included in Appendix B.

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## **9.3 EXECUTED DISPOSAL CAPACITY AGREEMENTS**

A fully executed contract from each facility guaranteeing disposal capacity to Venango County is included in Appendix G.

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## **9.4 PETITION TO ADD A FUTURE DISPOSAL FACILITY**

Unforeseen opportunities and circumstances will occur throughout the implementation period of the Plan. Technological advancements could present processes and/or facilities that are not currently available. Mergers and acquisitions could prompt industry requests to divert waste to facilities that do not have capacity agreements with the County. To accommodate such situations, the Plan provides a mechanism to add facilities in the future. Future facilities will be subject to the same criteria set forth in the original Request for Proposals. In addition, each facility will be required to execute the same disposal capacity agreement as those landfills currently designated in the Plan. The local municipalities and the PADEP must be notified of the inclusion of a new facility. Appendix C includes the Petition to add a Processing/Disposal Facility in the Plan. The requirements for completing that process are also described.

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## **9.5 MOTION TO ADOPT THE PLAN REVISIONS**

Upon completion of this Plan revision, the Venango County Board of Commissioners adopted the revised Plan in the form of a motion contained in Appendix H.

# Chapter 10

## 10 IMPACT OF THE PLAN'S RECOMMENDATIONS AND POLICIES

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During the development of the 2014 Venango County Municipal Solid Waste Management Plan previous decisions and philosophies were scrutinized to determine if they remained appropriate based on current and future expectations. Stakeholders from all levels of municipal government, related agencies, and organizations, as well as the waste and recycling industry offered input to the County on programs and policies. The County's past programs were perceived to be adequate for the time in which they were established. However, moving forward, there was consensus that the former policies fell short of meeting local goals and objectives. Therefore, a number of initiatives were suggested to build upon the existing infrastructure and services available and to expand awareness of proper waste management practices throughout the County.

The implementation schedule and recommended action plans for the County and municipalities introduce new programs and policies in a phased approach. The need to provide a smooth transition for all stakeholders was considered of high importance in each of the recommended initiatives resulting from the planning process. The key recommended changes are described below.

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### 10.1 UNIVERSAL PARTICIPATION IN MUNICIPALLY CONTRACTED COLLECTION SERVICES

The Solid Waste Advisory Committee voiced strong consensus on the need for mandatory participation by residents and businesses in municipal waste and recycling collection. To achieve universal standards and services, the SWAC favored the growth of municipal contracts for residential waste and recycling collection. A phased in approach is suggested. Intergovernmental cooperation is expected in order to attain this objective over the course of the Plan's implementation period. An improvement in general public health and safety resulting from the decrease in illegal dumping and littering is expected to occur.

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### 10.2 EXPANSION OF CURBSIDE RECYCLING OPPORTUNITIES

Strong support was voiced by the Solid Waste Advisory Committee for policies that would facilitate the growth of curbside recycling collection to all municipalities. One

of the most important policies promoted by the Committee is for the enactment of an ordinance to require transporters to include the collection of recyclables as a bundled service to their residential municipal waste collection customers. Transporters will be allowed to determine the collection methods and frequency of service. To allow for a smooth transition, adoption of the ordinance can occur up to one year from the Plan's approval.

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### **10.3 DEVELOPMENT OF A CENTRALIZED CONVENIENCE CENTER**

A review of illegal dumping activities and the contents of those dump sites prompted the Committee to suggest the need for a centralized drop-off point for hard to dispose of items. This Convenience Center would also provide supervised collection of recyclables and address the need to deal with the consequences of the disposal bans created by the Covered Device Recycling Act. The Convenience Center is to be developed as a pilot program and, if successful, over time add services on an as needed basis.

# Chapter 11

## 11 BALANCING SUPPLY AND DEMAND

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The need to secure disposal capacity is a common element in the requirements for developing municipal solid waste management plans throughout the nation. There was a time when local dumps were thought to satisfy the disposal needs of counties and municipalities, albeit with disregard for public health and safety as well as environmental protection. Stricter regulations and better engineering designs have replaced the town dumps with state of the art disposal facilities. Because of the considerable investment required to design, permit, construct, and operate, most rural counties do not have a sufficient volume of waste to justify ownership of a facility. Private sector investors factor those same constraints into site selection. In order to cover the costs, facilities are typically developed with the intent of drawing the necessary volumes of waste from a regional waste shed. In many circumstances, to facilitate the needs of surrounding counties and to maintain a financially sustainable operation, it is often necessary for waste to move across county and state lines. These same issues apply to the processing and marketing of recyclable commodities. Because favorable market conditions are dependent on the cooperation of all participants, it is prudent for Venango County to protect its need for municipal solid waste capacity, but without interfering with the needs of other counties.

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### 11.1 THE REGIONAL NETWORK

Currently, there are no municipal waste disposal facilities located within Venango County. Therefore, to meet its needs for disposal capacity, the County is reliant on the availability of facilities in other jurisdictions. As part of the process to develop the Venango County Municipal Solid Waste Management Plan, a variety of facilities made contractual commitments guaranteeing disposal capacity to the County. These facilities are located in the greater Western Pennsylvania area, in Ohio, and in New York. The scenario is similar for privately operated material recovery facilities that process and market recyclable commodities collected within the County.

Other Pennsylvania counties experience these same circumstances. Therefore, many forms of waste flow naturally through a network of transporters and facilities with no local, state, or national boundaries. Each facility has entered into long term agreements, which share a secured portion of their capacity with one or more counties or businesses. Recyclables from other counties and states are also transported to the facilities that Venango County and its municipalities utilize for processing.

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## **11.2 MUTUAL RESPECT FOR COMMITMENTS**

The lack of interference by other counties and states in the normal operation of disposal facilities located within their jurisdictions is vital to the disposal needs of Venango County. Likewise, it is important for Venango County to understand and respect that these facilities must honor their contractual obligations with other parties. Therefore, the County supports the need for facility operators to design, finance, and construct reasonable expansions to meet these various capacity commitments. The County will not interfere with the normal operational and regulatory process involved with such expansions, nor prevent it from generating the necessary profits to support those projects, provided the facility complies with the provisions of the Venango County Municipal Solid Waste Management Plans.

# Chapter 12

## 12 STAKEHOLDER PARTICIPATION AND INPUT

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Without public acceptance, the likelihood that a municipal waste plan will fail increases, regardless of whether or not its visions and recommendations are legitimately good or appropriate. Therefore, one of the most important parts of the planning process is to engage representatives of the community in open forums and discussions. To ensure that the opinions and perspectives are balanced, it is equally imperative to include individuals from various classes of local government, the waste and recycling industries, local businesses, related agencies, and civic organizations. Because political and personal concerns often dictate or limit the regulatory framework and/or the types of services made available, stakeholder participation can identify early the degree of support or rejection, which proposed policies and programs may incur.

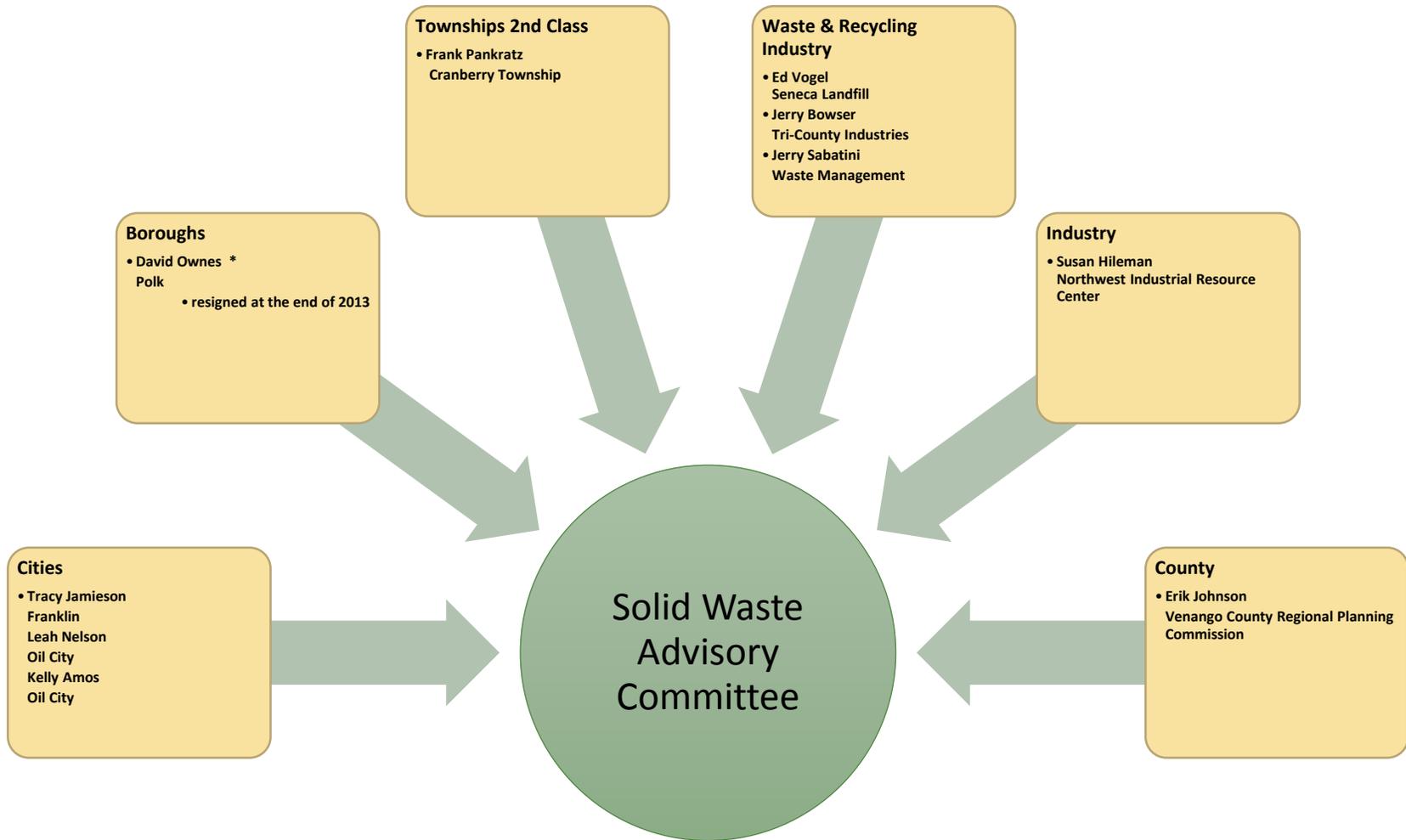
Chapter 12 summarizes the stakeholder experience in the development of the Venango County Municipal Solid Waste Management Plan. It outlines the criteria for advisory committee member selection. It highlights the agenda topics, the information presented, and the comments and suggestions offered.

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### 12.1 FORMATION OF THE SOLID WASTE ADVISORY COMMITTEE

To develop a Plan that would meet the needs of the local community, the Venango County Board of Commissioners recognized the importance of obtaining feedback from sources outside of County government. To facilitate this valued interaction with local stakeholders, the Solid Waste Advisory Committee (SWAC) was established. The Board of Commissioners appointed nine individuals to serve on the Committee, who represent a balance of specific interests within the County. Local government representatives were selected from specific classes of the political jurisdictions, including the County. In addition to public sector representation, individuals from private waste and recycling industry companies, and local industry all served as members on the committee. Figure 12-1 lists the members and their affiliations.

Figure 12-1 Venango County Solid Waste Advisory Committee



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## 12.2 PRESENTATIONS AND DISCUSSIONS

A series of meetings were scheduled periodically during the development of the Plan. Meetings were facilitated by the Venango County Recycling Coordinator and the Project Consultant. Each meeting focused on related elements. For instance, disposal practices, illegal dumping, and future capacity might have been included on the same agenda. Most meetings began with presentations by the Project Consultant on findings resulting from analyses of local data. The Project Consultant then led a discussion and addressed comments and questions from the group. The discussions were always directed to consider national trends and their effect on local circumstances. Topics included demographics of the County, national and local trends on municipal waste composition, generation, recovery, and disposal, strengths and weaknesses in the infrastructure. During the discussions, many issues surfaced that deserved further investigation. Many of these items became the focus for final recommendations in the Plan.

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## 12.3 MEETING RECORDS

Recorded minutes of the Solid Waste Advisory Committee meetings and comments received from municipalities, PADEP, and the general public during the review process, along with responses are included in Appendix F.

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## 12.4 COMMITTEE VIEWPOINTS

The SWAC meetings were highly interactive. All of the members participated freely and openly. The Committee made observations and expressed their concerns on certain prevailing conditions, specifically intolerance for illegal dumping, littering and open burning. Much consensus building occurred.

A common thread in the discussions was the low rate of residential participation in waste and recycling collection. The Committee freely expressed their expectations that elected officials should live up to certain roles and responsibilities and adopt and enforce policies that protect the environment, and ensure public health and safety. The SWAC was very vocal on their frustrations with inconsistent enforcement, prosecutions, and convictions of alleged litterers, illegal dumpers, and delinquent payments for services. The SWAC favored municipally contracted services with mandatory participation. The need for an ordinance that would require transporters to include recycling collection as part of a bundled service package was considered to be a necessity.

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## 12.5 OUTCOME

The comments and concerns of the SWAC were given serious consideration and to the fullest extent possible they have been incorporated into the final recommendations included in Chapter 5.

*Figure 12.1 Issues and Indicators Reviewed in Solid Waste Advisory Committee Meetings*

## Interrelated Issues Presented & Discussed in SWAC Meetings

- Accumulation and Storage of Household Waste
- Illegal Dumping
- Open Burning
- Contamination at Recycling Drop-Off Sites
- Access to and Participation in Recycling
- Bulky Waste, Household Hazardous Waste, E-Scrap Collections
- Public Awareness and Perceptions
- Options for Construction & Demolition Waste
- Options for Organic Waste
- Reporting and Data Management
- Socio/Economic Development Potential

## Identifiable Contributing Factors

- Minimal Oversight/Regulation of Small Haulers, Remodelers and Roofing Contractors
- Lax Enforcement and Prosecution
- Lack of Magistrate Cooperation
- Inconsistent Laws & Ordinances
- Voluntary Waste Collection Service
- Lack of Municipal Collection Contracts
- Low Route Density
- Cost Of Providing Drop-off Service
- Proximity of Recycling Processors & Markets
- Public Awareness & Perceptions
- Political Will
- Willingness to Pay



# Appendix A

## REFERENCES AND ACKNOWLEDGEMENTS

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The following books, documents, articles and other publications were used as professional sources of information during the development of the Plan revisions.

*Biosolids Disposal in Pennsylvania. 2007. Department of Agriculture.* Penn State University, State College, Pennsylvania

*Construction & Demolition Debris Industry Study.* 2007. Commissioned by The Massachusetts Department of Environmental Protection. Boston, MA

*Construction & Demolition Waste Management in the Northeast in 2006.* 2009. The Northeast Waste Management Officials' Association (NEWMOA) Boston, Massachusetts.

*County Population Projections: Pennsylvania 2010-2030.* 2010. Pennsylvania State Data Center. Harrisburg, Pennsylvania

*Evaluation of Emissions from the Open Burning of Household Waste in Barrels: Volume 1. Technical Report.* 1997. Prepared for the United States Environmental Protection Agency

*Handbook for the Collection, Transportation, Disposal, and Land Application of Residential Septage in Pennsylvania.* 2008. Pennsylvania Department of Environmental Protection, Harrisburg, Pennsylvania

*Illegal Dump Survey of Venango County.* 2008. Keep Pennsylvania Beautiful; (PA CleanWays); Greensburg, Pennsylvania

*Municipal Solid Waste in the United States, 2001.* Prepared for the United States Environmental Protection Agency by Franklin Associates, Prairie Village, Kansas

*Municipal Solid Waste in the United States: Facts and Figures for 2010* Prepared for the United States Environmental Protection Agency by Franklin Associates, Prairie Village, Kansas

*Municipal Waste Disposal Facility Annual Operation Reports. 2008-2011* Pennsylvania Department of Environmental Protection, Bureau of Land Recycling and Waste Management. Harrisburg, Pennsylvania.

*Pennsylvania County Data Book, Venango County.* 2011 Pennsylvania State Data Center, Institute of State and Regional Affairs, Harrisburg, Pennsylvania

*Pennsylvania Infectious and Chemotherapeutic Waste Plan.* 1990 Prepared for the Pennsylvania Department of Environmental Resources by Jack Faucett Associates, Inc.

*Pennsylvania LEED Certified and Registered Buildings. 2009. Pennsylvania Department of Environmental Protection and the U.S. Green Building Council. Harrisburg. Pennsylvania*

*Pennsylvania Licensed Infectious and Chemotherapeutic Waste Transporters Registration* 2010. Pennsylvania Department of Environmental Protection, Bureau of Land Recycling and Waste Management. Harrisburg, Pennsylvania

*Pollution Prevention Measures from Unwanted Pharmaceuticals*. 2005. Gualtero, Sandra. Department of Earth and Environmental Engineering, Columbia University, New York, New York

*Residential Open Burning in Pennsylvania*. Fact Sheet. Pennsylvania Department of Environmental Protection, Bureau of Air Quality. Harrisburg, Pennsylvania

*Sewage Sludge and Septage Management in Pennsylvania*. 1998 Pennsylvania Department of Environmental Protection, Harrisburg, Pennsylvania

*The Determinants of Household Recycling: A Material Specific Analysis of Recycling Program Features and Unit Pricing*. April 2000 Jenkins, Martinez, Palmer, and Podolsky. Resources for the Future 1616 P Street, NW Washington, D.C. 20036

*The New Economic Reality of Recycling*. February 2011. Tim O'Donnell and Michele Nestor. Pittsburgh Post Gazette, Pittsburgh, PA

# Appendix B

## CAPACITY PROCUREMENT PROCESS

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THE VENANGO COUNTY  
REGIONAL PLANNING  
COMMISSION

on behalf of

THE VENANGO COUNTY BOARD  
OF COMMISSIONERS

# Request for Proposals

Municipal Solid Waste  
Disposal and Processing  
Capacity

2014 thru 2023

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**Request Issued:  
November 20, 2013**

**Proposals Due:  
December 17, 2013**

## **Venango County Regional Planning Commission**

Erik Johnson  
Recycling Coordinator, Planner II  
VCRPC  
1168 Liberty St.  
P.O. Box 831  
Franklin, Pa. 16323  
814.432.9684  
[ejohnson@co.venango.pa.us](mailto:ejohnson@co.venango.pa.us)

### **Project Consultant Primary Contact for Proposal Related Questions**

Michele Nestor  
Nestor Resources, Inc.  
Valencia, PA 16059

Phone: (724) 898-3489  
Mobile: (724) 612-7675  
Email: [michele@nestorresources.com](mailto:michele@nestorresources.com)

# INTRODUCTION

The Venango County Regional Planning Commission on behalf of the Venango County Board of Commissioners is accepting proposals for the disposal and processing of Municipal Waste generated within the County of Venango. Through this Request for Proposal, the County will select the disposal and processing methods and facilities to ensure disposal and processing capacity in accordance with the provisions of Act 101, the Pennsylvania Municipal Waste Planning, Recycling, and Waste Reduction Act of 1988. Act 101 mandates that each County must have secured disposal and processing capacity for the Municipal Waste generated within its boundary for a period of ten years. Those facilities entering into agreement with the County for secured capacity will be designated in the Municipal Solid Waste Management Plan of Venango County.

