

Residential Paper Recovery

A community
action
program



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Residential paper recovery

A community action program

This book has been written to help you encourage your fellow citizens to participate in an environmental program of both local and national importance — the conservation of energy and fiber resources through the recycling of wastepaper. It tells you how to promote a program in your community, once you have made the decision to implement newspaper recycling. *We assume that your city, town, or county has thoroughly analyzed key factors such as market*

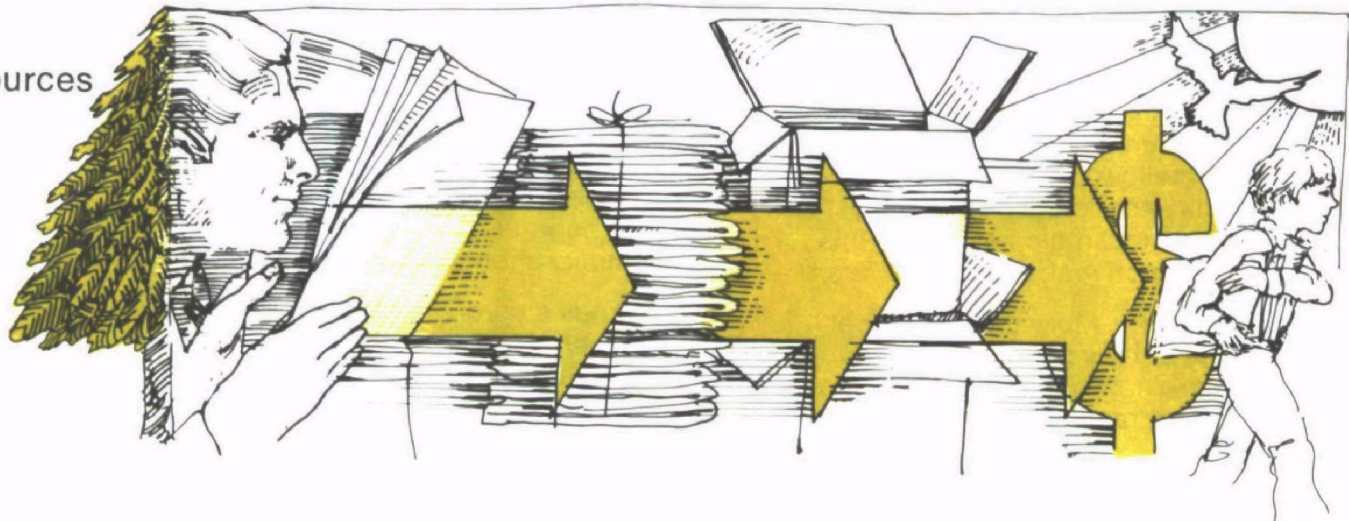
*availability (solid contracts), collection procedures, and overall economics in making this decision.** Our purpose is to help you gain community support and participation in the program.

This guide is written for a number of different audiences, and we hope you are among those it may serve. For the city official, here are some ideas for effectively publicizing a source separation program. For a civic organization unfamiliar with this kind of activity, this can be a roadmap, while the civic organization with some expertise should find some additional ideas that will be helpful.

Source separation of newsprint is a unique and increasingly important endeavor. We hope that you will read this manual if only to get a feel for the scope of the task you or your organization are undertaking.

* See *Residential Paper Recovery: A Municipal Implementation Guide* (SW-155), Washington, D.C. U.S. Government Printing Office, 1975.

- 3 359061
- 1** Conserves Resources
 - 2** Saves Money
 - 3** Easy To Do
 - 4** Makes Environmental Sense



Why a source separation program?

Today, tomorrow, soon — your community may embark on a source separation of newsprint program. Whether this is a voluntary program or a mandatory program legislated by your local governing body, the problem before you is the same. You are ready to start a newspaper recycling program, and you want your townspeople primed to bundle newspapers and put them out for collection; you must find an effective method of informing local citizens about the program and gaining their cooperation.

“Source separation of newsprint” is a long-winded title, but it accurately describes the program you want to start — that is, the separation of newsprint (or mixed paper if that is what your city has contracted to sell the paper purchaser) from your trash and garbage at the source (your own home) where it is put out for collection (on the curb).

Implementing this is a major undertaking for your community because it will require your fellow citizens to do something they have *not* done before; they must also change an old habit — in this case an uneconomical, throwaway habit.

You are not alone. More than 120 other communities across the country have begun and are now operating source separation programs with success. You

will be able to benefit from their experiences in this kind of effort.

You will be faced with a lot of questions. Experience has shown that newspaper collection programs such as the one contemplated in your community generate much enthusiasm, energy and support; it is a *good* thing to do. There will be some skeptics around, however, and why not? Some cities have suspended programs because they could not sell paper. (You have hopefully eliminated that problem by obtaining a sound contract with a guaranteed floor price.)

Other cities may not have had a high level of participation on a continuous basis. The suggestions in this brochure will help assure high participation rates in your community. Don't try to fool anyone, just let them know that you have a well planned program and have addressed all of the important factors. (We assume you have!) You should be ready to face the person who asks: “Does all this really make sense?”

Some basic reasons for implementing source separation of paper that your community should be aware of are:

- *It has environmental and conservation benefits.* Newsprint comes from valuable resources — our forests. Less virgin timber is needed as a newsprint resource, for the paper you save today will be reused to make

other paper products. Less pollution is generated when recycled paper is used instead of virgin timber.