This document, which comprises the request for proposal, includes five sections:

1. Procurement Approach and Purpose
2. Evaluation Criteria
3. History and Background
4. Contract Provisions
5. Required Forms for Submission of Proposal

**Sealed Proposals in response to this RFP are due on Tuesday, December 17, 2013, by 3:00 PM. To qualify for consideration, the Proposer must submit two (2) hard copies, each executed in blue ink and labeled "original," and two (2) "copies" formatted as MS Word or pdf files each on separate electronic media, CD-ROMs or Flash Drives. :**

**Venango County Regional Planning Commission  
1168 Liberty St., P.O. Box 831, Franklin, Pa. 16323  
Attention: Mr. Erik Johnson, Recycling Coordinator, Planner II**

The outside of each sealed envelope must be marked "Proposal-Disposal Capacity."

The Regional Planning Commission intends to review and evaluate all proposals to determine which contractor(s) submitting proposals are deemed to serve the best interests of the County in meeting its needs for disposal and processing capacity in accordance with Act 101. The Regional Planning Commission will consider only those facilities which have submitted qualified proposals. After the evaluation of the proposals is complete and based on the recommendations, which result from it, the Venango County Board of Commissioners will execute the disposal and processing contract(s) with the selected contractor(s).

A contractor responding to this RFP shall be prepared to enter into a contract with the County to provide up to ten (10) years disposal and processing capacity for Municipal Waste generated within the County and to perform disposal and processing service in accordance with the conditions set forth in Section 4, Contract Provisions, of this RFP. The contractor shall operate a fully permitted disposal and processing facility which meets at a minimum the federal guidelines of Title 40--Protection of Environment CHAPTER I--ENVIRONMENTAL PROTECTION AGENCY PART 257--CRITERIA FOR CLASSIFICATION OF SOLID WASTE DISPOSAL FACILITIES AND PRACTICES and PART 258--CRITERIA FOR MUNICIPAL SOLID WASTE LANDFILLS as well as any design or operating criteria exceeding these standards required by the state and local governments in which the facility is located.

**Under all alternatives and provisions described herein, the collection and transportation of waste is handled by municipal or private collection firms and is not a consideration in this proposal.**

# Section 1

## PROCUREMENT APPROACH

### PURPOSE OF REQUEST FOR PROPOSALS

The Venango County Board of Commissioners intends to comply with the specifications set forth in Act 101, the Pennsylvania Municipal Waste Planning, Recycling, and Waste Reduction Act of 1988, by securing sufficient disposal and processing capacity, which is both economically feasible and environmentally sound, for the Municipal Waste generated within the County's borders for a minimum period of ten years.

### COUNTY DESIGNATION OF FACILITIES AND EXECUTION OF CONTRACTS

If the proposal is accepted by the County, one of the originals will be returned to the contractor once it is executed by the Venango County Board of Commissioners. The County anticipates that the proposals will be reviewed, accepted and contracts executed on or about March 1, 2014. The contract term will commence immediately upon execution by the Venango County Board of Commissioners.

### PENNSYLVANIA RIGHT-TO-KNOW LAW

If supporting information contained in the proposal is considered confidential, that information should be submitted under separate cover and clearly labeled "CONFIDENTIAL INFORMATION" on the cover along with the applicable law and/or regulation that supports the treatment of such information as confidential. The Proposal is subject to the Pennsylvania Right-to-Know Law ("RTKL") and therefore the County can make no guarantee that any material will remain confidential. The provisions set forth in the proposed Municipal Waste Disposal Service Contract attached hereto shall apply to this Proposal.

### REQUIREMENTS FOR SUBMITTING PROPOSALS

To be considered as a response qualified for review, proposals must meet the requirements set forth in this Section.

Proposals must be received by the date and time specified in the Introduction. Proposals received after the specified date and time will not be considered as a response qualified for review and will be returned unopened. The Venango County Board of Commissioners reserves the right to reject any or all proposals, to request additional information or clarifications, to waive any irregularities and/or information in any proposal and to make an award in any manner, consistent with applicable laws, which is deemed to be in the best interest of the County

Packages containing the proposals must be sealed and clearly labeled to show the name and address of the Proposer, the statement "Proposal-Disposal Capacity" and be addressed to: ***Venango County Regional Planning Commission, 1168 Liberty St., P.O. Box 831, Franklin, Pa. 16323 Attention: Mr. Erik Johnson, Recycling Coordinator, Planner II***

**Proposals must be submitted in both print and electronic digital formats.**

- Two printed and separately bound hard copies must be clearly marked "ORIGINAL" and contain the forms, contract, and certifications as indicated and be executed with original signatures in blue ink.

- Two (2) CD-ROMs or Flash Drives with each containing a copy of the proposal formatted as a pdf file. Each “copy” must contain all of the required information, forms, contract, and certifications. The electronic file must be saved to clearly identify the facility by name.

#### **For Contractors proposing multiple facilities**

- **Separate Hard Copies Required for Each Proposed Facility** the Contractor must submit two printed and *separately bound* hard copies clearly marked “ORIGINAL” which contain the forms, contract, and certifications as indicated and be executed with original signatures in blue ink.
- **Shared Electronic Media for All Proposed Facilities** Two (2) CD-ROMs or Flash Drives with each containing a copy of the proposal for each facility formatted as an MS Word or a pdf file. Each “copy” must contain all of the required information, forms, contract, and certifications for each facility. An electronic file must be created for each facility, must be saved to clearly identify the facility by name. However the CD-ROM or Flash Drive may contain the files for all of the facilities submitted by the contractor.

#### **Emergency Back-up Disposal and Processing**

Contractors are required to identify a back-up facility(ies) in the event the proposed site exceeds its daily volume and/or for emergency closures.

- **Owner/Operated Back-up Facilities.** Intercompany facilities may not be identified simply by name to serve as back-ups for one another. Each facility must also submit a complete response to this RFP along with a signed contract.
- **Third Party Back-up Facilities.** A Contractor may fulfill the requirement for an emergency back-up facility by providing an agreement with a third party facility that has submitted a proposal package.

**CAREFULLY READ THE DESCRIPTIONS AND INSTRUCTIONS FOR EACH OF THE SECTIONS LISTED.  
AVOID SUBMITTING MORE INFORMATION AND DOCUMENTATION THAN THE RFP REQUESTS OR REQUIRES.  
PLEASE Expedite The Submission/Review Process and Save Yourself Time And Expense By Adhering To**

## ORGANIZATION OF THE PROPOSAL

The proposal must consist of the following information organized into sections. **Each section must be in the order shown below, separated by clearly labeled tabs/dividers:**

1. Cover Letter
2. Statement of Qualifications
3. Experience and Qualifications of Managers and Supervisors
4. Compliance History
5. Certificate of Permit
6. Facility Design and Operational Plan
7. Permitted Volumes in Tons, Operating Hours and Performance Guarantee
8. Current Available Permitted Capacity in Cubic Yards
9. Financial Assurances
10. Completed and Signed Contract
  - a. Cost of Processing and Disposal
  - b. Reserved Capacity
11. Representations and Certifications
12. Contractor Information

### *COVER LETTER AND SIGNATURE REQUIREMENTS*

A cover letter, which is addressed to Mr. Erik Johnson, Venango County Recycling Coordinator, Planner II, must accompany each proposal. The cover letter shall commit the contractor, if selected, to carry out all of the provisions of the proposal. It shall state that all information submitted and represented both in the proposal and in support of the proposal is accurate and factual. The letter shall designate by name and title the key technical and business representatives who, if the contractor is selected, will negotiate with the County.

An officer of the organization submitting the proposal empowered and authorized to sign such documents shall sign the cover letter. The same individual signing the cover letter shall sign the disposal and processing capacity contract and all forms in the proposal requiring signatures. Two copies of the proposal document must be clearly marked as the original and contain the original forms, the disposal and processing capacity contract and cover letter. **The original forms, the disposal and processing capacity contract, and the cover letter shall be submitted as printed hard copy and signed in "BLUE" ink.**

**The other copies shall be submitted as electronic media, (CD-ROMs or Flash Drives) in MS Word or pdf format with each file saved to include and clearly identify the name of the facility.**

### *STATEMENT OF ORGANIZATION'S QUALIFICATIONS*

The organization submitting the proposal shall provide sufficient information to demonstrate and prove experience, skill, management, and resources required to provide consistent, reliable, and legal disposal and processing facilities to Venango County. A list of the counties currently contracting with the facility for disposal and processing capacity shall be included. A list of the municipalities with which the facility has secured host agreements shall be included. Experience in the successful operation of disposal and processing facilities shall be documented. **This section should be limited to 5 pages of text or printed material.**

### *EXPERIENCE OF MANAGERS AND SUPERVISORS*

Experience and qualifications of the management team directly responsible for the day-to-day operation of the facility proposed to accept waste shall be documented. This section should include a list of the site's management personnel and for each a detailed description of their industry experience, training, and responsibilities.

### *FACILITY COMPLIANCE HISTORY*

A compliance history shall be provided for the facility submitting the proposal, which covers the most recent ten-year period, or if in operation less than ten years, for the length of its operating term. The history must be inclusive of Federal, State and Local Environmental Protection Acts and Regulations including but not limited to those concerning Solid Waste Management, Air Quality, Water Quality, Water Supply, Surface Mining, Oil and Gas Management, Dam Safety and Encroachment, Conservation and Reclamation.

The compliance history must list any permit or license denial, suspensions, or revocations; any notices of violations; any administrative orders, consent agreements or adjudications issued or civil penalties assessed by Federal State or Local Regulatory Agencies. The dates and resolutions for each item listed must be included. The organization submitting the proposal must describe any summary, misdemeanor, or felony convictions and pleas of guilty and no contest obtained against the organization both within the Commonwealth of Pennsylvania and also outside of its borders. The description shall include the date, location nature, and disposition of each stated action.

Organizations may submit a copy of **PADEP Form HWC, Compliance History, (not Form C-1)** in lieu of a written description of the compliance history. Facilities located in other states that require completion of a similar document may submit it in lieu of a written description provided that document includes all of the information required in this section.

### *CERTIFICATE OF PERMIT*

A copy of the approved current operating permit, **with the current pending expiration date clearly shown**, shall be submitted for the organization's facility proposing to accept waste. Copies of approvals for any addendums or revisions approved since its issuance by the State Regulatory Agency with direct oversight for the facilities operation.

### *FACILITY DESIGN AND OPERATIONAL PLAN*

The organization submitting the proposal shall provide a short description of the disposal and processing facility it intends to utilize in response to this RFP.

**Responses should be clear and informative without being encyclopedic. Please submit no more than four pages of narrative to describe the design, its components, and the operations plan.**

**Pennsylvania Facilities *should not* include the full Form 14 from their permit application. Please provide only short excerpts to demonstrate each point.**

**All facilities must include in their descriptions:** (a paragraph or two describing the general procedural mechanism will be sufficient to address each item. It is not necessary, or desirable, to have the complete description from the facility's permit included)

- ✓ the name and location of the facility (including the names of the municipalities in which it is physically located),
- ✓ a brief outline of its operating plan for the life of the facility including post closure care,
- ✓ a brief description of the daily record keeping procedures and measurement of waste,
- ✓ a brief outline of its waste acceptance and monitoring program, and also
- ✓ its environmental emergency response plan.

**Requirements unique to the type of facility:**

- ✓ A landfill shall submit a brief description of its liner system, methane recovery and utilization and method of leachate control, monitoring, and treatment. (on-site/off-site).
- ✓ Other types of disposal and processing facilities shall include a detailed description of the technology and equipment utilized to process Municipal Waste, the byproducts of the process and methods of handling the byproducts.

Design drawings are not required in the proposal, but the County reserves the right to request such information during the review and/or selection process.

#### *PERMITTED VOLUMES AND OPERATING HOURS AND PERFORMANCE GUARANTEE*

The current permitted average and maximum daily, yearly, and life-of-permit tonnage limits shall be listed for the organization's disposal and processing facility utilized in response to this RFP.

The hours that facility is permitted to accept waste shall be listed.

The organization submitting the proposal shall also outline the preferred procedures for accepting an excessive amount of waste resulting from a natural disaster or other emergency in the County at the facility it intends to utilize in response to this RFP.

In addition, a contingency plan for accepting waste outside of the normal operating hours or during emergency or temporary closure of the disposal and processing facility shall be included. The method by which uninterrupted disposal and processing service will be provided to Venango County in the event that an emergency or other uncontrollable circumstance precludes the use of the facility shall be included. **Back-up facilities for this purpose must also submit a response to this RFP along with a signed contract. If not submitting a multi-facility proposal, the Contractor may fulfill the requirement for an emergency back-up facility by providing an agreement with a third party facility that has submitted a proposal package.**

#### *AVAILABLE CAPACITY (AIRSPACE OR BURNER CAPACITY)*

The facility proposing to accept waste must prove and document both its most current annual and also its most current quarterly airspace usage and available capacity in cubic yards based on its existing permitted status. **Pennsylvania landfills should submit Page 1 of the PADEP Annual Operations Report, which**

**requires the facility to calculate the available airspace in cubic yards. Resource Recovery Facilities should demonstrate the daily throughput capacity and burner design.**

Should the facility's current available permitted capacity be less than ten years, the organization submitting the proposal shall include narrative detailing provisions for providing disposal and processing capacity beyond the fixed terms of the permit. Options for expanding capacity shall be consistent with the current Federal, State and Local laws and regulations.

### *FINANCIAL ASSURANCES*

**The organization must submit in the proposal the following proof of sufficient financial responsibility for the operation of the facility:**

- ✓ a certificate of pollution liability and public liability insurance; and
- ✓ the closure/post closure bonding requirements /worksheets of the facility with the type of security, dollar amount, terms, conditions, and limits stated.

The following information would be provided later, and only upon request:

Upon request, the organization must also demonstrate sufficient financial resources to carry out the responsibilities as outlined in this RFP and to back up the contractual obligations. Proof of financial resources must be provided upon request either at the time the contractor is selected or at the time that the disposal and processing capacity contract is executed.

Proof of sufficient financial resources will be in the form of complete audited financial statements for the most recent three years of continuing operation. If the organization submitting the proposal is a joint venture, subsidiary, or partnership, the financial information must be supplied for the parent company and the parent company must state its willingness to guarantee such joint venture, subsidiary, or partnership throughout the term of the disposal and processing services contract.

### *SIGNED CONTRACT*

The organization submitting the proposal shall complete and submit the signed Contract guaranteeing disposal and processing capacity. The same person authorized to submit the proposal shall sign the contract **in blue ink.**

### **Contract Form A-Cost of Processing and Disposal**

The organization submitting the proposal shall submit a Form A as provided in the Contract Agreement. The same individual signing the cover letter shall sign the completed form, which must be included with the signed contract with the proposal. The method of price adjustment, if any, over the contract period must be explained and demonstrated with the Form. The tipping fee must include any and all Act 101 or host municipality fees or surcharges, which should also be outlined and described.

### **Contract Form B- Reserved Capacity**

The organization submitting the proposal shall submit a Form B as provided in the Contract Agreement. The same individual signing the cover letter shall sign the completed form, which must be included with the signed contract with the proposal. The capacity reserved shall be specified in tons, and percentage on an annual basis and by tons on a daily basis. The number of operating days each year the facility is available to accept waste must be specified.

### *ADDITIONAL REQUIRED FORMS*

#### **Form C- Representations and Certifications**

The organization submitting the proposal shall submit a Form C as provided in this RFP. The same individual signing the cover letter shall sign the completed form, which must be included with the proposal.

**Form D -Contractor Information**

The organization submitting the proposal shall submit a Form D as provided in this RFP. The same individual signing the cover letter shall sign the completed form, which must be included with the proposal.

# Section 2

## EVALUATION CRITERIA

The County will utilize the following criteria in evaluating and ranking proposals submitted in response to this RFP. There is no significance or correlation to the order in which the items are listed and the value or importance each has in the selection criteria

### Financial Stability

Contractors will be evaluated on the basis of their overall financial strength and credit worthiness as well as their public and environmental liability protection as an indication of their ability to establish and maintain a financially sound disposal and processing system. Financial assurances for closer and post closure care are important.

### Regulatory Compliance

Contractors will be evaluated on their overall compliance history with attention given toward severity of violations, consistency of violations and most importantly, the demonstrated resolution and disposition of any such incidents.

### Operating Permit Status and Capacity

Contractors will be evaluated on the current status, terms, and conditions of the facility's operating permit as well as the life expectancy of the facility and its available capacity as an indication of its ability to provide adequate disposal and processing service for the needs outlined by the County in this RFP. **Facilities without a currently approved permit should not submit a proposal. If and when a permit is issued, those facilities may petition the County at that time for inclusion in the Plan.**

### Technical Design and Operational Plan

Contractors will be evaluated on the effectiveness of the facility's design and overall operation to provide a sound and reliable environmental solution to the County's disposal and processing needs as well as its ability to meet Federal, State and Local regulatory standards for municipal solid waste management. Issues such as leachate collection and treatment, methane recovery and utilization, ash management, ground water monitoring systems, waste acceptance plans, and radiation monitoring are considered important.

### Solid Waste Management Experience

Contractors will be evaluated on their demonstrated management experience in the successful operation of the proposed disposal and processing technology or process and their demonstrated successful performance in providing disposal and processing services through other county and municipal contractual.

### Minimum and Maximum Waste Volume Expectation

Contractors will be evaluated on their ability to accept all or some of the municipal solid waste generated by Venango County on a daily and annual basis for a period covering ten years along with no minimum guarantees of waste required from the County. Facilities need not commit to 100% of the County's capacity needs. However, the facilities must be capable of providing the capacity which they propose. "Put or Pay" (as defined below) contract requirements will be objectionable to the County as they are viewed as providing disincentives to recycling.

### Tipping Fees and Annual Costs

Contractors will be evaluated based on their compliance with providing a maximum cost charged per ton for the disposal and processing service including any and all fees and surcharges resulting from Act 101, host municipality agreements or other federal or state statutes, and local ordinances and resolutions. The maximum cost per ton may not exceed the facility's published gate rates. The total annual cost to the County,

if any, to construct, operate or otherwise invest in a proposed processing and disposal facility must be provided in detail and will also be a critical part of the evaluation.