- *It saves energy.* Recycling materials to produce new paper products is less energy consumptive than processing virgin materials.

- *It can save money.* It is costly for your community to burn or bury its municipal solid waste. By separating out the newspapers, you have a smaller disposal problem and you receive money for something that it would otherwise cost you money to get rid of. You may be able to do this with a minimal increase in collection costs, and, thus, save money.

- *It is easy.* Most of us separate newsprint anyway. Few people toss newspapers in with other disposables in the home. You'll find a stack of newspapers on top of the refrigerator or on the back porch of thousands of homes — awaiting a trip to the curb to be thrown away on the weekly collection!

- *It creates a positive environmental image.* It gives people a chance to take a positive environmental step in their own homes — something they usually want to do but don't know how to go about.

The last pages of this book will give you some answers to the questions most commonly asked about recycling.

How should you begin to publicize and successfully implement your new program? The rest of this manual is intended to help you determine just that.

SOMERVILLE SAVES

FRIDAY IS NEWSPAPER COLLECTION DAY



Who is going to get it done?

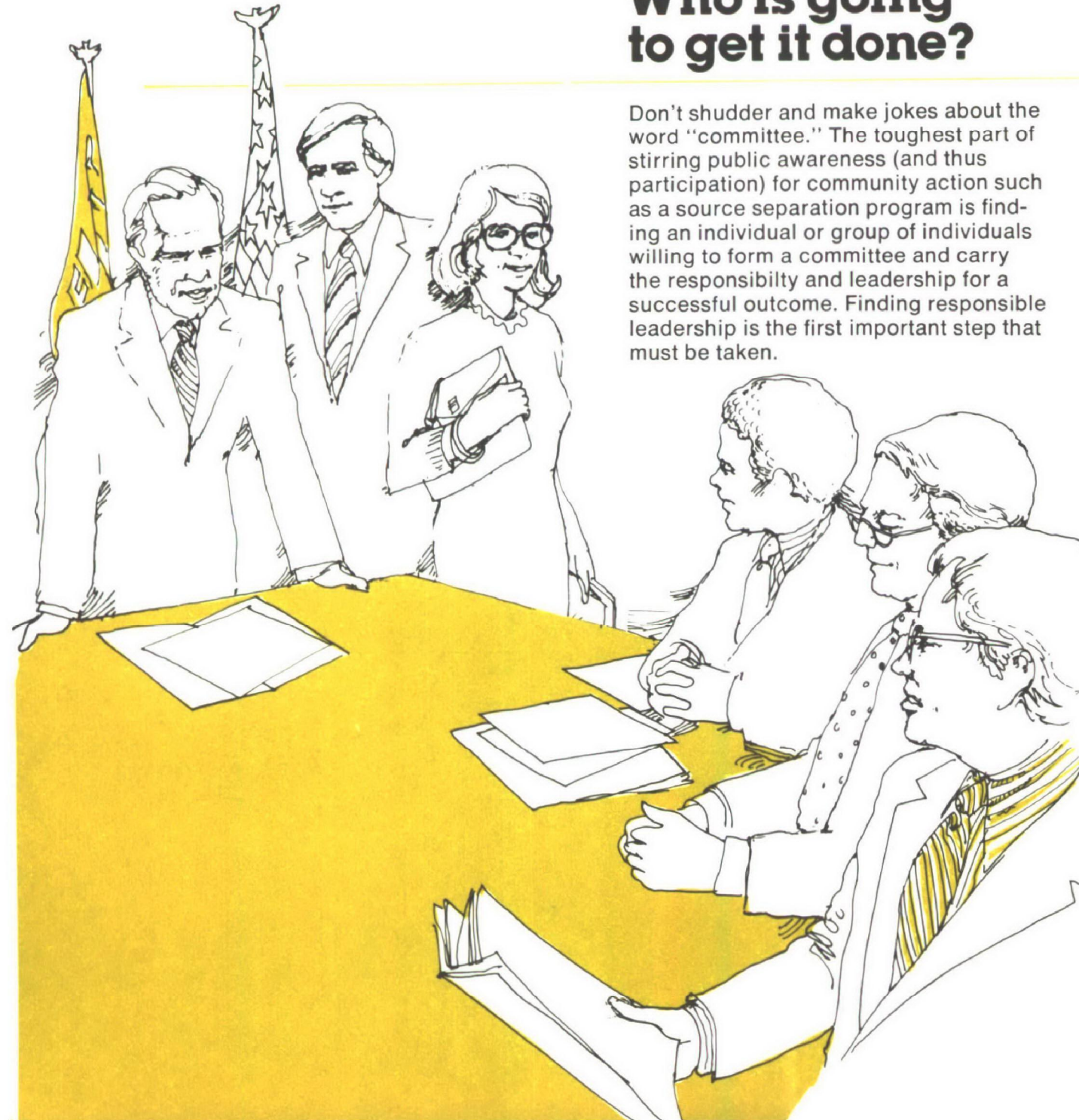
Don't shudder and make jokes about the word "committee." The toughest part of stirring public awareness (and thus participation) for community action such as a source separation program is finding an individual or group of individuals willing to form a committee and carry the responsibility and leadership for a successful outcome. Finding responsible leadership is the first important step that must be taken.

Let's face it — most communities have limited resources at their disposal. The municipal governing body is small. The sanitation chief has street workers and few office workers. The mayor or town manager has dozens of equally serious issues making demands on his time. You probably cannot afford to hire a paid publicity director or a public relations firm, but there really is no need to do so.

Your community is just like the dozens of others across the country who've had successful programs — without professional help. You have a wealth of energy and talent available in the public-minded citizens and civic groups in your town.

Let's follow this scenario, as your community is now committed to taking the big step:

1. The Mayor calls a meeting of concerned civic, professional and fraternal organizations in your community.
2. He spells out the goals of the program, and tells how the collection system will work.
3. He asks that those present form a Steering Committee to get the program organized for public understanding.
4. Out of that Steering Committee one organization should emerge which is willing to take the lead.



There is an almost unlimited number of organizations to choose from: environmental and conservation groups, Jaycees, the Chamber of Commerce, business and professional women's groups, Boy Scouts, Girl Scouts, League of Women Voters, American Association of University Women, the PTA, future farmers, Rotary, Seratoma, 4-H, Kiwanis, Ruritan, etc. Since your goal is total community involvement in this program, the more that different groups participate in the drive, the better. You should expect cooperation from the business community, news media, schools and other groups — utilize it.

Once you have found an effective leader, there are many possible ways of dividing the labor. For instance, one organization could assume responsibility for the kick-off and the first six months of the campaign. Another organization should then take charge for the following six months. Or one organization may choose to take the lead in the program on a permanent basis, while others carry out monthly or bi-monthly information drives. For example, the PTA could sponsor a recycle poster contest in September and October, the Scouts could carry out a town-wide doorhanger campaign in April and May, and so on. Spread the work around — the burden should not fall entirely on any one organization.



How will the word get out?

You are not going to supersede Walter Cronkite, and you're not going to rush in and say "stop the presses!" You may not be a professional public affairs director — but don't disregard your experience as chairperson of last year's publicity committee or author of the "Mudsplasher" column in the high school paper. Draw upon whatever public-contact skills you have; it will all help. The two most important things to concentrate on are knowledge of your facts and organizing your committee to contact the key people who will be willing and able to publicize your campaign.

There are several outlets of importance to you as you get ready to publicize the source separation effort:

- Newspapers
- Radio Stations
- Television Stations
- Merchants and Business Leaders
- Schools

Local newspapers are an excellent means of reaching the public. Newspaper editors will be interested in this community effort for several reasons. In the first place, they thrive on local news, and secondly they are distributing the product you are about to have collected and recycled.

The person you should contact is the city editor. The best approach is to make an appointment to see him. This

Newspapers

is a necessary courtesy and is the only way to ensure you will be given proper consideration. During your meeting, be prepared to describe the program, but also bring along a written *fact sheet* giving the essentials. (A sample of what information to include is listed below.)

You should approach the editor before an official announcement of the program has been made — that way you will have better coverage from the start. Probably he has heard that the community is considering a source separation program, but it is unlikely he will know much more than that. Present him with all of the facts before the official announcement (which is most likely to be made in a press conference in City Hall). Inform him that you will assume responsibility as the point of contact between the newspaper and the program, and that you will be touching base with him as things develop. You can offer to write the first press releases, or he may prefer to cover the press conference and have a reporter write the story.

There are several useful tools you should have at your disposal:

1. Fact Sheet. The fact sheet should give: Days of collection(s), amount to be picked up (estimated tonnage), routes and neighborhoods, prices expected and profit, how pickups will be conducted (are trucks being converted?), whether to leave outside in rain (yes), how to bundle, who heads the drive (city and your organization), is it voluntary or mandatory, who to contact

for information, etc. You will have to ferret out this information from the city government.

2. Press release. There is nothing magic about a press release. All you need is a clear statement giving the "Who, What, When, Where, and Whys" you learned about in high school journalism. For example:

"Mayor John Brown announced today that Mapleton Township will begin a drive March 1 to pick up bundled newspapers from all local households. "Citizens will be asked to bundle and tie papers separately for a special pickup every Friday. Bundles should be left — rain or shine — at the curbside where other trash is usually picked up.

"Mayor Brown said in a news conference that several civic organizations will sponsor the newspaper pickup effort here. The Business and Professional Women's Club will serve as publicity coordinators for the first six months. Ms. Susan Williams will be chairperson. "Mayor Brown said the city has signed a two-year contract with Acme Scrap Paper Company and Acme will buy the newspapers at an average price of \$15 per ton. He estimates the city will pick up 16 tons a month. Proceeds from the program will be returned to the city's general fund.

"Not only will Mapleton receive revenues from the program, the Major said, 'but we will be sending newspapers to plants to be recycled.'

"He also pointed out that disposal costs at the Glenhill landfill site will be

reduced. Newspapers make up about six percent of Mapleton's solid waste."

That's a sample. You're simply 'telling it like it is.' Stick to the facts. The city editor will clean it up for you.

It is very important to properly time the release of your story. Be aware of the deadlines of the newspapers you are working with. If you have an afternoon paper in your town, mark your news for release at 10 a.m. If you have a morning paper, make it 6 p.m. If you have both, rotate releases fairly, giving the first to one paper, the second to the other, and so on. If you have a weekly newspaper, make certain to submit your material well in advance of the copy deadline.