Based upon these criteria, the contractor(s) will be selected. The Venango County Board of Commissioners reserves the right to enter into agreements with any or all of the parties that submitted complete responses on the date and time required by the RFP.

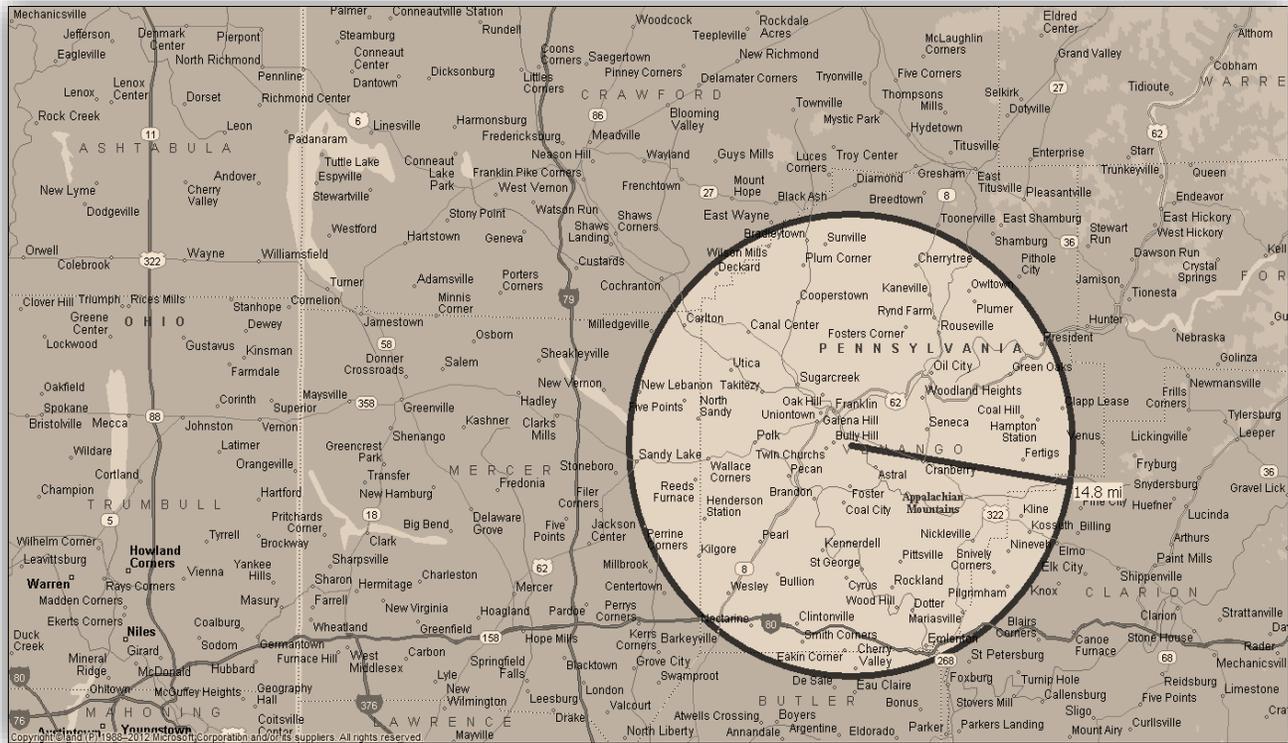
# Section 3

## VENANGO COUNTY BACKGROUND INFORMATION

- LOCATION AND GENERAL CHARACTERISTICS

Venango County is located in the northwest portion of Pennsylvania. The County encompasses 675 square miles and includes the cities of Oil City and Franklin, nine boroughs and 20 townships. Venango County is classified as a sixth class county and is ranked 42nd in the state of 67 counties, with the population of 54,984. Two Interstate highways and several other major state arteries provide easy access to the County. The southern boundary of the County intersects with Interstate 80 which runs east to west. To the west is Interstate 79, which runs north and south. Other major arteries include State Route 8, which is the primary southern gateway connecting the County to Interstate 80 and Butler County. State Route 322 links the County with Crawford and Clarion counties and State Route 62 connects the County to Mercer, Warren and Forest counties. Venango County is primarily rural except for the cities of Franklin and Oil City and their contiguous municipalities.

**Figure 1 General Location of Venango County, Pennsylvania**



## CURRENT PROCESSING AND DISPOSAL PRACTICES

Venango County was part of a three county municipal waste management plan that included Forest and Clarion counties. In accordance with the provisions of Act 101, each County secured its own disposal capacity agreements with a number of qualified processing and disposal facilities. The existing processing and disposal agreements are at or near expiration. It is anticipated that on or around February 1, 2014 new contracts will be executed with qualified facilities, based on the content of this RFP, for a term of ten years.

Venango County has utilized a menu plan flow control. While disposal is limited to those sites designated in the Plan, the County included a full menu of options to local haulers, businesses, and municipalities. The County intends to follow this same approach. A vast majority of the Municipal Waste generated in Venango County has traditionally been disposed in landfills located outside of the County. Since the previous Plan update, the landfill in closest proximity to Venango County has closed. Consequently, haulers now tend to utilize two transfer stations that consolidate the waste for transport to an end disposal facility. Some waste from Venango County is still direct hauled.

Through the waste flow control ordinance, haulers and transfer stations are required to use any of the facilities with current agreements in place. No guarantees, or put or pay provisions, were made by Venango County for minimum waste volumes to be delivered for processing and disposal as part of any of the existing agreements. Proximity and competitive tipping fees have the greatest competitive impact. It is anticipated that similar circumstances will prevail during the term of the new agreements.

## PROJECTED LANDFILL CAPACITY REQUIREMENTS

This section presents the estimated future disposal capacity required for Venango County. It is based on current reported disposal quantities with some adjustments made to correct for suspected reporting errors. The projections allow for possible future changes in the rate of MSW generated per capita, and projected changes in population.

**Population.** The Pennsylvania State Data Center at the Pennsylvania State University has produced State and county population projections for the Commonwealth of Pennsylvania. Presented below in Table 1 are county totals from the 2000 Census and projections for 2010 to 2030. Population was extrapolated to 2035 based on the projected rate of change from 2020 to 2030. Over the period 2000 through 2030, the population of Venango County is projected to decrease by 12.8%.

*Table 1. Pennsylvania Population Projections: 2000-2030*

	April 1, 2000	July 1, 2010	July 1, 2020	July 1, 2030	% Change	% Change	% Change
	Census	Projection	Projection	Projection	2000- 2010	2000- 2020	2000- 2030
Pennsylvania	12,281,054	12,540,718	12,871,823	13,190,400	2.1	4.8	7.4
<b>Venango County</b>	<b>57,565</b>	<b>55,182</b>	<b>52,844</b>	<b>50,205</b>	<b>-4.1</b>	<b>-8.2</b>	<b>-12.8</b>

**Estimated Future Generation Rate for MSW.** The USEPA reports on national MSW generation and disposal rates. In recent years, the generation rate per capita has been about 0.85 tons/person/year with little variation. Thus, for projection purposes, it was assumed that per capita generation rates will remain unchanged.

However, it should be noted that the reported disposal rate for Venango County was only 0.046 tons/person/year, well below the national discard rate of 0.525 tons/person/year. Thus, it is presumed that

significant quantities of Venango County waste are misreported as coming from other counties. Clarion and Mercer Counties have transfer stations which accept Venango County waste. Discard rates for 2011 for adjacent Clarion and Mercer Counties were 1.261 tons/person/year, and 1.066 tons/person/year. Both figures are more than double the national discard rate. Therefore, it is suspected that much of Venango County's waste is attributed those counties when it is transferred to the landfill

Table 2 presents projected disposal capacity requirements for the years 2011 through 2035. The figures are based on a constant per capita generation rate with adjustments due to projected population changes and corrections for misreporting. For Venango County, the quantity is based on the census 2010 population of 54,984.

*Table 2. Projected Landfill Capacity Requirements Venango County 2011 through 2035 in Tons*

<b>Year</b>	<b>Population</b>	<b>MSW Based on Reported</b>	<b>MSW Adjusted</b>	<b>C&amp;D</b>	<b>Sludge</b>	<b>Total Municipal Waste Based on Reported</b>	<b>Total Municipal Waste Wasted Adjusted</b>
2010	54,984	-	-	-	-	-	
2011	54,751	2,508.30	28,744.28	708.4	2,725.00	5,941.70	<b>32,177.68</b>
2012	54,518	2,497.60	28,621.95	705.4	2,713.40	5,916.40	<b>32,040.75</b>
2013	54,285	2,487.00	28,499.63	702.4	2,701.80	5,891.10	<b>31,903.83</b>
2014	54,052	2,476.30	28,377.30	699.4	2,690.20	5,865.80	<b>31,766.90</b>
2015	53,819	2,465.60	28,254.98	696.3	2,678.60	5,840.60	<b>31,629.88</b>
2016	53,586	2,454.90	28,132.65	693.3	2,667.00	5,815.30	<b>31,492.95</b>
2017	53,353	2,444.30	28,010.33	690.3	2,655.40	5,790.00	<b>31,356.03</b>
2018	53,120	2,433.60	27,888.00	687.3	2,643.80	5,764.70	<b>31,219.10</b>
2019	52,887	2,422.90	27,765.68	684.3	2,632.20	5,739.40	<b>31,082.18</b>
2020	52,654	2,412.20	27,643.35	681.3	2,620.60	5,714.10	<b>30,945.25</b>
2021	52,391	2,400.20	27,505.28	677.9	2,607.50	5,685.60	<b>30,790.68</b>
2022	52,128	2,388.10	27,367.20	674.5	2,594.50	5,657.10	<b>30,636.20</b>
2023	51,865	2,376.10	27,229.13	671.1	2,581.40	5,628.50	<b>30,481.63</b>
2024	51,602	2,364.10	27,091.05	667.7	2,568.30	5,600.00	<b>30,327.05</b>
2025	51,340	2,352.00	26,953.50	664.3	2,555.20	5,571.50	<b>30,173.00</b>
2026	51,077	2,340.00	26,815.43	660.9	2,542.10	5,542.90	<b>30,018.43</b>
2027	50,814	2,327.90	26,677.35	657.5	2,529.00	5,514.40	<b>29,863.85</b>
2028	50,551	2,315.90	26,539.28	654.1	2,516.00	5,485.90	<b>29,709.38</b>
2029	50,288	2,303.80	26,401.20	650.7	2,502.90	5,457.40	<b>29,554.80</b>
2030	50,025	2,291.80	26,263.13	647.3	2,489.80	5,428.80	<b>29,400.23</b>
2031	49,762	2,279.70	26,125.05	643.8	2,476.70	5,400.30	<b>29,245.55</b>
2032	49,499	2,267.70	25,986.98	640.4	2,463.60	5,371.70	<b>29,090.98</b>
2033	49,236	2,255.60	25,848.90	637	2,450.50	5,343.20	<b>28,936.40</b>
2034	48,973	2,243.60	25,710.83	633.6	2,437.40	5,314.70	<b>28,781.83</b>
2035	48,710	2,231.50	25,572.75	630.2	2,424.30	5,286.10	<b>28,627.25</b>



# Section 4

## CAPACITY AGREEMENT

The following Contract/Agreement shall be executed between the County and the Contractor. The contract signed in BLUE ink must be included in the Contractor's two ORIGINAL proposals with reproductions in the remaining three electronically formatted copies. The contract shall become effective on the date the agreement is signed by the Venango County Board of Commissioners.

MUNICIPAL WASTE PROCESSING AND DISPOSAL SERVICE CONTRACT

THIS MUNICIPAL WASTE PROCESSING AND DISPOSAL SERVICE CONTRACT (hereinafter referred to as the "Contract") entered this \_\_\_\_ day of \_\_\_\_\_, by and between

THE COUNTY OF VENANGO, Franklin, Pennsylvania, hereinafter jointly referred to as the "County" AND \_\_\_\_\_ hereinafter referred to as the

(Name of Facility/Parent Company)

"Contractor" whose permitted processing and disposal facility Permit No \_\_\_\_\_ issued by \_\_\_\_\_ is located in

\_\_\_\_\_ (Municipality)(ies),

\_\_\_\_\_ County, \_\_\_\_\_ State.

WITNESSETH:

WHEREAS, the Venango County Board of Commissioners, acting through the Venango County Regional Planning Commission, have developed and adopted the 1991 Tri-County Municipal Waste Management Plan and its revisions in 2000 and the 2014 Municipal Solid Waste Management Plan for Venango County in accordance with the requirements of the Pennsylvania Municipal Waste Planning, Recycling and Waste Reduction Act of 1988 ("Act 101"); and,

WHEREAS, the municipalities in Venango County have duly approved and ratified the 1991 Tri-County Municipal Waste Management Plan pursuant to the requirements of section 501 of Act 101; and,

WHEREAS, this 1991 Tri-County Municipal Waste Management Plan and its revisions in 2000 and the 2014 Venango County Municipal Solid Waste Management Plan requires that all Municipal Waste generated within Venango County must be disposed only at a Municipal Waste processing and disposal facility that is designated by the County pursuant to this plan to insure the availability of adequate permitted processing and disposal capacity for the Municipal Waste generated in Venango County; and

WHEREAS, Act 101, requires the County, as part of its plan, to provide for assurance for capacity or the processing and disposal of all Municipal Waste expected to be generated within the County for a period of at least the next ten (10) years, and further requires the County to execute and submit to the Department, contracts evidencing the implementation of its approved Plan and insuring sufficient available processing or disposal capacity; and,

WHEREAS, the Contractor wishes to be designated by the County as one of the Municipal Waste processing or disposal facilities where the Municipal Waste generated within Venango County must be disposed; and,

WHEREAS, the Contractor is willing to guarantee the availability of adequate, permitted processing or disposal capacity for such waste and the costs for such services for a ten-year contract period in exchange for such designation by the County; and,

WHEREAS, the County and the Contractor now desire to enter into this Contract in order to effectuate the goals of the Municipal Waste Management Plan for Venango County and to further set forth the agreements between the parties with respect thereto;

NOW THEREFORE, for good and valuable consideration, the receipt and sufficiency of which is hereby acknowledged, and pursuant to the parties' intent to be legally bound under the Uniform Written Obligations Act, 33 Pa.C.S. § 6, the undersigned hereby agrees as follows:

I. DEFINITIONS

Unless the context clearly indicates otherwise, the following words and terms, as used in this Contract, shall have the following meanings:

Acceptable Waste -Waste that Contractor is permitted to manage, process, store and/or dispose at the Landfill, in accordance with its Permit for a Solid Waste Processing and Disposal Facility, which was issued by the

Pennsylvania Department of Environmental Protection ("DEP") or the equivalent regulatory agency in the state where the facility is located and under applicable Pennsylvania law or that in which the facility is located, including, but not limited to, the Pennsylvania Solid Waste Management Act and the rules and regulations promulgated thereunder; and waste which is not inconsistent with the Facility's Waste Acceptance Policy as defined herein.

Act 101 - The Pennsylvania Municipal Waste Planning Recycling and Waste Reduction Act of 1988.

Affiliate Any individual or entity that controls, is controlled by, or is under common control with a party to this Contract, or in the case of a sole proprietor, any blood relative or employee of the contractor, as designated by this Contract.

Bulky Waste (White Goods) -Large items of Refuse, including, but not limited to, appliances, furniture, auto parts, trees, branches or stumps which may require special handling due to their size, shape or weight.

Venango County- a sixth class county located in the Commonwealth of Pennsylvania

Commercial Waste -All solid waste originating from commercial establishments engaged in non-manufacturing or non-processing business, including, but not limited to, stores, markets, office buildings, restaurants, shopping centers and theaters.

Construction Demolition Waste – Municipal Solid waste resulting from the Construction or Demolition of buildings and other structures, including, but not limited to, wood, plaster, metals, asphaltic substances, bricks, block and unsegregated concrete.

Contract -The Municipal Waste Processing and Disposal Service Contract, between the County and the Contractor.

Contractor-The Facility and Parent Company identified as such on the first page of this contract or any permitted successors, assigns, or affiliates.

County -The County of Venango, Pennsylvania, acting by and through the Venango County Board of Commissioners and the Regional Planning Commission or their designated representative.

Regional Planning Commission – An agency of Venango County Government delegated with the responsibility of developing and implementing the Venango County Municipal Solid Waste Management Act and associated programs and services.

Department or DEP The Pennsylvania Department of Environmental Protection (DEP).

Domestic or Residential Waste -Solid waste comprised of Garbage and Rubbish, which normally originates from residential private households or apartment houses.

Facility—Land, structures and other appurtenances or improvements where municipal waste processing and disposal is approved and permitted to occur under Federal and state law. A Facility includes a landfill, a resource recovery facility, a waste-to-energy facility, a digester and/or other municipal solid waste processing and disposal technologies operating under the provisions of a permit approved and issued by the Pennsylvania Department of Environmental Protection or the state regulatory agency in which the operation is located.

Garbage -Putrescible animal or vegetable wastes resulting from the handling, preparation, cooking, serving or consumption of food and food containers.

Hauler and Waste Collector -Any person, firm partnership, association or corporation, including any municipality, engaged in the business of collecting and transporting municipal solid waste to processing or disposal facilities.

Hazardous Waste -A solid waste or combination of solid wastes which, because of its quantity, concentration or physical, chemical or infectious characteristics may: (1) cause or significantly contribute to an increase in mortality or an increase in morbidity in either an individual or the total population; or (2) pose a substantial present or potential hazard to human health or the environment when improperly treated, stored, transported

or disposed or otherwise managed; or (3) is otherwise defined as "hazardous" by any Federal or State statute or regulation.

Industrial Waste -Solid waste resulting from manufacturing and industrial processes, including, but not limited to, those carried out in factories, foundries, mills, processing plants, refineries, mines and slaughterhouses.

Institutional Waste -Solid waste originating from institutions including, but not limited to, public buildings, hospitals, nursing homes, orphanages, schools and universities.

Landfill -The Contractor's permitted landfill identified on the first page of this contract.

Leaf Waste -Leaves, garden residues, shrubbery and tree trimmings, and similar material, but not including grass clippings.

Municipal Recycling Program A source separation and collection program for recycling Municipal Waste, or a program of designated drop-off points or collection centers for recycling Municipal Waste, that is operated by or on behalf of a municipality .The term shall include any source separation and collection program for composting leaf waste that is operated by or on behalf of a municipality. The term does not include any program for recycling construction and demolition waste or sludge from sewage treatment plants or water supply treatment plants.

Municipality -Any city, borough, incorporated town, township or county or any municipal authority- created by any of the foregoing.

Municipal Waste or Solid Waste -Garbage, Refuse, industrial lunchroom or office waste and other material, including solid, liquid, semi-solid or contained gaseous material, (but excluding Hazardous Waste) resulting from operation of residential, municipal, commercial or institutional establishments or from community activities; and any sludge not meeting the definition of residual or hazardous waste from a municipal, commercial or institutional water supply treatment plant, wastewater treatment plant or air pollution control facility. The term does not include source separated recyclable materials or material approved by DEP for beneficial use.