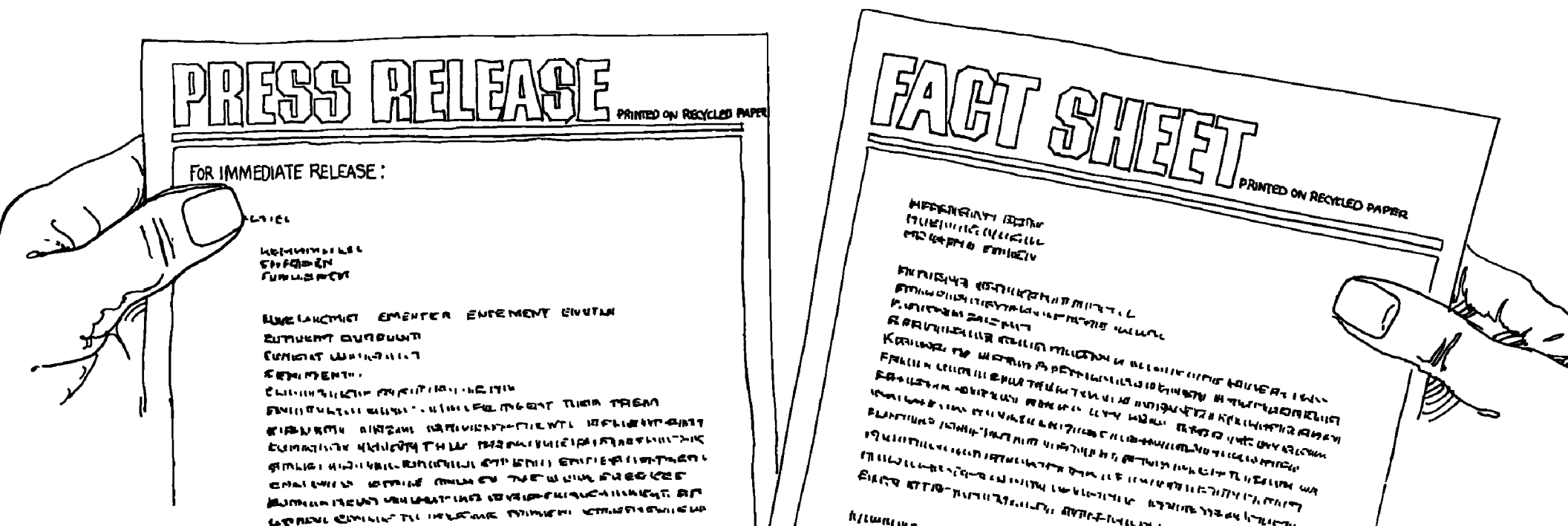
3. Photographs. Pictures can serve as

all-important attention getters. There are many ways you can publicize the new program through pictures — perhaps show the Mayor signing a proclamation, youngsters putting out doorhangers, or trucks being converted to carry bundles. Use your imagination. The name of the game is *awareness*. (Don't forget to use these same ideas for your local television station. Even a regional station — if you don't have one of your own — ought to give you coverage.)

There are other things you should discuss with the city editor. Discuss the timing of the Mayor's press conference (there ought to be one), ask about some photographs before the program actually begins and tell him you'll alert him to other photographic opportunities.

You should be prepared to call the editor as soon as possible after the first collection day and tell him how well it went. Be honest. If it went badly, let him help you inform the public so the next collection will be better. Work with sanitation or collection officials in keeping good records, perhaps including a graph or a barometer which can be reproduced.

When it comes to continuing coverage, the city editor ought to be asked about "teasers" or "reminders." Suggest that he put a little box on the front page which says "Tomorrow is Bundle-Day," or "Bundle Me Today for Pick-Up Tomorrow," or something of the sort. Be reliable and use your creativity. The local newspaper editor can be your ally.



How will the word get out?

Radio

ON AIR



Radio is a different story. You are going to have to do most of the work. Local radio stations have large areas to cover and few people to go around.

The key person to contact here is the station manager. Give him the same information you gave the city editor. The station manager — or news director — will take the same press release. Mark a time for release on it, and give it to both the newspaper and radio station at the same time. Avoid playing favorites. Make certain the timing of all releases is the same for all, and don't deal in exclusives.

Radio is very important to you since it has a vast audience, so take advantage of the possibilities before you. Ask the station manager if you can write a few 10-second and 30-second public service spot announcements for him.

For example:

"Tomorrow is Pick-Up Day in Mapleton. Join your fellow citizens in putting your newspapers at the curbside by 9 a.m."

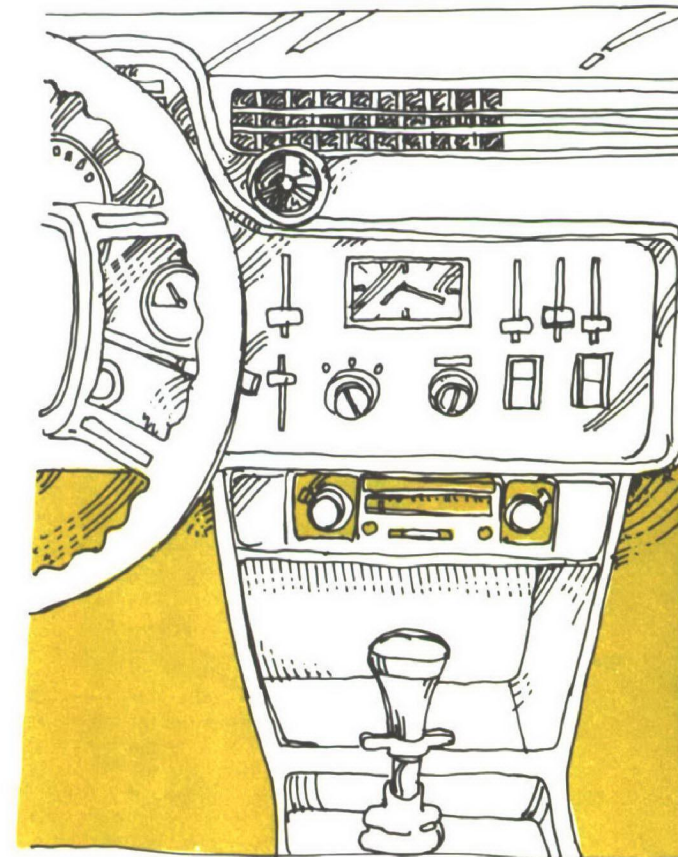
or

"WXXX reminds you that Friday is pick-up day for bundled newspapers. Put them at your curbside by 9 a.m. Join this civic effort and help cut costs and preserve our environment."

Ask the station manager if you can bring in several personalities well known in your community to tape spot announcements. These can be used over and over again and are called — as are the ones above — public service announcements.

For instance:

"This is Mayor John Brown. Mapleton has launched a drive to pick up your bundled newspapers every Friday. We urge you to join in this effort. Remember — pick-ups are every Friday."



Television

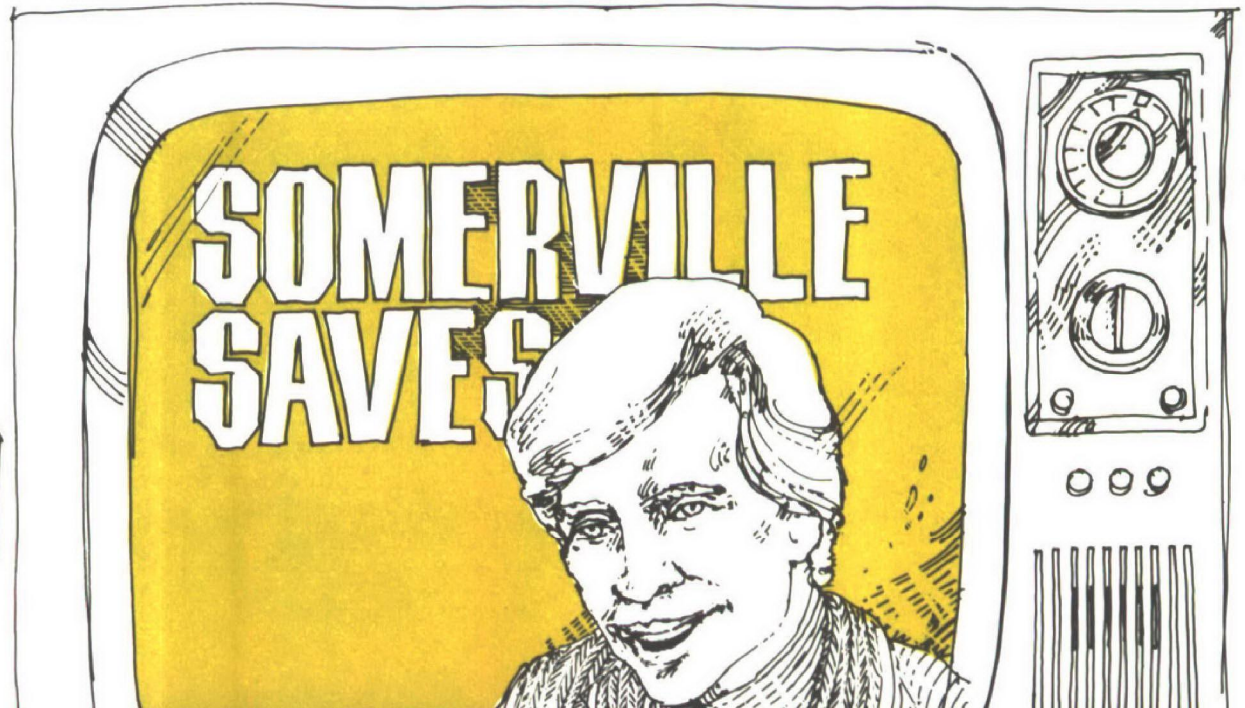
As we mentioned, the photographic ideas for newspapers are duplicative for television, if you have local television. If you have regional television, they're likely to at least give you one good kick-off story because the story of your community's effort is of significance to other communities in the area.

The local television station will use the same press release you give newspapers or radio stations. Again, make that personal call first, establish your credentials, and pin down your contact at the station. In this case, first see the news director.

If you have a local station, see if the station will give you some "promo" time — i.e., let you paint (or do it themselves) some cards which tell your story

— "Tomorrow — Put Out Your Bundled Newspapers." These can be used at station breaks between programs.