Operator Any person or municipality that operates a municipal solid waste processing or disposal facility.

Owner - The person or municipality who is the owner of record of a solid waste processing or disposal facility.

Permit -A permit issued by the Pennsylvania DEP to operate a Municipal Waste disposal, processing or transfer station facility.

Permit Area -The area of land and water within the boundaries of the permit, which is designated on the permit application maps as approved by the Pennsylvania DEP, or equivalent regulatory agency in the state in which the facility is located.

Proposal - Complete response to the Request for Proposals for Municipal Waste Processing and Disposal Services that was submitted by Contractor to the County.

"Put or Pay" - A requirement to guarantee delivery of predetermined quantities of waste to a facility which also requires payment to the facility regardless of whether or not the waste was delivered for processing and disposal.

Recycling - The collection, separation, recovery and sale or reuse of metals, glass, paper, leaf waste, plastics and other materials which would otherwise be disposed or processed as Municipal Waste.

Refuse -Discarded waste materials in a solid or semi-liquid state, consisting of Garbage, Rubbish or a combination thereof.

Remaining Permitted Capacity -At any time the remaining weight or volume of Municipal Waste that can be disposed at a permitted Municipal Waste disposal or processing facility. The term shall only include the weight or volume capacity for which the Pennsylvania DEP (or the equivalent regulatory agency in state which the facility is located) has issued a permit.

Residual Waste -Any Garbage, Refuse, other discarded material or other waste, including solid, liquid, semi-solid or contained gaseous material resulting from industrial, mining and agricultural operations and any sludge from

an industrial, mining or agricultural water supply treatment facility, wastewater treatment facility or air pollution control facility, if it is not hazardous.

Resource Recovery Facility -A facility that provides for the extraction and utilization of materials or energy from Municipal Waste that is generated off-site, including, but not limited to, a facility that mechanically extracts materials from Municipal Waste, a combustion facility that converts the organic fraction of Municipal Waste to usable energy and any chemical or biological process that converts Municipal Waste into a fuel product or other usable material. The term does not include methane gas extraction from a Municipal Waste landfill, nor any separation and collection center, drop-off point or collection center for recycling Municipal Waste, or any source separation or collection center for composting leaf waste.

Rubbish -Non-putrescible solid wastes consisting of combustible and non-combustible materials including leaf wastes.

Sewage Sludge -The coarse screenings, grit and dewatered or air-dried sludges, septic and holding tank pumpings and other residues from municipal and residential sewage collection and treatment systems.

Stabilized Sewage Sludge -Sewage sludge that has been treated to reduce odor potential and the number of pathogenic organisms. Treatment methods include anaerobic and aerobic digestion, composting, lime stabilization and chlorine stabilization.

Tipping Fee -The schedule of fees established by the owner or operator of a transfer station, sanitary landfill, processing and/or resource recovery facility for accepting various types of solid waste for processing or disposal.

Unacceptable Waste -Any material that by reason of its composition, characteristics or quality, is ineligible for disposal at the processing and disposal facility pursuant to the provisions of the Resource Conservation and Recovery Act of 1976, 42 U.S.C. S2605 (e), the Pennsylvania Solid Waste Management Act, 35 P.S. S6018.101, et seq., or other applicable Federal, State or local law; or any other material that the Contractor concludes would require special handling or present an endangerment to the landfill, the public health or safety, or the environment.

## II. SCOPE OF CONTRACT

### 1. Designation as Processing and Disposal Site

In consideration of Operator's Covenants and this Agreement, the County hereby agrees to include operator's Facility in its Plan as a designated non-exclusive processing or disposal facility for Municipal Waste generated in the County.

### 2. Effective Date

This Contract shall become effective and the contractor shall begin providing Municipal Waste processing and disposal, service for the County under the terms and conditions of this Contract on the date the Contract is duly executed by the Board of Commissioners.

### 3. Term of contract

The term of this Contract shall commence on the effective date, and shall terminate on the earlier of (a) any event, the effect of which is to permanently terminate the validity of the DEP Permit for the Facility (or the equivalent regulatory agency in state which the facility is located) or (b) Ten (10) years, or (c) terminated in writing by consent of both parties.

### 4. Compliance with Applicable Laws

The parties to the Contract agree that the laws of the Commonwealth of Pennsylvania shall govern the validity, construction, interpretation and effect of the Contract. The Contractor shall conduct the service of Municipal Waste processing and disposal as provided by for by the Contract in compliance with all applicable federal and state regulations and laws. The contract and the work to be performed as described herein is also subject to the provisions of all pertinent municipal ordinances which shall be made a part thereof with the same force and effect as if specifically set out therein.

The Contractor certifies that it is not currently under suspension or debarment by the Commonwealth of Pennsylvania or the Federal Government. The Contractor shall not enter into any subcontract for any work under this contract with any subcontractor who is currently suspended or debarred by the Commonwealth of Pennsylvania or the Federal Government. A list of suspended and debarred contractors may be obtained by contacting the following: Department of General Services, Office of Chief Counsel, 603 North Office Building, Harrisburg, PA 17125; Phone: 717-763-6472, Fax: 717-787-9138.

#### 5. Breach of Contract

If the Contractor fails to materially perform in a satisfactory manner in accordance with applicable Permit requirements or regulations the County shall have the right to demand in writing adequate assurances from the Contractor that steps have been or are being taken to rectify the situation. Within ten (10) days of receipt of any such demand the Contractor must submit to the County a written statement that explains the reasons for the non-performance or delayed, partial or substandard performance during that period and any continuance thereof. The Contractor shall also have the option to appear before the County to present any such explanation. Upon the failure of the contractor to submit a statement or failure of the Contractor to correct any such condition within fifteen (15) days after responding to the demand by the County, unless the County has agreed to a longer period (which agreement will not be unreasonably withheld), the County may, except under the conditions of force majeure, as defined herein, assess liquidated damages to the Contractor in accordance with the provisions stated herein and/or to terminate the Contract, and as a remedy make demands under any remedy available to the County as provided by law.

#### 6. Penalties and Actual Damages

A. It is hereby understood and mutually agreed by and between the Contractor and the County that the Municipal Waste processing and disposal services to be performed under this Contract are vital for the protection of public health and welfare *and* it is further understood and agreed that the services to be performed under this Contract will be commenced on the date specified in this Contract.

B. It is hereby understood and mutually agreed by and between the Contractor and the County that reporting of complete and accurate data in the format required by this Contract is vital to evidence the implementation of Venango County's approved Plan and the continued availability of sufficient processing or disposal capacity *and* it is further understood and agreed that the reports to be submitted under this Contract in the format required will be received by the County on the dates specified in this Contract.

1. A Contractor that operates, or whose parent company operates, a transfer station that receives Venango County municipal waste for transport to one of the designated facilities shall also submit a report from the transfer station in accordance with Section IV.

C. If the Contractor neglects, fails or refuses to provide the Municipal Waste processing and disposal services in accordance with the terms and provisions of the Contract, and as a result thereof there is a disruption or termination of the Municipal Waste processing and disposal services to be performed by Contractor under this Contract, then the Contractor does hereby agree, as a partial consideration for the awarding of the Contract, to pay to the County an amount to be determined as hereinafter set forth as actual damages for such breach of Contract for each and every calendar day that such service is disrupted or terminated.

D. The amount of actual damages shall be equal to any additional total waste processing and disposal cost (i.e., any processing and disposal cost in excess of the amount that haulers normally would have paid for processing and disposal of the same amount of waste at the Contractors' Facility under the contract), if any, plus any additional total waste transportation costs (i.e., any transportation cost in excess of the amount that haulers normally would have paid for transporting the same amount of waste to the Contractors' Facility) if any, that the haulers have incurred for transportation and processing and disposal of the Municipal Waste to an alternative processing or disposal facility or transfer station.

E. The Contractor shall not be responsible for the payment of any actual damages whenever the County determines that the Contractor was without fault and the Contractor's reasons for the breach of Contract are

acceptable. Furthermore, the Contractor shall not be responsible for any actual damages under the conditions of force majeure as defined herein.

F. If the Contractor neglects, fails or refuses to provide the complete and accurate reports. in the format required by the County in accordance with the terms and provisions of Section IV of the Contract, then the Contractor does hereby agree, as a partial consideration for the awarding of the Contract, to pay to the County an amount to be determined as hereinafter set forth as penalties for such breach of Contract for each and every calendar day that such reports in the format required by the County are late, incomplete, inaccurate or insufficient.

G. The amount of penalties shall be calculated at the rate of \$300 per day for each and every calendar day past the required date for submission. If more than one report required in Section IV of the Contract is to be submitted on the same calendar day then the amount of penalties shall be calculated separately for each and every report that is late, incomplete, inaccurate or insufficient or improperly formatted.

#### 7. Force Majeure

Neither the Contractor nor the County shall be liable for the failure to perform their duties and obligations under the Contract or for any resultant damages, loss or expense, if such failure was the result of an act of God, riot, insurrection, war, catastrophe, natural disaster or any other cause which was beyond reasonable control of the Contractor or the County and which the contractor or County was unable to avoid by exercise of reasonable diligence.

#### 8. Assignment of Contract

No transfer or assignment of the Contract or any right accruing under the Contract shall be made in whole or in part by the Contractor without prior express written approval by the County (which approval shall not be unreasonably withheld) .The delegation of any Contract duties will require the written consent of the surety for the Contractor's performance bond, since such delegation will not relieve the Contractor or his surety of any liability and/or obligation to perform. In the event of any delegation of a duty, the delegate shall assume full responsibility and liability for performance of that duty without affecting the Contractor's liability, and shall be responsible for compliance with and performance of all terms and conditions of this contract including but not limited to provisions for sureties and assurances of availability of 10-year service.

#### 9. Change of Ownership

In the event of any change of control or ownership of the Contractor's Facilities the County shall maintain the right to hold the original owner solely liable. However, the County, at its option may determine that the new ownership can adequately and faithfully perform the duties and obligations of the Contract for the remaining term of the Contract, and elect to execute a novation, which will allow the new ownership to assume the rights and duties of the Contract and release the former ownership of all obligations and liabilities. The new ownership would then be solely liable for the performance of the Contract and any claims or liabilities under the Contract.

#### 10. Waivers

A waiver by either party of any breach of any provisions of the Contract shall not be taken or held to be a waiver of any succeeding breach of such provisions or as a waiver of any provision itself. No payment or acceptance of compensation for any period subsequent to any breach shall be deemed a waiver of any right or acceptance of detective performance.

#### 11. County's Obligations

County shall not be obligated by the terms of this Contract to guarantee the delivery to Contractor's Facility of any minimum quantities of Municipal Waste or payment for any services provided by Contractor to any hauler.

#### 12. Illegal and Invalid Provisions:

In the event any term, provision or other part of the Contract should be declared illegal, inoperative, invalid or unenforceable such term or provision shall be amended to conform to the appropriate laws or regulations. In the case of illegal or invalid provisions, the remainder of the Contract shall not be affected and shall remain in full force and effect.

### 13. Joint and Severable Liability

If, after the date hereof, the Contractor is comprised of more than one individual, corporation or other entity, each of the entities comprising the Contractor shall be jointly and severally liable.

### 14. Binding Effect

The provisions, covenants and conditions of the Contract shall apply to and bind the parties, their legal heirs, representatives, successors and assigns.

### 15. Entire Agreement /Amendments to the Contract

The provisions of this Contract, together with the Agreements and exhibits incorporated by reference, shall constitute the entire Municipal Waste Processing and Disposal Capacity Contract between the County and the Contractor, superseding all prior processing and disposal capacity agreements or contracts, if any, except as otherwise provided in this Contract. No amendment or modifications of the terms and conditions of the Contract shall be made prior to the date the Contract is duly executed by the Venango County Board of Commissioners. Once the Contract is duly executed by the Venango County Board of Commissioners, no amendment or modifications of the terms and conditions of the Contract shall be effective unless such amendment or modification is in writing and signed by authorized representatives of all parties entitled to receive a right or obligated or perform a duty under the Contract. A signed original amendment to the Contract shall be furnished to all parties to be attached to the original Contract. The County and the Contractor agree that any existing Municipal Waste processing and disposal contracts between them are hereby rendered null and void and superseded by this Contract. Any existing Host County Fee Agreements between the parties shall remain in full force and effect notwithstanding any provisions of this Contract.

### 16. Merger Clause

The Contract shall constitute the final and complete agreement and understanding between the parties. All prior and contemporaneous agreements and understandings, whether oral or written, including, without limitation, the Request For Proposals (RFP) submitted by Contractor, shall be without effect on the construction of any provisions or terms of the final contract if they alter, vary or contradict the Contract.

### 17. Notices

All notices, demands, requests and other communications under this contract shall be deemed sufficient and properly given if in writing and delivered in person, or by recognized carrier service to the following addresses, or sent by certified or registered mail, postage prepaid, with return receipt requested, at such addresses. Provided, if such notices, demands, requests or other communications are sent by mail, they shall be deemed as given on the third day following such mailing, which is not a Saturday, Sunday or day on which United States mail is not delivered:

**County: *The Venango County Regional Planning Commission,  
1168 Liberty St., P.O. Box 831  
Franklin, Pa. 16323  
Attention: Mr. Erik Johnson, Recycling Coordinator, Planner II***

### **Contractor Notice Address as shown on Form B.**

Either party may, by like notice, designate any further or different addresses to which subsequent notices shall be sent. Any notice under this Contract signed on behalf of the notifying party by a duly authorized attorney at law shall be valid and effective to the same extent as if signed on behalf of such party by duly authorized officer or employee.

## III. SERVICE, OPERATIONS, AND PERFORMANCE

### 1. Services of the Contractor

The Contractor agrees to accept, process and dispose specified quantities and types of Municipal Waste originating from sources located in Venango County, in accordance with all applicable Federal, state and local

regulations. Nothing herein shall prohibit any Contractor from entering into any separate contract with another person or municipality to provide such waste collection and/or transportation services.

## 2. Types and Quantities of Municipal Waste

The specific types and quantities of Municipal Waste that will be accepted at the Contractor's Facility under this contract shall be those as listed in Form B:

Annual adjustments to the maximum Municipal Waste quantities may be permitted if the request for adjustments is made in writing at least sixty (60) days in advance of the anniversary of the effective date of the Contract. Any quantity adjustment request will be mailed to the County by United States Postal Service, Certified Mail. If an authorization is approved, it will be considered an amendment to this Contract and the adjusted quantities will supersede those previously in effect.

## 3. Maximum Tipping Fees or Rate Schedule

The maximum rate or tipping fee to accept the various types of Municipal Waste shall be as listed on Form A.

## 4. Delivery of Wastes

The Municipal Waste to be accepted at the Contractor's Facility under this Contract will be delivered to the Contractor's Facility by municipal and/or private waste haulers. The waste haulers responsible for delivering the Municipal Waste that will be accepted under the contract will be those required to be authorized by the Pennsylvania Waste Transportation Safety Act 90 as well as those regularly engaged in the business of waste transportation but are exempt. Only Municipal Waste materials delivered to the Contractor's Facility by authorized and such exempt waste haulers shall count towards any maximum waste quantity limits under the Contract. Contractor shall be responsible for obtaining a current list of the authorized waste haulers from the appropriate State agency.

## 5. Minimum Hours of Operation

Unless mutually agreed upon otherwise by the Contractor and the County, the Contractor will accept delivery of Municipal Waste from waste haulers authorized by the Pennsylvania Waste Transportation Safety Act 90 during the hours shown on Form B, excluding generally recognized business holidays, including without limitation (President's Day, Good Friday, Memorial Day, Independence Day, Labor Day, Thanksgiving, Christmas and New year's Day). In the event of any lengthy travel time from sources in the County to an out-of-county processing and disposal facility, the Contractor will be required to exhibit flexibility in the operating hours for accepting wastes from Venango County. The Contractor shall have complete discretion to make additional arrangements for accepting waste at any earlier or later hours and/or on Sundays.

## 6. Complaints

The Contractor shall receive and respond to all complaints from waste transporters authorized by the Pennsylvania Waste Transportation Safety Act 90 as well as those regularly engaged in the business of waste collection and transportation in Venango County regarding the acceptance of waste materials at his Facility. Any complaints received by the County will be directed to the Contractor. In the event the Contractor cannot satisfactorily resolve a complaint within five (5) days after receipt of the complaint, the County shall have the right to demand a written explanation or satisfactory resolution of the complaint pursuant to the breach of contract provisions herein.

## 7. Municipal Recycling Programs

The County and individual municipalities in Venango County shall have the right to establish and operate any municipal recycling programs, including drop-off recycling centers and curbside collection programs, to source separate and remove recyclable materials from the Municipal Waste stream prior to the delivery of the waste to the Contractor's facility. The Contractor shall notify the County in the event Contractor becomes aware that materials that are being collected in the County and/or municipal recycling programs are being routinely delivered to Contractor for waste processing and disposal. The Contractor shall cooperate with the County in reaching the Commonwealth of Pennsylvania's Recycling goals.

#### 8. Title to Solid Waste

Except in the case where any unacceptable waste or Hazardous Waste is delivered to the Contractor's Facility, the title to the Municipal Waste and any benefits of marketing any materials or energy recovered from the Municipal Waste shall pass to the Contractor upon delivery of the waste to the Contractor's Facility and acceptance of the waste by the Contractor.

#### 9. Unacceptable or Hazardous Waste

The Contractor shall have the right and discretion to inspect and reject any such Hazardous and/or Unacceptable waste delivered to the Facility by the haulers servicing the county. The waste haulers authorized by the Pennsylvania Waste Transportation Safety Act 90, as well as those regularly engaged in the business of waste transportation but are exempt from Act 90, shall be responsible for the prompt removal and processing and disposal of any such unacceptable waste and shall bear all costs associated with the subsequent removal, transportation and processing and disposal of such Hazardous and/or Unacceptable waste.

#### 10. Basis and Method of Payment

A. The County shall not be responsible for the direct payment of any tipping fees to the Contractor under the Contract. All tipping fees shall be paid directly by the municipal and/or private waste haulers, which deliver the waste to the Contractor's Facility.

B. The Contractor shall be responsible for the billing and collection of all tipping fees from the waste haulers. The method of billing and collection arrangements between the waste haulers and the Contractor shall comply with all applicable Federal and State laws governing such commerce and business activities.

C. The County shall not be responsible for failure of any waste hauler, authorized or otherwise, to pay the Contractor's tipping fees and no such fees will be paid by the County. In the event County is notified of repeated delinquency or non-payment by any waste hauler of Contractor's tipping fees, County may enforce any remedies, which may be available to the County.