You can also ask for a few public service announcements, such as the ones we used previously with Mayor Brown. This time, of course, the television station will film it for viewing. Look for identifiable people for both radio and television spots. In addition to the mayor, think in terms of personalities people know, such as a local sports hero, a well known writer or artist, the conductor of your symphony, or the president of the chamber of commerce.



How will the word get out?

Merchants

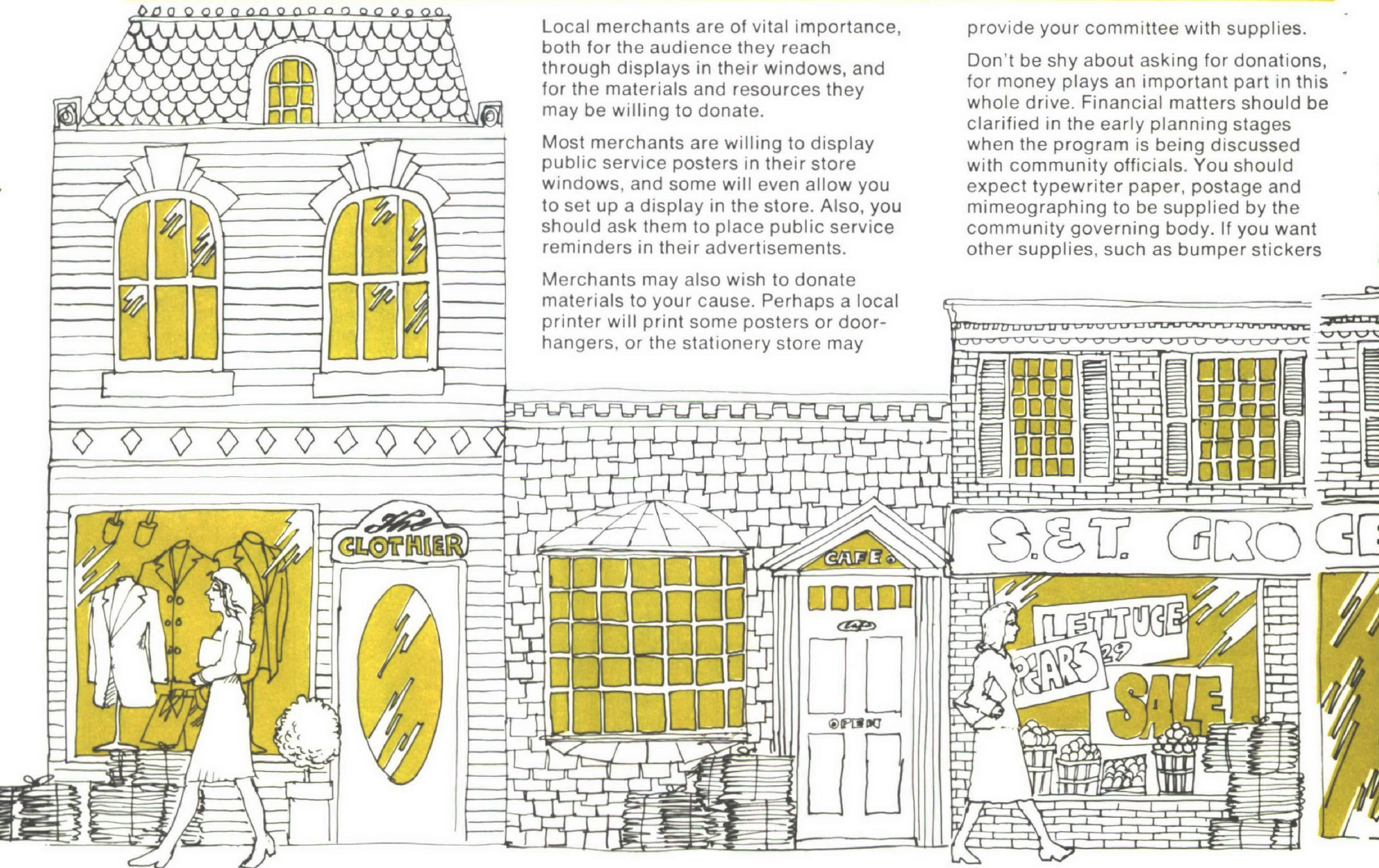
Local merchants are of vital importance, both for the audience they reach through displays in their windows, and for the materials and resources they may be willing to donate.

Most merchants are willing to display public service posters in their store windows, and some will even allow you to set up a display in the store. Also, you should ask them to place public service reminders in their advertisements.

Merchants may also wish to donate materials to your cause. Perhaps a local printer will print some posters or door-hangers, or the stationery store may

provide your committee with supplies.

Don't be shy about asking for donations, for money plays an important part in this whole drive. Financial matters should be clarified in the early planning stages when the program is being discussed with community officials. You should expect typewriter paper, postage and mimeographing to be supplied by the community governing body. If you want other supplies, such as bumper stickers



and posters, a modest outlay of money will be required. Should your organization pick up the tab, or will the municipality commit itself financially? If the community commits a portion of the first month's revenues (on sales), that will cover expenses. If they choose not to, however, your group will have to decide whether or not to ask local merchants for financial support.

Explore the possibilities before you.

When we talk of merchants, we are thinking in the broadest terms. For example, consider the utilities which send their bills to almost everyone in town. You may want to ask the water department, the power company and the telephone company to include a reminder with the monthly bill.



How will the word get out?

Schools



Schools are another excellent channel for disseminating information. See the superintendent of schools and work out a program for introducing information about your program into the classroom. There are many different ways in which to teach children about the program and gain their interest and cooperation.

Among the things you may want to try:

- Sponsor a field day at the landfill or incinerator
- Sponsor an essay contest ("Why we should recycle newspapers")
- Sponsor a poster contest
- Sponsor a logo contest
- Arrange to have school children put up doorhangers and pass out posters
- Let the child himself take home a reminder
- Remind the child himself, for he's likely to carry the bundle out anyway.

Remember, parents are motivated by children. An active campaign conducted in the schools will undoubtedly have an impact in the home, and also will tie the program to youngsters who are interested in participating.

Finally

There are many small but important tricks to running a successful publicity campaign. For instance, a good program is likely to be one with a catchy, memorable slogan. "Bundle Up," or "Bundle Up Every Friday" adequately makes the point, but try to think of something more imaginative that will catch people's attention.

A recurring theme is important, and this should be used as much as possible in every phase of the program. Most important of all is to try to generate enthusiasm and make these pick-ups a part of the fabric of the community. How can this be done?

- perhaps a retailer will string a banner across Main Street
- ask the city to paint trash cans with a message and/or logo
- encourage participating and non-participating civic clubs to remind members of the pick-ups.

A hundred ideas should come to you. In the next section, we will tell you what some other communities are doing.

It can't be overstressed that someone (maybe one or more civic groups) must commit themselves to running this campaign, and not just for a couple of months. You need a good leader who is responsible, dependable, and one who will work.



When do I get started?

It is really up to you, your committee, and the city leaders to decide how you kick off this campaign. What you are about to embark on is one of the most important civic efforts ever undertaken in your community. One word of advice: make it big! Don't hide this light under the proverbial bushel. If *you* don't tell the public, they are not going to get told.

The message has to come across loud and clear over and over again. We are trying to change habits.

As a start, we would suggest you hold a major news conference with the mayor and town council — or city council or council commissioners or whatever you call your group. To date, the following steps have been taken:

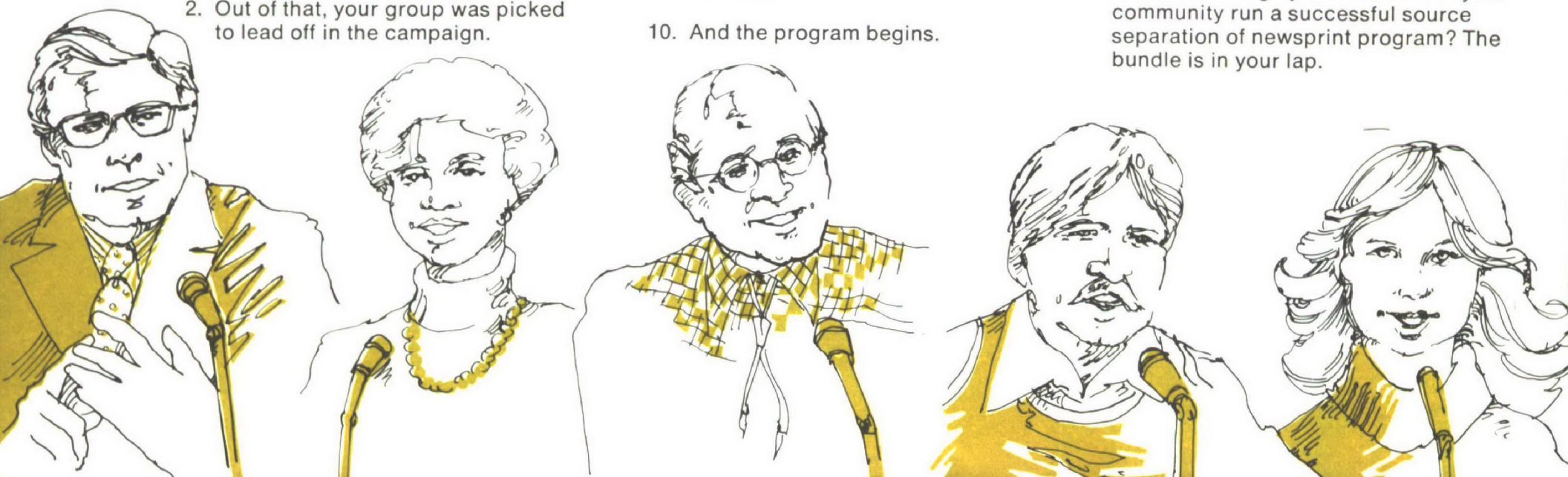
1. The mayor had his meeting with the civic groups.
2. Out of that, your group was picked to lead off in the campaign.

3. You have gathered all of the facts, produced a fact sheet (that is now approved by the community employee in charge of the program).
4. You have visited the editors and station managers.
5. You have distributed the press releases — *all to be held until the press conference*.
6. The mayor now makes that announcement at a press conference attended by city officials, civic leaders, and others.
7. Reporters are there. Tape recorders are on. Television cameras turn.
8. Posters have been distributed.
9. School officials have been notified.
10. And the program begins.