D. The Contractor shall not charge a tipping fee to any waste hauler authorized by the Pennsylvania Waste Transportation Safety Act 90, as well as those regularly engaged in the business of waste transportation but are exempt, that is greater than the maximum rates established by this Contract for each type of waste. Nothing in this Contract shall be construed to prevent or preclude the Contractor from negotiating alternate tipping fees with any waste hauler provided such fees do not exceed the maximum rates under this Contract.

#### 11. Rate Escalation and Adjustments

A. If Contractor desires to adjust the maximum rate or tipping fee for processing and disposal of each type of Municipal Waste under the Contract in excess of the amount provided in Form A in the RFP submitted by Contractor to the County, the Contractor may request the consent of the County for such increase by providing the County with at least 60 days advance written notice of the proposed increase. Consent to any proposed increase shall be at the sole discretion of the County. The notice of proposed increase to the County shall be delivered to the County by United States Postal Service, Certified Mail on or before October 1 of the year prior to the proposed effective date of the increase.

B. Unless the County and Contractor mutually agree to an alternate date, all annual rate adjustments shall become effective on January 1st of each year of the Contract to be consistent with the starting dates and new contract periods of most Municipal Waste collection contracts.

C. The Contractor may also request consent of the County at any time for additional rate or fee adjustments on the basis of unforeseen changes in operating costs resulting from any new or revised federal, state, or local laws, ordinances, regulations or permit requirements, which were not in effect at the time when the original Contract was awarded. The Contractor shall have the burden of preparing and submitting any necessary information to support and document any such rate adjustments. The County shall have the right to inspect, by itself or by an independent auditor, any pertinent financial records that document the need for a rate adjustment using audit standards similar to the Federal procurement regulations. The County shall also have the right to modify the

amount of a rate increase requested, modify the effective date of a rate adjustment or to reject a rate increase petition for lack of justification.

D. In the event that any one rate adjustment petition for unforeseen changes in the operating costs of the processing or disposal facility, as set forth in paragraph C above, or the cumulative impact of several such rate adjustment petitions, results in a rate increase greater than 25 percent of the base tipping fee under this contract, the County at its discretion shall have the right to solicit new Municipal Waste, processing and disposal service proposals and the right to terminate this Contract, if in the judgment of the County, more favorable processing and disposal contracts can be secured from other facilities.

E. All annual rate adjustments shall be calculated on only the actual operating cost for the Contractor's processing and disposal facility. All annual rate adjustments as set forth in, demonstrated and included with Form A represent the total tipping fee including any and all fees, taxes, and surcharges as described. Any fixed pass-through or add-on surcharges or costs, such as the surcharge for the recycling fund, post-closure trust fund and County or host municipality benefit fee imposed on Pennsylvania Facilities by Act 101 or any other surcharge or pass-through cost imposed by any host county or municipality, will be deducted from the maximum rate or tipping fee prior to calculating any annual rate adjustment.

#### 12. **RESERVED** County Administration/Recycling Surcharge

In the event that legislation should be enacted during the period of this contract authorizing the County to assess fees or surcharges for the administration and implementation of its solid waste and recycling programs the County reserves all such rights and privileges to negotiate and collect such fees from the Contractor.

#### IV. RECORD KEEPING AND REPORTING REGULATED WASTE

1. The Contractor will be required to install and maintain a scale to weigh all incoming waste to the contractor's Municipal Waste processing or disposal facility or, in the case of a transfer station, to weigh all Municipal Waste delivered to the County designated processing or disposal facility by the transfer station. The scale used to weigh Municipal Waste shall conform to the Weights and Measurement Act of 1965 (73 P.S. sections 1651- 1692) and applicable regulations thereunder; the operator of the scale shall be a licensed public weighmaster under the Public Weighmasters Act (13 P.S. sections 1771-1796) and any regulations.

##### 2. Daily Operational Records

The Contractor shall make and maintain an operational log for each day that Municipal Waste is received, processed or disposed. At a minimum, the following information shall be recorded in the daily operational log:

- A. The total weight of each type of Municipal Waste received at the Facility from all sources;
- B. The County from which the Solid Waste originated, or if the waste originated from outside the state, the state from which the waste originated; and
- C. The name of each waste hauler or transporter delivering Municipal Waste to the Facility.

- 1. Loads from transfer facilities should be made distinguishable from those directly hauled.

##### 3. Quarterly Operation Reports

The Contractor shall prepare and submit on forms approved by the County a quarterly operation report. The quarterly operation reports shall be submitted to the County on or before the 20th day of April, July, October, and January of each year for the preceding three (3) month calendar period ending on the last day of March, June, September, and December, respectively. At a minimum, the following information shall be included in each quarterly operation report:

- A. The total weight of each type of Municipal Waste received from all sources within the County during each month of the quarterly reporting period;
- B. The names of the waste haulers or transporters and self-haulers that delivered waste originating from sources in Venango County.

c. A summary of the total weight of each type of Municipal Waste received each month from each waste hauler or transporter and self-hauler delivering waste originating from sources in Venango County;

D. A summary of the total weight of each type of Municipal Waste received each month from all waste haulers and self-haulers delivering waste originating from sources in Venango County. Loads from transfer facilities should be made distinguishable from those directly hauled; and

E. A Contractor that operates, or whose parent company operates, a transfer station that receives Venango County municipal waste for transport to one of the designated facilities shall also submit a report from the transfer station showing:

1. The names of the waste haulers or transporters and self-haulers that delivered Municipal Waste originating from sources in Venango County.
2. A summary of the total weight of each type of Municipal Waste received each month from each waste hauler or transporter and self-hauler delivering waste originating from sources in Venango County.
3. The total amount of tons of Venango County Municipal Waste transported from the transfer station to each disposal facility designated in the Plan to receive waste from Venango County.

The inbound and outbound tons of Venango County waste must reconcile.

#### 4. Annual Operation Report

The Contractor shall prepare and submit on forms approved by the County an annual operation report for each calendar year or other fiscal year approved by the County. The annual operation report shall be submitted to the County on or before June 30th of each year unless an alternate submission date is approved by the County. At a minimum, the following information shall be included in the annual operational report:

A. For Municipal Waste landfills, a description of the capacity or volume used during the past year and the remaining permitted capacity based upon the annual topographic survey information;

B. A current Certificate of Insurance as evidence of continuing insurance coverage for public liability insurance as required under the Contract;

C. For resource recovery or other Municipal Waste processing facilities, the name and the location of the landfill disposal facilities where any bypassed wastes, unprocessable waste and waste by-products, such as incinerator ash, were ultimately disposed;

D. Copies of all notices of violation, civil penalty assessments and/or administrative orders issued by federal, state or county regulatory authorities to the owner and/or operator of the Facility during the year; and

E. If available to the Contractor, Certificate of good standing- from its bonding company.

F. The annual operating reports that must be prepared and submitted to the DEP by Pennsylvania processing and disposal facilities (or equivalent regulatory agency in the state in which the facility is located) may constitute acceptable information for portions of the annual operating report for the purposes of the Contract, provided they are accompanied by completed and accurate forms approved by the County along with any required supporting information.

#### 5. Administrative Inspections

Upon reasonable notice, and during regular business hours, the County and its authorized representatives shall have access to Contractors' logs and records pertaining to the quantities and sources of Municipal Waste for the purpose of verifying compliance with the terms and conditions of this Contract.

#### 6. Special Reporting Requirements

The Contractor shall provide written notification to the County of any permit modification applications for the following types of permit changes, on the same date the application is first submitted to the Pennsylvania DEP (or equivalent regulatory agency in the state in which the facility is located):

A. Changes in the permitted site volume or capacity,

- B. Changes in the permitted average and/or maximum daily waste volume or loading rates,
- C. Changes in the excavation contours or final contours, including the final elevations and slopes,
- D. Changes in the permitted acreage, and
- E. Changes in ownership.

## V. PUBLIC LIABILITY INSURANCE REQUIREMENTS

### 1. Insurance Requirement

The Contractor shall be required to maintain in full force and effect throughout the term of the Contract, and any renewal or extension thereof a general liability insurance policy to provide continuous coverage against third party claims for property damage and personal injury, as specified in Chapter 271 of the DEP's Municipal Waste Management Regulations (Pennsylvania Bulletin, Vol. 18, No. 15, April 9, 1988) and the following section. The effective date of the required insurance policy shall be prior to the initiation of any waste processing and disposal services under this Contract. Contractor shall cause County to be added as an additional insured on all policies of insurance required under the terms of this Contract.

### 2. Proof of Insurance Coverage

The Contractor shall be required to submit to the County proof of insurance coverage upon execution of the Contract. At a minimum, the proof of insurance shall consist of a certificate of insurance which:

- A. States the name of the insurance company, the insured owner and facility covered by the policy.
- B. Identifies the kinds of coverage provided by the policy and the amounts of coverage, exclusive of legal costs.
- C. Identifies the beginning and ending dates for the policy.
- D. Specifies that a minimum 60-day period written notice shall be given by the insurer to the County and the Owner, by certified mail, before any cancellation or other termination of the policy becomes effective.
- E. States that the insurer is liable for payment on the policy without regard for the bankruptcy or insolvency of the insured.
- F. Be signed by an authorized agent of the insurance company.

### 3. Maintenance of Insurance Coverage

The Contractor shall be required to submit to the County a current certificate of insurance as evidence of continuous insurance coverage as part of the annual operation report required under the Contract. The annual certificate of insurance shall contain the same information and provisions as specified in the original proof of insurance certificate under the requirements of the preceding paragraph. Failure to submit the required proof of insurance or to maintain the required minimum insurance coverages would be considered a default by the Contractor in accordance with the provisions of the Contract.

## VI. NONDISCRIMINATION

Neither the Contractor nor any subcontractor nor any person(s) acting on his behalf shall discriminate against any person because of race, sex, age, creed, color, religion, national origin or any other protected category.

## VII. INDEMNIFICATION

The Contractor or its successors and assigns shall indemnify and save harmless the County, their officers, agents, servants and employees from and against any and all suits, actions, legal proceedings, claims, demands, damages, costs, expenses and attorney fees resulting from any willful or negligent act or omission of the Contractor or its successors or assigns, its officers, agents, servants and employees in the performance of this Contract; provided however, that the Contractor or its successors and assigns shall not be liable for any suits, actions, legal proceedings, claims, demands, damages, costs, expenses and other attorney fees arising out of the award of this Contract or the willful or negligent act or omission of the County, their officers, agents, servants and employees.

## VIII. PERMITS

The Contractor shall be responsible for obtaining any and all permits necessary for the construction and operation of the Municipal Waste processing and disposal facilities required to comply with the terms and conditions of the Contract, and any and all costs or expenses of obtaining such permits. Failure to obtain and maintain permits shall constitute a breach of this Contract.

#### IX. Right-to-Know Law

The Pennsylvania Right-to-Know Law, 65 P.S. § 67.101-3104, applies to this Contract.

Unless the Contractor provides the County in writing, with the name and contact information of another person, the County shall notify the Contractor's Project Coordinator using the Contractor information provided by the Contractor in the legal contact information provided in this Contract, if the County needs the Contractor's assistance in any matter arising out of the Right-to-Know LAW ("RTKL"). The Contractor shall notify the County in writing of any change in the name or the contact information within a reasonable time prior to the change.

Upon notification from the County that the County requires the Contractor's assistance in responding to a RTKL request for records in the Contractor's possession, the Contractor shall provide the County within 14 calendar days after receipt of such notification, access to, and copies of, any document or information in the Contractor's possession which arises out of the Contract that the County requests ("Requested Information") and provide such other assistance as the County may request in order to comply with the RTKL. If the Contractor fails to provide the Requested Information within 14 calendar days after receipt of such request, the Contractor shall indemnify and hold the County harmless for any damages, penalties, detriment or harm that the County may incur under the RTKL as a result of the Contractor's failure, including any statutory damages assessed against the County.

The County's determination as to whether the Requested Information is a public record is dispositive of the question as between the parties. The Contractor agrees not to challenge the County's decision to deem the Requested Information as Public Record. If the Contractor considers the Requested Information to include a request for a Trade Secret or Confidential Proprietary Information, as those terms are defined by the RTKL, the Contractor will immediately notify the County, and will provide a written statement signed by a representative of the Contractor explaining why the requested material is exempt from public disclosure under the RTKL within seven (7) calendar days of receiving the request. If, upon review of the Contractor's written statement, the County still decides to provide the Requested Information, the Contractor will not challenge or in any way hold the County liable for such a decision.

The County will reimburse the Contractor for any costs associated with complying with this provision only to the extent allowed under the fee schedule established by the Office of Open Records or as otherwise provided by the RTKL if the fee schedule is inapplicable.

The Contractor agrees to abide by any decision to release a record to the public made by the Office of Open Records, or by the Pennsylvania Courts. The Contractor agrees to waive all rights or remedies that may be available to it as a result of the County's disclosure of Requested Information pursuant to the RTKL. The Contractor's duties relating to the RTKL are continuing duties that survive the expiration of this Contract and shall continue as long as the Contractor has Requested Information in its possession.

WITNESS the execution hereof, the parties expressly intending to be legally bound pursuant to the Uniform Written Obligations Act, 33 Pa. C.S. § 6, Contractor and County have caused this contract to be executed by their respective duly authorized agents, as of the date and year first written.

COUNTY OF VENANGO,

BOARD OF COMMISSIONERS

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\_\_\_\_\_ CHAIR      DATE \_\_\_\_\_

Timothy S. Brooks Chairman

\_\_\_\_\_  
Vincent L. Witherup

\_\_\_\_\_  
Bonnie S. Summers

(SEAL)

ATTEST: \_\_\_\_\_

Denise Jones, Chief Clerk,

CONTRACTOR

---

CONTRACTOR: \_\_\_\_\_

WITNESS: \_\_\_\_\_

TITLE: \_\_\_\_\_

**Form A – Cost of Processing and Disposal**

Name of Facility _____						
<b>Maximum Tipping Fees Per Ton For Each Category of Waste</b> The maximum tipping fee shall not exceed the posted gate rate. Include all applicable surcharges, fees, taxes from Legislation, Regulation, or Programs of State, Federal, County or Host Municipalities Show a breakdown of those fees in the following table  Indicate any annual escalators that will apply or attach a separate table demonstrating future rates.						
	<b>MSW</b>	<b>Construction Demolition</b>	<b>Sewage Sludge</b>	<b>Approved ICW</b>	<b>Other</b>	<b>Other</b>
<b>Base Tipping Fee (without taxes, and other fees)</b>						
<b>List Name of Fee, Tax, Surcharge below.</b>	<b>List Amount for Each Fees, Taxes, Surcharges that will apply to Venango County MSW</b>					
<b>Total Tipping Fee including all fees and surcharges</b>						

### Form B -Reserved Capacity

FACILITY: \_\_\_\_\_

Types and Quantities of Municipal Solid Waste  
year

Specify tons per day and tons per

Year	MSW Only	C&D	Sludge	Other	Other	Total
2014-2015						
Tons Per Day						
Tons Per Year						
2015-2016						
Tons Per Day						
Tons Per Year						
2016-2017						
Tons Per Day						
Tons Per Year						
2017-2018						
Tons Per Day						
Tons Per Year						
2018-2019						
Tons Per Day						
Tons Per Year						
2019-2020						
Tons Per Day						
Tons Per Year						
2020-2021						
Tons Per Day						
Tons Per Year						
2021-2022						
Tons Per Day						
Tons Per Year						
2022-2023						
Tons Per Day						
Tons Per Year						

# Form B - Part II Reserved Capacity

Total Combined Quantities of all Accepted Categories of Municipal Waste

YEAR	TOTAL VENANGO MSW TONS PER YEAR * (all categories)	PERCENTAGE Reserving Capacity for % of Venango MSW Annually (all categories)	ANNUAL TONS Reserving Capacity for #Tons Venango MSW Annually (all categories)	OPERATING DAYS Estimated Annual Working Days	TONS PER DAY Reserving Capacity for #Tons Venango MSW Daily (all categories)
2014	31,766.90				
2015	31,629.88				
2016	31,492.95				
2017	31,356.03				
2018	31,219.10				
2019	31,082.18				
2020	30,945.25				
2021	30,790.68				
2022	30,636.20				
2023	30,481.63				

\*Projections were adjusted to account for known discrepancies in PADEP annual facility reports

**Operating hours** from \_\_\_\_\_ to \_\_\_\_\_ Monday through Friday and from \_\_\_\_\_ to \_\_\_\_\_ on Saturdays,

Indicate tons of Venango County Municipal Waste donated by Contractor per year for non-profit activities including but not limited to road adoptions and open dump clean-ups: \_\_\_\_\_ tons

Notices

All notices, demands, requests, and other communications under this contract shall be delivered to:

Contractor: \_\_\_\_\_

Address: \_\_\_\_\_

Attention: \_\_\_\_\_

With a copy to: \_\_\_\_\_ Attention: \_\_\_\_\_

# Section 5

## REQUIRED FORMS

The following forms shall be completed, signed by an official authorized to bind the Offeror, and attached to the proposal.

1. Form C- Representations and Certifications
2. Form D- Contractor Information

*FORM C- REPRESENTATIONS AND CERTIFICATIONS*

Company \_\_\_\_\_

Facility \_\_\_\_\_

Authorized Official \_\_\_\_\_

An officer of the organization submitting the proposal empowered and authorized to sign such documents makes the following representations and certifications as part of this proposal:

**1. Certification of Non Collusion and Independent Price Determination**

I certify that as an officer of \_\_\_\_\_, I have lawful authority and have thus been empowered to submit and execute the proposal contained herein; that neither have I nor any representative of \_\_\_\_\_ has either directly or indirectly entered into any agreement, express or implied with any representative or representatives of other companies or individuals submitting such proposals for the object of controlling of price, the limiting of proposals submitted, the parceling out of any part of the resulting contract or subject matter of the proposal or proposals or any profits thereof; and that I nor any representatives of \_\_\_\_\_ have not nor will not divulge the sealed proposal to any person or persons except those having a partnership or other financial interest with him or her in the proposal or proposals until after the said sealed proposal or proposals are opened.

I further certify that neither I nor any representative of \_\_\_\_\_, have been a party to collusion among proposers in restraint of the freedom of competition by agreement to make a proposal at a fixed price or to refrain from submitting a proposal or with any state official or employee as to quantity, quality, or price in any discussions between proposers and any County official concerning exchange of money or other things of value for special consideration in the letting of the contract and that neither I nor any representative of \_\_\_\_\_ have paid, given, donated or agreed to pay give or donate to any official, officer, or employee of Venango County any money or other thing of value either directly or indirectly.

**2. Acceptance Period**

I agree to allow 180 days from the date of this proposal for acceptance thereof by the Commissioners of Venango County.

**3. Ambiguity**

I recognize and accept that in the case of any ambiguity or lack of clarity in stating fees, prices or other information and conditions in the proposal, the County shall have the right

to construe such prices or information and conditions in a manner most advantageous to the County or to reject the proposal.

**4. Contingent Fee Representation**

I certify that \_\_\_\_\_ has not employed or retained any company or person other than a full time bona fide employee working solely for \_\_\_\_\_ to solicit or secure this contract nor has it paid or agreed to pay any company or person other than a full time bona fide employee working solely for \_\_\_\_\_ any fee commission, percentage or brokerage fee contingent upon or resulting from the award of this contract. I agree to furnish any information relating to both conditions as requested by Venango County.

**5. Equal Employment Opportunity**

I assure that neither the employees, applicants for employment, nor those of any labor organization, subcontractor or employment agency in either referring or furnishing employee applicants are discriminated against by \_ \_\_\_\_\_.

*Executed under penalty of perjury this \_\_\_\_\_ day of 2013,  
at \_\_\_\_\_*

*By\_ \_\_\_\_\_ (name)*

*\_\_\_\_\_ (title)*

SEAL \_\_\_\_\_ (company)

Date: \_\_\_\_\_

On \_\_\_\_\_, 2013, before me, the undersigned, a Notary Public in and for \_\_\_\_\_, personally appeared \_\_\_\_\_, known to me to be the \_\_\_\_\_ of Company that executed the within instrument on behalf of the Proposer therein named, and acknowledged to me that such Proposer executed the same.

In witness whereof, I have hereunto set my hand and affixed my official seal in the County of \_\_\_\_\_, this \_\_\_\_\_ day of \_\_\_\_\_ 2013.

Notary \_\_\_\_\_

My Commission expires \_\_\_\_\_ Notary Public

*FORM D- CONTRACTOR INFORMATION*

Company\_ \_\_\_\_\_

Address \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Phone \_ \_\_\_\_\_ Fax \_ \_\_\_\_\_

Owner/President\_ \_\_\_\_\_

Type of organization (corporation, joint venture, partnership, individual)

- \_\_\_\_\_

For joint ventures, indicate role and ownership share of each participant. Providing information for each. List any and all subcontractors.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Proposed Processing and Disposal Facility \_ \_\_\_\_\_

Permit #/ State /Date Issued/Expiration \_ \_\_\_\_\_

Physical Location  
(County/Municipalities)\_ \_\_\_\_\_

Have you or any officer of the company or facility ever failed to complete any contract awarded in your own name or that of the company or facility?

If yes, explain who, where and why\_ \_\_\_\_\_

\_\_\_\_\_

Have you or any officer of the company or facility ever failed to complete any contract awarded in your own name or that of any other company or facility?

If yes, explain who, where and why\_ \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Are you or any officer of the company or facility engaged in any contracts for services similar to those contained in the proposal herein?

If yes, explain who, where and when \_\_\_\_\_

Have you or any officer of the company or facility your partners or joint ventures been party to a lawsuit issued within the past three years that might impact your ability to perform the obligations of this contract?

If yes, explain who, where and why \_\_\_\_\_

Have you submitted a complete an accurate compliance history outlining any and all judicial actions, convictions, consent orders or agreements, violations, and resolutions for any environmental, or public health and safety laws and regulations?

Explain or comment on any desired actions \_\_\_\_\_

Executed under penalty of perjury this \_\_\_\_\_ day of 2013  
at \_\_\_\_\_

By \_\_\_\_\_ (name)

\_\_\_\_\_ (title)

SEAL \_\_\_\_\_ (company)

Date: \_\_\_\_\_

On \_\_\_\_\_, 2013, before me, the undersigned, a Notary Public in and for \_\_\_\_\_, personally appeared \_\_\_\_\_, known to me to be the \_\_\_\_\_ of Company that executed the within instrument on behalf of the Proposer therein named, and acknowledged to me that such Proposer executed the same.

In witness whereof, I have hereunto set my hand and affixed my official seal in the County of \_\_\_\_\_, this \_\_\_\_\_ day of \_\_\_\_\_ 2013\_

My Commission expires \_\_\_\_\_ Notary Public

**REQUESTS PROPOSALS FOR MUNICIPAL SOLID WASTE DISPOSAL AND/OR PROCESSING CAPACITY  
VENANGO COUNTY BOARD OF COMMISSIONERS,  
FRANKLIN, PENNSYLVANIA**

In accordance with Pennsylvania Code Title 25, Environmental Protection, Chapter 272.225 Municipal Waste Planning Recycling and Waste Reduction (as amended December 22, 2000), the Venango County Board of Commissioners has determined that additional waste disposal or processing capacity for municipal solid waste (MSW), including construction/demolition (C/D) waste and sewage sludge generated within the County is required for a period covering the next ten years. The Venango County Regional Planning Commission, on behalf of the Venango County Board of Commissioners is hereby soliciting proposals for disposal capacity for MSW generated in Venango County Pennsylvania with contract approval and execution anticipated by March 2014.

The Request for Proposals (R.F.P.) will be available from the Venango County Regional Planning Commission, on or after November 20, 2013. There is a \$50 fee for printed copies. All proposals must be made on and inclusive of the required Proposal Forms and be in accordance with the Requirements for Submitting Proposals contained in the Request for Proposals. Proposers may withdraw their proposal at any time prior to the scheduled closing time for receipt of proposals. The Venango County Board of Commissioners reserves the right to reject any or all proposals, to waive any irregularities and/or information in any proposal and to make an award in any manner, consistent with applicable laws, which is deemed to be in the best interest of the County

The Venango County Regional Planning Commission will receive sealed proposals until 3:00 p.m., Prevailing Time on Tuesday, December 17, 2013. The Proposer is required to submit two (2) hard copies, each executed in blue ink and labeled "original," and two (2) "copies" formatted as MS Word or pdf files each on separate electronic media, CD-ROMs or Flash Drives. The proposals must be packaged, sealed, and clearly labeled to show the statement "Proposal Disposal Capacity" and the name and address of the Proposer.

Proposals should be submitted and be addressed to: the Venango County Regional Planning Commission: 1168 Liberty St., P.O. Box 831, Franklin, Pa. 16323 Attention: Mr. Erik Johnson, Recycling Coordinator, Planner II



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**DISTRICT  
MANAGER**

Progressive Waste Solutions is North America's 3rd largest non-hazardous solid waste company. To continue our impressive growth, we're seeking District Managers for south Louisiana to execute a local market strategy that drives functional excellence and budget achievement. Qualified candidates should have at least 5 years proven track record managing hauling and post-collection operations.; building a strong sales team; overseeing effective safety and accident prevention programs; and developing relationships with relevant government, community and environmental groups.

We offer competitive salaries and excellent benefits. For more information and to apply, please visit our Careers page at [www.progressivewaste.com](http://www.progressivewaste.com). EOE.

**THE ERIE COUNTY DEPARTMENT OF PLANNING  
ON BEHALF OF THE ERIE COUNTY COUNCIL  
ERIE COUNTY PENNSYLVANIA  
REQUESTS PROPOSALS FOR DISPOSAL/PROCESSING CAPACITY FOR  
MUNICIPAL SOLID WASTE**

The Erie County Department Of Planning, in the process of updating the Erie County Municipal Solid Waste Management Plan, has determined that additional waste disposal or processing capacity for municipal solid waste (MSW), including construction/demolition (C/D) waste and sewage sludge generated within the County is required for a period beginning in 2014 and ending in 2024. In accordance with Pennsylvania Code Title 25, Environmental Protection, Chapter 272.225 Municipal Waste Planning Recycling and Waste Reduction (as amended December 22, 2000), the Erie County Department Of Planning on behalf of The Erie County Council is hereby soliciting proposals for disposal/processing capacity for MSW generated within the boundaries of Erie County Pennsylvania.

The Request for Proposals (RFP) will be available from the Erie County Department Of Planning, on or after December 9, 2013. There is a \$50 fee for printed copies. All proposals must be made on and inclusive of the required Proposal Forms and be in accordance with the Requirements for Submitting Proposals contained in the Request for Proposals. Proposers may withdraw their proposal at any time prior to the scheduled closing time for receipt of proposals. The Erie County Department Of Planning reserves the right to reject any or all proposals, to waive any irregularities and/or information in any proposal and to make an award in any manner, consistent with applicable laws, which is deemed to be in the best interest of the County. Contract approval and execution anticipated by March 2014.

Erie County Department of Planning will receive sealed proposals until 3:00 p.m., Prevailing Time on Wednesday, January 22, 2014. The Proposer is required to submit two (2) hard copies, each executed in blue ink and labeled "original," and two (2) "copies" formatted as MS Word or pdf files each on separate electronic media, CD-ROMs or Flash Drives. The proposals must be packaged, sealed, and clearly labeled to show the statement "Proposal Disposal Capacity" and the name and address of the Proposer.

Proposals should be submitted and be addressed to: the Erie County Department of Planning, Erie County Courthouse, Room 111, 140 West Sixth Street | Erie, PA 16501, Attention: Mr. Blakesley, Recycling Coordinator

# Appendix C

## PROCESS FOR NEW DESIGNATION OF PROCESSING/DISPOSAL FACILITY

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**Venango County Municipal Solid Waste Management Plan**

**Petition for Designation as Processing/Disposal Facility**

Venango County has secured Disposal Capacity Agreements for a sufficient amount of disposal capacity for all municipal waste generated within the County. However, the County recognizes that new disposal and processing opportunities may present themselves from time to time. Therefore, Venango County has established guidelines to include added facilities during the ten-year period of its current Municipal Solid Waste Management Plan. Municipalities, haulers, and/or transfer stations must use this form to notify the County of a party’s interest in using another facility. Information provided in this form will be used by the County to contact a facility representative and send the requirements necessary to qualify the facility as a participant in the Plan. The facility must meet all of the same criteria required in the original Request for Proposals for Disposal Capacity, including execution of the Contract as presented. Any and all costs associated with the Plan revision to add a facility shall be the responsibility of either the Petitioner or the Facility as indicated and authorized by a signature on this form.

**Please complete and submit the form to:**

**Venango County Regional Planning Commission**

1168 Liberty St.  
P.O. Box 831  
Franklin, Pa. 16323  
814.432.9684

**Petitioner**

Name: \_\_\_\_\_

Organization: \_\_\_\_\_

Address: \_\_\_\_\_

\_\_\_\_\_ Phone Number: \_\_\_\_\_

Fax Number: \_\_\_\_\_

E-Mail Address: \_\_\_\_\_

**Facility**

Name of Facility: \_\_\_\_\_

Contact Person: \_\_\_\_\_

Address: \_\_\_\_\_

\_\_\_\_\_ Phone Number: \_\_\_\_\_

Fax Number: \_\_\_\_\_

E-Mail Address: \_\_\_\_\_

**Explain the need to have this facility included in the Plan: (Attach Additional Sheets if Necessary)**

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**Party responsible for total costs of Plan Revision to add facility:**

Name \_\_\_\_\_ Title \_\_\_\_\_

Signature \_\_\_\_\_ Date \_\_\_\_\_

## Procedures and Instructions to Petitioner

A disposal/processing facility, a hauler, a municipality or a business must complete and submit the petition form to the Venango County Regional Planning Commission.

Within 15 working days of the receipt of a petition, the Venango County Regional Planning Commission will send to the petitioner or the facility, a request for proposal for disposal capacity outlining the same requirements and format for submission as the original document utilized in the selection of those facilities currently designated in the Plan.

Upon receipt of the completed proposal from the petitioning facility, the Venango County Regional Planning Commission will notify the Pennsylvania Department of Environmental Protection of its intentions to add a facility.

The Venango County Regional Planning Commission will review and respond to the information in the proposal within 45 working days.

If information in the submitted proposal is complete, accurate and meets the accepted criteria, , the Venango County Regional Planning Commission will notify by letter all municipalities within the County of the intent to add a facility to the Plan. The County will accept comments for a period of thirty days.

After the thirty day comment period, Lawrence-Mercer County Recycling/Solid Waste will formally submit the addition of the facility to the Pennsylvania Department of Environmental Protection for approval.

Upon approval by the Pennsylvania Department of Environmental Protection, the Venango County Regional Planning Commission will notify by letter all County municipalities that a facility has been added to the Plan.

At that time the requesting facility, hauler, municipality, or business will also be notified that the facility is formally designated in the Plan for disposal of Venango County generated municipal waste.



# Appendix D

## ORDINANCES

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## COUNTY MUNICIPAL SOLID WASTE AND RECYCLING TRANSPORTERS ORDINANCE

ORDINANCE NO.

COUNTY OF VENANGO, PENNSYLVANIA

AN ORDINANCE OF THE COUNTY OF VENANGO, PENNSYLVANIA, ESTABLISHING A HAULER REGISTRATION PROGRAM TO BE ADMINISTERED BY THE VENANGO COUNTY REGIONAL PLANNING COMMISSION FOR ALL PERSONS THAT COLLECT AND TRANSPORT MUNICIPAL WASTE AND/OR RECYCLABLES GENERATED FROM SOURCES LOCATED IN VENANGO COUNTY; PROVIDING WASTE FLOW CONTROL REQUIREMENTS TO DIRECT WASTE TO DESIGNATED PROCESSING AND/OR DISPOSAL SITES; PROVIDING REQUIREMENTS FOR RESIDENTIAL WASTE COLLECTION SERVICES TO BE INCLUSIVE OF CURBSIDE RECYCLING; AND PROVIDING PENALTIES FOR VIOLATION OF THIS ORDINANCE.

WHEREAS, Act 101 of 1988, the Municipal Waste Planning, Recycling and Waste Reduction Act 101 requires that counties accept responsibilities including the preparation and implementation of municipal waste management plans that provide for the processing and disposal of the municipal waste generated within their boundaries for at least ten years; and ensure maximum feasible waste reduction and recycling of municipal waste or source separated recyclable material.

WHEREAS, it is the position of the Pennsylvania Department of Environmental Protection that counties can implement a waste flow control mechanism ensuring that the municipal waste generated within the county is disposed at the disposal sites designated in the county plan; and

WHEREAS, the Board of County Commissioners has adopted and approved the 1991 Municipal Waste Management Plan and non-substantial revisions in 2000, 2004, and 2014 in accordance with the requirements of Section 501 of Act 101, and said Plan has been duly ratified by the municipalities of Venango County; and

WHEREAS, the County has the power and duty to adopt any such ordinances deemed necessary to implement this Plan and its revisions by the authority vested to the County pursuant to section 303 of Act 101, including requirements that all persons must register to collect and transport municipal waste subject to the plan to a municipal waste processing and/or disposal facility designated by the County pursuant to Subsection 303(3) of Act 101.

NOW, THEREFORE, the Board of County Commissioners of Venango County hereby enact and ordain as follows:

### **SECTION 1- SHORT TITLE**

This Ordinance shall be known and referred to as the "County Municipal Solid Waste and Recycling Transporters Ordinance."

## **SECTION 2- DEFINITIONS**

The following words and phrases as used in this Ordinance shall have the meaning ascribed to them herein, unless the context clearly indicates a different meaning:

**Act 90** -- The Pennsylvania Waste Transportation Safety Program (HB 2044, Act 2002-90, June 29, 2002)

**Act 97** -- The Pennsylvania Solid Waste Management Act of 1980 (P.L. 380, No.97, July 7, 1980)

**Act 101** -- The Pennsylvania Municipal Waste Planning, Recycling and Waste Reduction Act of 1988 (SB 528, Act 1988-101, July 28, 1988)

**Commercial Establishment** - Any establishment engaged in nonmanufacturing or nonprocessing business, including, but not limited to, stores, markets, offices, restaurants, shopping centers, and theaters.

**Construction/Demolition Waste** — Solid waste resulting from the construction or demolition of buildings and other structures, including, but not limited to, wood, plaster, metals, asphaltic substances, bricks, block and unsegregated concrete. The term does not include the following if they are separate from other waste and are used as clean fill:

- (i) Uncontaminated soil, rock, stone, gravel, brick and block, concrete and used asphalt
- (ii) Waste from land clearing, grubbing, and excavation

**County** --Venango County or any agency designated as the County's representative for the purposes of this Ordinance.

**County Authorization** – An authorization from Venango County issued to any transporter of municipal waste and recyclables that is not required by Act 90 to obtain Pennsylvania Waste Transportation Authorization.

**County Registered Transporter** - Any person, firm, partnership, corporation, or public agency who is engaged in the collection and/or transportation of municipal waste and/or recyclables currently registered with the County pursuant to this Ordinance.

**Department or DEP** --The Pennsylvania Department of Environmental Protection.

**Disposal** - The deposition, injection, dumping, spilling, leaking or placing of solid waste into or on the land or water in a manner that the solid waste or a constituent of the solid waste enters into the environment, is emitted into the air or is discharged to the waters of the Commonwealth of Pennsylvania

**Industrial Establishment** Any establishment engaged in manufacturing or production activities, including, but not limited to, factories, foundries, mills, processing plants, refineries, mines, and slaughterhouses.

**Institutional Establishment** Any establishment or facility engaged in services, including, but not limited to, hospitals, nursing homes, schools, and universities.

**Leaf Waste** Leaves, garden residues, shrubbery and tree trimmings, and similar material, but not including grass clippings.

**Marketed**— The transfer of ownership of recyclable materials for the purpose of recycling the materials into a new product or use.

**Municipality** --Any local municipal government within Venango County. A city, borough, incorporated town, township, county, or an authority created by any of the foregoing.

**Municipal Waste** --Any garbage, refuse, industrial lunchroom or office waste and other material including solid, liquid, semisolid or contained gaseous material resulting from operation of residential, municipal, commercial or institutional establishments and from community activities; and any sludge not meeting the definition of residual or hazardous waste under Act 97 from any municipal, commercial or institutional water supply treatment plant, wastewater treatment plant, or air pollution control facility. The term does not include any source-separated recyclable materials. For the purposes of this Ordinance, the term "Municipal Waste" shall include all types of municipal waste except infectious and chemotherapeutic waste and septage waste since all haulers of infectious and chemotherapeutic waste are licensed and regulated by the DEP under special regulations.

**Municipal Waste Disposal or Processing Facility**—A facility using land for disposing or processing of municipal waste. The facility includes land affected during the lifetime of operations, including, but not limited to, areas where disposal or processing activities actually occur, support facilities, borrow areas, offices, equipment sheds, air and water pollution control and treatment systems, access roads, associated onsite or contiguous collection, transportation and storage facilities, closure and postclosure care and maintenance activities and other activities in which the natural land surface has been disturbed as a result of or incidental to operation of the facility

**Municipal Waste Landfill** – A facility using land for disposing of municipal waste. The facility includes land affected during the lifetime of operations including, but not limited to, areas where disposal or processing activities actually occur, support facilities, borrow areas, offices, equipment sheds, air and water pollution control and treatment systems, access roads, associated onsite and contiguous collection, transportation and storage facilities, closure and postclosure care and maintenance activities and other activities in which the natural land surface has been disturbed as a result of or incidental to operation of the facility. The term does not include a construction/demolition waste landfill or a facility for the land application of sewage sludge.

**Municipal Waste Management Plan**— A comprehensive plan for an adequate municipal waste management system in accordance with Chapter 272, Subchapter C (relating to municipal waste planning).

**Pennsylvania Waste Transportation Authorization** – An authorization issued to municipal and residual waste transporters pursuant to Act 90.

**Person** -- Any individual, partnership, corporation, association, institution, cooperative enterprise, municipal authority, municipality, state institution and agency, or any other legal entity recognized by law as the subject of rights and duties. In any provisions of this Ordinance prescribing a fine, penalty or imprisonment, or any combination of the foregoing, the term "person" shall include the officers and directors of any corporation or other legal entity having officers and directors.

**Plan Revision** — A change that affects the contents, terms or conditions of a Department approved plan under the Municipal Waste Planning, Recycling and Waste Reduction Act.

**Processing** -- Any technology used for the purpose of reducing the volume or bulk of municipal or residual waste or any technology used to convert part or all of such materials for off-site reuse. Processing facilities include, but are not limited to, transfer stations, composting facilities, and resource recovery facilities.

**Recyclables** – All metals, glass, paper, leaf waste, plastics and other materials, which would otherwise be disposed or processed as municipal waste, that are collected, separated, recovered for sale or reuse.

**Recycling** --The collection, separation, recovery and sale or reuse of metals, glass, paper, leaf waste, plastics and other materials which would otherwise be disposed or processed as municipal waste,

**Recycling Facility**—A facility employing a technology that is a process that separates or classifies municipal waste and creates or recovers reusable materials that can be sold to or reused by a manufacturer as a substitute for or a supplement to virgin raw materials. The term does not include transfer facilities, municipal waste landfills, composting facilities or resource recovery facilities.

**Sewage Sludge**—Liquid or solid sludges and other residues from a municipal sewage collection and treatment system; and liquid or solid sludges and other residues from septic and holding tank pumpings from commercial, institutional or residential establishments. The term includes materials derived from sewage sludge. The term does not include ash generated during the firing of sewage sludge in a sewage sludge incinerator, grit and screenings generated during preliminary treatment of sewage sludge at a municipal sewage collection and treatment system, or grit, screenings and nonorganic objects from septic and holding tank pumpings

**Source Separated Recyclable Materials** --Materials that are separated from municipal waste at the point of origin or generation for the purpose of recycling.

**Street** --A strip of land, including the entire right-of-way, intended for use as a means of vehicular and pedestrian circulation, includes street, avenue, boulevard, road, highway, freeway, parkway, lane, alley, viaduct and any other ways used or intended to be used by vehicular traffic or pedestrians whether public or private.

**Transfer facility**—A facility which receives and processes or temporarily stores municipal or residual waste at a location other than the generation site, and which facilitates the transportation or transfer of municipal or residual waste to a processing or disposal facility. The term includes a facility that uses a method or

technology to convert part or all of the waste materials for offsite reuse. The term does not include a collecting or processing center that is only for source-separated recyclable materials, including clear glass, colored glass, aluminum, steel and bimetallic cans, high-grade office paper, newsprint, corrugated paper, and plastics.

**Transportation** --The off-site removal of any municipal waste and/or recyclables at any time after generation.

**Transporter** Any person, firm, partnership, corporation, or public agency who is engaged in the collection and/or transportation of municipal waste and/or recyclables.

For the purposes of this ordinance, the singular shall include the plural and the masculine shall include the feminine and neuter.

### **SECTION 3 -STANDARDS FOR COLLECTION AND TRANSPORTATION**

1. All Transporters operating within the County must comply with the following minimum standards and regulations:
  - A. All trucks or other vehicles used for collection and transportation of municipal waste must comply with the requirements of Act 97, Act 90, and Act 101 as currently enacted or hereafter amended, and Department regulations adopted pursuant to Act 97, Act 90 and Act 101, including the Title 25, Chapter 285, Subchapter B Regulations for the Collection and Transportation of Municipal Waste as currently worded or hereafter amended.
  - B. All collection and transportation vehicles conveying municipal waste and/or recyclables shall be operated and maintained in a manner that will prevent creation of a nuisance or a hazard to public health, safety, and welfare.
  - C. All collection and transportation vehicles conveying putrescible municipal waste and/or recyclables shall be watertight and suitably enclosed to prevent leakage, roadside littering, attraction of vectors and the creation of odors and other nuisances.
  - D. All collection and transportation vehicles conveying nonputrescible municipal waste and/or recyclables shall be capable of being enclosed or covered to prevent roadside litter and other nuisances.
  - E. All collection and or transportation vehicles conveying municipal waste and/or recyclables shall bear signs identifying the name and business address of the person or municipality, which utilize said vehicle in the collection and or transportation of municipal waste and/or recyclables and the specific type of municipal waste and/or recyclables transported by the vehicle. All such signs shall have lettering, which is at least six inches in height as required by Act 101.
  - F. All Transporters who collect municipal waste from residential sources must offer to their customers the collection of recyclables included and bundled in the price of the municipal waste collection service. No discounts or rebates shall be offered to customers who do not use the recycling collection services.

2. All collection and transportation vehicles and equipment used by Transporters, shall be subject to inspection by the County or its authorized agents to determine compliance with the regulations in this section at any reasonable hour without prior notification.

#### **SECTION 4 - REGISTRATION REQUIREMENTS**

1. No person shall collect, remove, haul or transport any municipal waste and/or recyclables originating in Venango County through or upon the streets, alleys, highways, by-ways, township roads and any other public easement through any of the various municipalities within Venango County without first registering with the County of Venango in accordance with the provisions of this Ordinance.

2. Any person who desires to collect, haul or transport municipal waste and/or recyclables within Venango County shall register for the first time at least thirty (30) days before beginning collection and/or transporting of municipal waste in the County.

3. Any person who desires to collect, haul or transport municipal waste and/or recyclables within Venango County shall submit a copy of its Pennsylvania Waste Transportation Authorization application and a copy of the proof of Authorization to the County at the time of registration.

4. In lieu of submitting the Pennsylvania Waste Transportation Authorization application and the proof of Authorization, any person who desires to collect, haul or transport municipal waste and/or recyclables within Venango County that is not required by Act 90 to obtain Pennsylvania Waste Transportation Authorization, must complete the full registration form. At the time of registration all information required by the registration form must be provided to obtain an authorization from the County. The County shall have a minimum period of thirty (30) calendar days to review any authorization application and take approval or denial action.

5. The County shall designate specific processing and disposal facilities where Transporters must transport and dispose of any municipal solid waste collected from sources within Venango County. No person shall dispose of municipal waste collected within Venango County, except at an approved processing and disposal facility. The County shall not designate specific facilities for the processing and/or marketing of recyclables.

6. There shall be no registration or authorization fee.

7. The registration form, which will be supplied by the County, shall state the processing and disposal facilities that the applicant intends to use for the purpose of disposal of Venango County Municipal Waste as well as the recycling facilities or end use facilities where Venango County recyclables are marketed and shall set forth the minimum information required to establish the applicant's qualifications to collect and transport municipal waste and/or recyclables, including, but not necessarily limited to:

- A. Name together with actual mailing address of business location of the applicant,
- B. Name and telephone number of contact person,

- C. List of all collection vehicles to be used for the collection and transport of solid waste and recyclables and the Pennsylvania Waste Transportation Authorization identification number for each.
  - D. List of collection vehicles to be used for the collection and transport of solid waste and recyclables and to be covered under the County authorization rather than Pennsylvania Waste Transportation Authorization. The vehicle identification information and the vehicle license number for each vehicle. The company tax identification number; certificate(s) of insurance to present evidence that the applicant has valid liability, automobile and workmen's compensation insurance.
  - E. Type of municipal waste and/or recyclables collected and transported,
8. Any person who desires to collect, haul or transport municipal waste and/or recyclables within Venango County and who is currently registered shall submit a registration renewal application and if applicable an authorization renewal to the County at least sixty (60) days prior to the expiration date of their existing registration if renewal of the registration and authorization is desired.
9. No new authorization or authorization renewal shall be approved and issued by the County to any person who fails to satisfy the minimum standards and requirements of this Ordinance
10. Written complaints filed by residents or county designated facilities may result in the delay or denial of authorization renewal.
11. Any applicant aggrieved by a denial of a new authorization or an authorization renewal may request a hearing before the Board of Commissioners of the County of Venango in accordance with the Pennsylvania Local Agency Law.

**SECTION 5- PROHIBITED ACTIVITIES**

- 1. It shall be unlawful for any person to collect and or transport municipal solid waste from any sources within Venango County in a manner that is not in accordance with the provisions of this Ordinance and the minimum standards and requirements established in Chapter 285 of the DEP's Municipal Waste Management Regulations, (as amended) or any other applicable state law.
- 2. It shall be unlawful for any person to transport any municipal waste collected from sources located within Venango County to any processing and disposal facility other than the facilities that are designated disposal sites under the approved Venango County Act 101 Municipal Waste Management Plan. The following types of municipal waste and materials are exempt from this sub-section:
  - a. Transporters of infectious/chemotherapeutic waste shall be exempted from use of the designated disposal facilities.
  - b. Transporters of sewage sludge shall be exempted from use of the designated disposal facilities if proof of an approved land application or composting facility is provided.

- c. Transporters of septage shall be exempted from use of the designated disposal facilities but must provide proof of use of a DEP approved land application or permitted wastewater treatment facility for disposal.
- d. Transporters of recyclables shall be exempted from use of the designated disposal facilities but must provide proof that the recyclables are taken to a material recovery processing facility or marketed for end use.

#### **SECTION 6- EXEMPTED ACTIVITIES**

A. Municipalities and municipally owned vehicles participating in municipally sponsored clean-up days shall not be subject to the provisions of this ordinance with respect to standards for collection and transportation, licensing, prohibited activities, reporting requirements or penalties during the time that such vehicles or municipalities are engaged in those municipally sponsored clean-up activities.

B. Municipalities and municipally owned vehicles participating in county or municipally sponsored recycling collection shall not be subject to the provisions of this ordinance with respect to standards for collection and transportation, licensing, prohibited activities, reporting requirements or penalties during the time that such vehicles or municipalities are engaged in those county or municipally sponsored recycling activities.

C. The transportation of less than 500 pounds of municipal waste and/or recyclables collected and/or transported as part of a non-commercial activity occasionally occurring at an individual residence.

#### **SECTION 7- REPORTING REQUIREMENTS**

1. All Transporters shall promptly report any significant changes in the collection vehicles or equipment covered under the authorization and insurance coverage changes to the County.

2. All County Registered Transporters shall maintain current, up-to-date records of the customers serviced within Venango County. Such records and customer list shall be subject to inspection and must be made available for view to the County or its authorized agents upon request.

3. Each Transporter shall prepare and submit on forms provided by the County, a typewritten or legibly printed quarterly report to the Venango County Regional Planning Commission. The report shall be submitted on or before the last day of the following months: April, July, October, and January. At a minimum, the following information shall be included in each quarterly report

A. The total weight of each type of municipal waste and/or recyclables collected from all sources located in Venango County during each month of the reporting period;

B. The name of each processing or disposal facility and/or material recovery or end market the hauler used during the reporting period and the total weight of each type of municipal waste and/or recyclable that was delivered to each site during each month of the reporting period;

C. The name of each municipality in Venango County in which the hauler collected municipal waste and/or recyclables from any source during the reporting period; and

D. A summary for each municipality of the total weight of each type of municipal waste and/or recyclables collected from each municipality during each month of the reporting period;

#### **SECTION 8- PENALTIES**

1. Any person who violates any provision of this Ordinance shall, upon conviction, be guilty of a summary offense punishable by a fine of not more than three hundred (\$300.00) dollars, or by imprisonment for a period of not more than thirty (30) days, or both. Each incident shall be considered a separate and distinct offense punishable under the provisions of this Ordinance.

2. The County shall have the right at any time, after a hearing before the Board of County Commissioners to suspend or revoke the County issued authorization of any County Registered Transporter for any of the following causes:

A. Falsification or misrepresentation of any statements in any authorization application;

B. Lapse or cancellation of any required insurance coverages;

C. Collection and/or transportation of any municipal waste and/or recyclables in a careless or negligent manner or any other manner that does not comply with the requirements of this Ordinance;

D. Transportation and disposal of any municipal waste collected from sources within Venango County at any site other than those processing or disposal facilities designated by the County; and

E. Failure to meet the specific reporting requirements outlined in this Ordinance

F. Violation of any part of this Ordinance, any other applicable county ordinances or other applicable Pennsylvania laws or regulations.

#### **SECTION 9- INJUNCTIVE POWERS**

The County or its designated agency may petition the Court of Common Pleas of Venango County for an injunction, either mandatory or prohibitive, in order to enforce any of the provisions of this Ordinance.

#### **SECTION 10 -SEVERABILITY**

In the event that any section, paragraph, sentence, clause, or phrase of this Ordinance, or any part thereof, shall be declared illegal, invalid, or unconstitutional for any reason, the remaining provisions of this Ordinance shall not be affected, impaired, or invalidated by such action.

#### **SECTION 11 -CONFLICT**

Any ordinances or any part of any ordinances, which conflict with this Ordinance are hereby repealed insofar as the same is specifically inconsistent with this Ordinance.

**SECTION 12- EFFECTIVE DATE**

This Ordinance shall take effect on \_\_\_\_\_ORDAINED AND ENACTED into an Ordinance this \_\_\_\_\_ day of 2014.

COUNTY OF VENANGO,

BOARD OF COMMISSIONERS

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\_\_\_\_\_  
CHAIR      DATE \_\_\_\_\_

Timothy S. Brooks Chairman

\_\_\_\_\_  
Vincent L. Witherup

\_\_\_\_\_  
Bonnie S. Summers

(SEAL)

ATTEST: \_\_\_\_\_

Denise Jones, Chief Clerk,

# Appendix E

## RESOLUTION TO APPROVE THE PLAN

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**DRAFT RESOLUTION TO ADOPT PLAN**

**RESOLUTION NO. \_\_\_\_\_**

**RESOLUTION BY THE VENANGO COUNTY BOARD OF COMMISSIONERS**

**ADOPTING THE VENANGO COUNTY**

**2014 MUNICIPAL SOLID WASTE MANAGEMENT PLAN**

WHEREAS, the Venango County Board of Commissioners have undertaken the development of a Municipal Solid Waste Management Plan for Venango County in accordance with the requirements of the Solid Waste Management Act of 1980 (Act 97) and the Municipal Waste Planning, Recycling and Waste Reduction Act of 1988 (Act 101) ; and

WHEREAS, this revised Municipal Solid Waste Management Plan for Venango County will be financed by a grant from the Pennsylvania Department of Environmental Protection and local funds and services provided by the Venango County Commissioners; and

WHEREAS, upon the recommendations of the Venango County Solid Waste Advisory Committee, the Venango County Regional Planning Committee , and the Venango County Board of Commissioners have reviewed and approved the recommendations of this proposed plan to insure the availability of adequate permitted processing and disposal capacity for the municipal waste generated within Venango County.

NOW, THEREFORE, BE IT RESOLVED, that the Venango County Board of Commissioners do hereby approve and adopt the 2014 Municipal Solid Waste Management Plan for Venango County pursuant to the requirements of Section 501 of the Pennsylvania Municipal Waste Planning, Recycling and Waste Reduction Act of 1988 (Act 101).

PASSED AND APPROVED on the     day of     , 2014

COUNTY OF VENANGO,

BOARD OF COMMISSIONERS

ATTEST: \_\_\_\_\_

Denise Jones, Chief Clerk,

(SEAL)

\_\_\_\_\_  
Timothy S. Brooks, Chairman

\_\_\_\_\_  
Vincent L. Witherup

\_\_\_\_\_  
Bonnie S. Summers



# Appendix F

## MEETING MINUTES AND PUBLIC COMMENTS

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## VENANGO COUNTY SOLID WASTE ADVISORY COMMITTEE MEETING MINUTES, AUGUST 22, 2012

1174 Elk St., Courthouse Annex, Franklin, Pa. 16323. Room 103 – 6PM

### Committee Members in Attendance:

Tracy Jamieson	Susan Hileman
David Owens	Frank Pankratz
Jerry Bowser	Michele Nestor
Leah Nelson	Erik Johnson
Kelly Amos	

1. Introductions – Erik Johnson welcomed all the new members of the SWAC committee and everyone went around the table to introduce themselves to the committee.
2. Intro to Act 101 and Planning Requirements – Michele Nestor summarized aspects of Act 101, mainly discussing landfill capacity requirements, and brought everyone up to date on recent legislation (e.g. Electronics recycling). She advised that she had a chance to look over the Venango County recycling data and that the numbers look good; but, there is room to improve. Erik Johnson briefly touched upon diversion rates and state goals currently and for the future.
3. Why you were selected - Michele N. explained briefly to the committee members why they were chosen for the SWAC. She advised that members are usually involved in some facet of recycling and/or solid waste in the county. There also need to be representation from all 3 municipal classes (Borough, Township, City) as well as sectors of business and industry. Each person's point of view is important in shaping a balanced and progressive plan to move the County's solid waste/recycling initiatives in a forward direction.
4. Explanation of the planning process and Strengths/Weaknesses of the current plan – Michele N. explained the committee will meet quarterly throughout the process of the plan's development. Upon examination of the current plan, Michele N. stated that the old plan is set to expire and expanded on its strengths and weaknesses. One of the weaknesses is that it is a multi-county (i.e. Venango, Forest, and Clarion) plan; and, it is the belief that the new plan should be a stand-alone plan to reflect and cater to the specific/unique needs of the region - Venango County. Each of these counties is different from the other in demographics, waste collection, and funding. The strengths existing in the current recycling program lie within a steady increase in the County diversion rate and solid reporting.
5. What to expect in the follow-up meetings – Michele N. stated she will draw upon the committee for resources to create a database. She asked the committee of any struggles

they may have with regards to solid waste and recycling. Kelly Amos stated that Oil City's biggest struggle is getting the Bars/Restaurants to recycling. There was some discussion amongst the committee on how to implement a pilot process to capture that missing tonnage. There was also discussion on options of passing ordinances in municipalities to make recycling mandatory and/or ensuring that any hauler contracted in the region – must provide recycling as part of the contract per ordinance.

6. Open Discussion – Michele Nestor asked the committee to discuss what is needed/or to be enhanced within the new plan? Some of the issues mentioned were: more comprehensive tracking of haulers in the county, enforcement, more specialized drop off/collection process for items such as books/textiles/etc., enhancement of school recycling programs, more special collections, & bar/restaurant recycling.

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## VENANGO COUNTY SOLID WASTE ADVISORY COMMITTEE MEETING MINUTES, FEB. 5, 2013

1174 Elk St., Courthouse Annex, Franklin, Pa. 16323. Room 103 – 6:30PM

### Committee Members in Attendance:

Tracy Jamieson

Jerry Bowser

Kelly Amos

Susan Hileman

Frank Pankratz

Michele Nestor

Erik Johnson

### Guests:

Regina Schweinsberg

Joe Sporer

1. Review Local vs. National Recycling Performance – Michele Nestor presented data regarding trends in the recycling/solid waste industry in the past 50 years. The handout provided to the committee illustrated trends in the industry on all the materials in the waste stream. She advised a focus for the future of recycling is moving towards food waste and plastics. The committee then went on to review the recycling diverted in the county compared to the national averages. Michele commented that Venango's numbers are lower than the averages on the whole. This could be due to various factors (e.g. inaccurate/incomplete reporting). It appears the commercial recycling is on track; but, residential recycling does need to be improved.
2. Traits of Good Residential Recycling – Michele Nestor summarized the planning goals for a good rural recycling program. These goals include improving the infrastructure to aid access and opportunity for recycling and enhancing performance via metrics and tracking mechanisms to increase countywide residential and commercial recovery.
3. Challenges for Rural Recycling Programs - Michele N. explained Venango County faces a few obstacles with regards to its program. There is limited opportunities for residents with curbside recycling lacking in most municipalities; and, in the 2 mandated municipalities, single stream is prevalent. This leads to a lower than average residential performance compared to the national numbers. Along with these obstacles, there are no financial incentives to enhance residential performance. Erik Johnson discussed his experience with the annual reporting and mentioned he has seen a gradual decline in solid waste tonnage over the past 4 years. He questioned whether this is happening elsewhere as a result in economics or if material is actually being diverted/recycled. Jerry Bowser added that some haulers are losing residential contracts for solid waste pick up in parts of the County and that some of these residents may be sharing service. This may illustrate an economic decline in the region which in turn could possibly affect accurate reporting and skew data collection. Tracy Jamieson discussed how Franklin's curbside pick-up frequency has decreased from two day solid waste pick-up down to one day. Kelly Amos stated that it is hard to get some businesses in Oil City, which is a mandated community, to recycle their material. She added

- that the ordinances do not have enough teeth to enforce recycling properly and that this in turn skews the true performance numbers they could be receiving for commercial recycling.
4. Municipal Drop Off Bins – The committee entertained discussion regarding issues with municipal drop off bins. Joe Sporer, Sugarcreek Borough manager, was in attendance to give input on this matter. He explained there are consistent issues with overflow and contamination of the bins. He stated they are receiving all kinds of waste: tires, electronics and trash; and that it is becoming a burden to the Borough with complaints being voiced at public meetings. He also stated that economics are a factor due to the fact that the performance grants do not cover all the costs of the bins year to year. Erik Johnson explained that the economics are a common problem across the board for municipalities hosting bins and receiving minimal performance monies from DEP for low tonnages. Frank Pankratz from Cranberry Twp. explained they had problems similar to Sugarcreek Boro. with regard to overflow – but they moved to roll off bins that are picked up when they are full. Joe Sporer fears that the Boro. Supervisors will advise him to pull the bins from the municipality which will leave the residents who use them frequently without an option for recycling material.
  5. Recycling Mandates/Implementation of Ordinance in Support of Haulers to Offer Recycling – Michele N. advised the committee of Butler County’s model ordinance throughout its municipalities to mandate haulers to offer recycling to the residents in the region. The committee discussed this as a possible option/direction for Venango County to move forward with in the updated plan. Regina Schweinsberg asked Michele if it would be viable to license the haulers in the County for reporting/tracking purposes; and, Michele advised this is not a viable option and that an ordinance cannot be enforced at a County level. She did, however, state that an ordinance could be passed at the municipal level to regulate haulers within that municipality. The problem is getting all municipalities on board. Kelly Amos asked if the Commissioners would support a countywide ordinance that is adopted by the municipalities to enforce. Erik Johnson advised he believed it is a possibility. Susan Hileman added that the committee should look to the commissioner’s willingness to back a plan which includes an initiative similar to what Butler Co. accomplished. The committee agreed this was a viable goal to enhance recycling in the county and Michele N. advised she would bring in some model ordinances for the members to look at during the next SWAC meeting.
  6. Public Comment/Open Discussion – Nothing further discussed.

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## VENANGO COUNTY SOLID WASTE ADVISORY COMMITTEE MEETING MINUTES APRIL 30, 2013

1174 Elk St., Courthouse Annex, Franklin, Pa. 16323. Room 103 – 6:00PM

### Committee Members in Attendance:

Tracy Jamieson

Jerry Bowser

Kelly Amos

Susan Hileman

Frank Pankratz

Leah Nelson

Michele Nestor

Erik Johnson

### Guests:

Regina Schweinsberg

1. Land Fill Capacity and Disposal Trends – Michele Nestor presented a Review of Municipal Waste Disposal Trends informational packet to the committee to discuss. This packet highlighted topics specific to Venango County, mapping out current landfills/transfer stations, annual report data and disposal comparisons with neighboring counties, illegal dumping findings/statistics, etc. The committee reviewed the current disposal sites designated by the 2004 Solid Waste Management Plan and the challenges facing a rural county such as Venango. One such challenge is the fact that a designated landfill in Leeper, Pa. is no longer operational – so the new plan will need to take this into consideration. Also, much of the waste in the County passes through transfer stations in Grove City and near Clarion. This has led to some discrepancies in data over the years with regards to Solid Waste tonnage reported for Venango. In Michele’s “reported disposal comparisons” chart, there is a sharp/unnatural decline in the amount of solid waste generated by Venango County from 2008 to 2009-12. These numbers are also inconsistent in comparison to Clarion and Mercer, both rural counties with similar demographics. A new plan will need to address this so proper reporting and data management is achieved. Illegal Dumping was also discussed in the packet utilizing data from the 2008 PA CleanWays report. Erik Johnson commented that some of the data on the report is not correct from experience researching many of the sites. He stated that the tonnage was exaggerated in many cases of the reported sites (which many lie only a few feet from the roadway) and that a few big sites were not even listed (most likely because they were not visible from the roadway). Either way, it was agreed that illegal dumping is an issue and most likely due to inconsistencies in waste pick-up throughout the municipalities and only two curbside programs. The committee discussed challenges regarding electronics disposal with Kelly Amos stating Oil City has had many problems with people still putting devices out to the curb.

2. Review Butler and Cumberland County Solid Waste and Recycling Ordinances – Michele Nestor provided handouts illustrating Butler Co. and Cumberland Co. solid waste and recycling ordinances for the committee to discuss as potential models for a Venango County ordinance. She summarized the two ordinances for the committee. In Butler Co., the focus is on requiring the hauler to offer recycling to its customers – residential and commercial. In Cumberland Co., the haulers are registered (not licensed) to keep a handle on where waste is flowing. These two examples illustrate models that would be beneficial for Venango County to utilize in the new plan going forward. There was some discussion from the committee regarding the ability to enforce such an ordinance if one was established in the county. Overall, the committee was receptive to the proposal of instituting such an ordinance to ensure proper disposal and reporting of solid waste & recycling in the county and look to Commissioner approval of such an action.
  
3. Public Comment/Open Discussion - No further discussion.

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## VENANGO COUNTY SOLID WASTE ADVISORY COMMITTEE MEETING MINUTES, AUGUST 8, 2013

1174 Elk St., Courthouse Annex, Franklin, Pa. 16323. Room 103 – 6:00PM

### Committee Members in Attendance:

Tracy Jamieson

Jerry Bowser

Kelly Amos

Frank Pankratz

Leah Nelson

Michele Nestor

Erik Johnson

### Guests:

Regina Schweinsberg

1. Review of issues presented at previous meetings – Michele Nestor presented a hand out illustrating issues with the current solid waste and recycling program county-wide along with a list of identifiable contributing factors. The committee reviewed this and proceeded to discuss these issues further (see handout). Highlighted factors included illegal dumping, open burning, contamination at drop off sites and access/participation in recycling.
2. Confirmation of Interrelated contributing factors – The committee discussed at length the contributing factors to – with a primary focus on lack of ordinances/enforcement via magistrate cooperation, low density collection(to keep costs lower), public perception and the exodus of many municipal drop off locations due to contamination.
3. Recommendations and potential action plan - The committee identified three goals to implement into the new county plan that would help to mitigate what was discussed with regards to the issues/contributing factors discussed above. First outlined was the need for countywide solid waste & recycling ordinance requiring haulers to offer recycling to residents. This would ensure that all residents who have solid waste pick up would have equal access to recycling and could be enacted as a model ordinance for municipalities going forward. Next was the need for all municipalities to require proper solid waste pick up by its residents via curbside or private subscription. This goal would have to be a multi-phase initiative working from the center of the county out to the more rural reaches of municipalities and would need to be enacted by municipalities via ordinance. The third goal discussed was the implementation of a manned countywide drop off center for all residents in the county. This would be a centralized facility for regular recycling material as well as special collection material (e.g. electronics, tires, etc.). These initiatives will be submitted as recommendations by this committee to the County Commissioners for inclusion as action items for the 2014 plan update.
4. Establish timeline for Disposal Capacity RFP - Michele Nestor advised the RFP would go out before the end of 2013 to solicit of landfill capacity for the county in the updated plan.
5. Schedule next meeting – Erik Johnson advised once the recommendations listed above were submitted to the County Commissioners for review/discussion that he would set the follow-up date to start finalization process of the new plan.



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## VENANGO COUNTY SOLID WASTE ADVISORY COMMITTEE MEETING MINUTES, FEBRUARY 4, 2014

1174 Elk St., Courthouse Annex, Franklin, Pa. 16323. Room 100 – 5:30 PM

### Committee Members in Attendance:

Tracy Jamieson

Jerry Bowser

Kelly Amos

Frank Pankratz

Leah Nelson

Michele Nestor

Susan Hileman

Erik Johnson

### Guests:

Regina Schweinsburg

1. Review of Draft Chapters – The committee discussed the chapters of the new plan update submitted thus far by Michele Nestor. The main topic of interest was regarding the wording in the new ordinance that specifies haulers that operate in the County to “offer” recycling to its customers. Erik Johnson advised that the County Commissioners were opposed to including this wording in the new ordinance. Many members of the SWAC were adamant about rallying support for this wording to be included as proposed. Jerry Bowser asked if the committee members would write a formal letter to the commissioners requesting that this decision be reversed. He requested the names and addresses of the commissioner board from Erik Johnson. Frank Pankratz also requested that Erik attend the next COG meeting in Oil City on Feb. 20<sup>th</sup> to rally municipal support and provide an update on the process of the new plans initiatives. Erik advised he would discuss this with his superior and hopefully revisit this topic with the commissioners before the next meeting. Michele Nestor asked for additional comments or changes to be made on the existing draft chapters. Frank Pankratz requested that Frank Machokas be listed as a hauler on the Septic Hauler listing. Susan Hileman had wording and content comments on multiple pages. On page 54, section 2.2.2, she advised the wording needed improvement. On page 45, the notation of the three service providers should be highlighted with astericks, for example. She advised the wording regarding “speculative” describing Marcellus Shale on page 10 should be omitted – stating the future impact is not speculative; but, rather is imminent. Michele Nestor requested that if there are any further comments or concerns to please email them prior to the final draft being submitted.
2. Discuss finalization of plan update and time schedule for Public Comment – Erik Johnson advised the plan update should be wrapped up soon. Michele Nestor advised the final draft would be submitted to the committee using the comments received here and via email prior

to the next/final meeting. After that, the plan would go out for a public comment period and then onto the Commissioners for resolution and to DEP for approval. This should happen within the next few (3-4)months.

3. Schedule next meeting - The next meeting would most likely be the final meeting prior to the update going out for public comment and final approval. The goal of the committee is to wrap this process up soon and meet sometime within the next 2 months – March or April timeframe.

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## VENANGO COUNTY SOLID WASTE ADVISORY COMMITTEE MEETING MINUTES, APRIL 8 2014

1174 Elk St., Courthouse Annex, Franklin, Pa. 16323. Room 103 – 5:30 PM

### Committee Members in Attendance:

Tracy Jamieson

Jerry Bowser

Kelly Amos

Leah Nelson

Michele Nestor

Erik Johnson

### Guests:

Regina Schweinsburg

Judy Barrett

Vincent Witherup

1. Discussion/Feedback on Final Draft - The committee began discussion on the Final Draft with the proposed Ordinance update. Michele Nestor fielded questions from Commissioner Witherup, who was in attendance, regarding the possible impact of the new ordinance. Commissioner Witherup voiced concerns about the county adding the recycling mandate on the haulers - might this increase costs of service? Jerry Bowser stated that it shouldn't – not in his experience at least has that been the case. Michele Nestor and others on the committee echoed these sentiments – basically, reiterating the fact that recycling is just diverting materials from the landfill in separate bins and that both transfer stations in the County, where most haulers take their loads, accept recyclables in addition to regular solid waste. Commissioner Witherup advised that his concerns lie with the residents who are on a fixed income. Regina Schweinsburg suggested a PAYT (pay as you throw) per bag programs may be beneficial to these residents – as it is cheaper than regular scheduled pick up service. Regarding the proposed County Manned Drop-Off site, Commissioner Witherup asked if this program would focus on any specific material. Michele Nestor advised, that along with the regular materials (glass, metal, plastic, cardboard), the site would also attempt pilot programs for special collection materials such as electronics, tires, white goods, etc. Erik Johnson, along with others on the committee, went through the plan and suggested a few other minor content/grammatical corrections be made to the final draft before public display.
2. Schedule finalization of Plan Update – Judy Barrett inquired when the committee would be finalizing the plan for submission to the Venango County Regional Planning Commission for recommendation onto the County Commissioners. Erik Johnson advised he would like to have the plan ready for submission to the VCRPC board for the May 19<sup>th</sup> meeting. After the plan goes to the board for recommendation, it will then move onto the DEP for courtesy review. Directly following this, the document will go out for a 30 day public comment period. This will take place from May- Aug. timeframe. Michele Nestor advised advertising the proposed Ordinance update alongside the Public Comment notice so that this document is visible to the public for review. After the public comment period, the plan will move onto Commissioner final approval and resolution.



## Proposal of 2014 Solid Waste & Recycling Plan Initiatives

### Meeting with County Commissioners on November 14<sup>th</sup> 2013

1174 Elk St., Courthouse Annex, Franklin, Pa. 16323. Room 103 – 10:30 AM

#### Attendance:

Commissioner Bonnie Sommers

Erik Johnson – County Recycling Coordinator

Commissioner Vince Witherup

Michele Nestor – Consultant, Nestor Resources,

Commissioner Tim Brooks

1. Proposal of 2014 Municipal Solid Waste & Recycling Plan update Initiatives - Erik Johnson and Michele Nestor met with the Commissioners to present a list of initiatives to be inclusive in the 2014 Solid Waste & Recycling Plan update. These initiatives were recommended by the Solid Waste Advisory Committee after approximately a year of meetings/discussions on issues related to solid waste & recycling in the County. These included three main goals: 1) revision of the Countywide Solid Waste & Recycling Ordinance to include language requiring waste haulers to offer recycling to residents, 2) a gradual move towards solid waste collection for all county residents, and 3) the creation of a county-wide manned recycling drop-off center. All these items are listed and described in detail on the attached document (i.e. 2014 Venango Solid Waste & Recycling Management Plan Initiatives As Per Recommendation From Solid Waste Advisory Committee).
2. Discussion on proposed Initiatives: Regarding the inclusion of a hauler mandate to offer recycling as a service to all county residents, the Commissioners had concerns about burdening smaller haulers/vendors with this mandate and a possibility of rate increases. On item #2, the Commissioners opposed the idea of requiring universal solid waste collection via mandated municipal ordinances; but, rather to develop this goal through an educational directive to the municipalities via meetings/forum discussions/etc. Lastly, the County Commissioners were receptive to idea of the County hosting a manned drop-off site to mitigate the immediate need for many residents in the county without access to recycling (especially hard to recycling items such as electronics/tires). The Commissioners did express concern on how such a site would be built and funding for operational costs. Michele Nestor presented a business plan to show how material that is collected could generate revenue, and, also mentioned the possibility that there may be grant monies available in the future to help establish the site.



**2014 VENANGO SOLID WASTE & RECYCLING MANAGEMENT PLAN INITIATIVES  
AS PER RECOMMENDATION FROM SOLID WASTE ADVISORY COMMITTEE**

**1. COUNTYWIDE SOLID WASTE & RECYCLING ORDINANCE REQUIRING HAULERS TO OFFER RECYCLING TO RESIDENTS.**

- a. This would ensure that all residents who have solid waste pick up would have equal access to recycling as well.
- b. This puts responsibility of offering recycling as option on the hauler rather than the municipality.
- c. This could act as a model ordinance for municipalities to adopt going forward.

**2. SOLID WASTE COLLECTION FOR ALL RESIDENTS**

- a. This would have to be enacted through an ordinance put in place by municipalities to ensure proper/mandatory collection of solid waste & recycling within their municipality.
- b. This would be a multi-phase/tier initiative which would focus at securing consistent solid waste & recycling collection – working its way from the middle of the county(ie. more densely populated municipalities) and out to the more rural areas in the final stages of implementation.
- c. An increase in residents with consistent collection countywide will help to keep overall hauler service costs low.

**3. COUNTY RECYCLING DROP OF CENTER**

- a. This would act as a centralized drop off center for regular recycling materials(e.g. glass, metal, plastic, paper, cardboard, etc.), as well as, serve as a year round drop off for hard to recycle items such as electronics and tires.
- b. Has the potential for economic development via job creation.
- c. Could utilize existing, non-occupied commercial structure in the County.

**ACTION REQUIRED:**

The Venango County Solid Waste Advisory Committee is seeking a recommendation from the Venango County Regional Planning Commission to the County Commissioners of the plan initiatives listed above. This recommendation will go onto the Commissioners for official approval or denial of these initiatives to be action items for the new Venango County 2014 Solid Waste Management Plan.



# Appendix G

## EXECUTED DISPOSAL CAPACITY AGREEMENTS

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Please Note:

- In the official hard copy, published version of the Venango County Municipal Solid Waste Management Plan, the executed disposal capacity agreements are inserted behind this cover sheet.
- In copies of the printed published version of the Venango County Municipal Solid Waste Management Plan, the executed disposal capacity agreements are not inserted behind this cover sheet but are available for review at the offices of the Venango County Regional Planning Commission.
- For the CD-ROM electronic digital version of the plan, the executed disposal capacity agreements are not incorporated into the document, but are provided in a separate folder on the disk.
- For the internet version of the plan, the executed disposal capacity agreements are not incorporated into the document, but are available for review at the offices of the Venango County Regional Planning Commission.