Are you finished? Not at all. You have made a beginning, but it's just a beginning. Ultimately, what you are trying to do is change habits, mindless wasteful habits which we have been able to afford in the past but can no longer.

You may congratulate yourself on what has been done, but wait to see what the returns are before you relax; you may want to follow up the initial publicity drive with other kinds of information.

Perhaps a speakers' bureau is necessary, or the sanitation chief may want to call on schools. You may also want to write to EPA for more information on what is happening elsewhere, and write a few feature articles in your local newspaper. There is a world of possibility lying before you as you approach this publicity drive, but only you can make it effective through your efforts. Will your community run a successful source separation of newsprint program? The bundle is in your lap.



Follow-up

History — even the brief history we have in source separation programs — tells us that a good kick-off does not necessarily produce long lasting results.

You can expect a flurry — but the flame can die if you are not innovative and creative in the follow-up effort.

It may seem rather simple on the surface: once people begin separating newsprint and putting it out week after week, a habit is formed.

There should be an old proverb which goes something like this: “Habits are made to be broken.” Since we know of none, we’ve invented the above. We are trying to make the point that you’ve got to work at this business constantly to get a program rolling and to keep it rolling.

How do you do it?

Here are a few thoughts:

- Involve as many people and groups as you can from the outset. Participation is what you need. Give every organization a role.
- Involve local businesses. Think of new ways to stuff envelopes into bills. Look hard at employee publications.
- Design a certificate of merit — for groups or individuals.
- Make sure certain editors don't forget you. Give them “news,” such as tonnage collected. Paint a barometer that can stand on the town square, courthouse lawn, or in front of city hall. Each week paint the rise in tonnage.
- Get a television crew to ride a pick-up vehicle.
- After a month of pick-ups, give a dollars and cents figure (either on savings or actual sales). Don't, of course, give the impression the program is going to be a money-maker.

- Develop a “theme” for pick-up day(s) — and repeat it in a sing-song way on radio, television and small drop-in newspaper ads (all free).
- Send notices home with school children.
- Maintain a program of continuing publicity. Your program needs more than a one-time publicity shot to be successful.
- Put some of your financial resources into a part-time program coordinator.
- Paint your trucks with a logo, color, slogan, etc.

We've covered some of this ground before. The most important thing to remember is that you've got to work at it week after week. Develop a sense of movement, a sense of accomplishment, a sense of civic pride and a sense of purpose.

Program ideas and suggestions

Here are some ideas you may want to adopt. Variations have been used in a number of cities:

- A banner across Main Street designating pick-up days and other necessary information.
- Calendars with pick-up days marked.
- Brochures.
- Bumper stickers.
- Inserts for bills — water, gas or electric, plus private industry such as department stores and telephone bills.
- Flyers to give to school children.
- Fillers for newspapers. A page of one-liners to be set by newspapers and dropped in to justify column lengths.
- Doorhangers. A card with a hole to be placed on doorknobs as reminders. Boy Scouts, 4-H'ers or others should take on as a project.
- Maps to be distributed. These can be important when pick-up days are different for locations in a community.
- Billboards. Merchants should include reminders on their handbill sheets.
- Advertisers may be willing to drop in reminders in their own display advertising.
- Merchants and the community offices could print a line across the bottom of stationery.
- Use color. People identify with colors. Example: Marblehead, Mass., uses white and green; while Somerville uses yellow and orange. Color provides instant recall.
- Conduct a logotype (trademark) contest. Have merchants give prizes for the best logo design as determined by a panel of judges. Logo can be used in all publicity materials.
- Have a slogan contest.
- Develop a slide presentation. Pass it around to various community groups for orientations and briefings.
- Invest in standard sized containers for use in the community. Example: University City, Mo.
- Place displays in windows of stores urging support of the program.

As we mentioned before, use your imagination.



You will get a lot of questions

You may as well face it. You will get a lot of questions about your community paper recovery program. Here are samples of the most common questions asked with some suggested answers.

Q. How do you want us to bundle our newspapers?

A. Tie them securely with string. You may want to put them in a grocery bag (if that is all right with your paper purchaser) or place them in special containers for curbside pick up. Remember, *no plastic bags!*

Q. How about magazines, comics and books?

A. Magazines, books and comics have contaminants which are not easily removed in the recycling process and can cause an economic loss. Put them in with your regular trash and garbage.

Q. What about milk cartons and other packaging?

A. Even if they were separated, they would probably be contaminated and difficult to use. Remember — newspapers only.

Q. How often are our newspapers collected?

A. It depends on your community. However, collections may be monthly, biweekly, or weekly. To achieve maximum cooperation from the householder, collections must be conducted on a regular basis.

Q. What about rainy days?

A. Talk to your paper purchaser. Each community has different guidelines.

Q. Suppose I forget, may I put them in the normal trash collection next time (if papers are collected on alternate pick-ups)?

A. No. Save them until the next scheduled pick-up. We want to eliminate newspapers from the trash and garbage.

Q. To whom do we sell the newspapers?

A. Communities usually sell their newspapers to a paper purchaser for baling and shipment to a recycling mill.

Q. Will we make a profit?

A. The motive is not to make a profit, but to reduce costs and to ease the burden of disposal.

Q. Will there be some savings?

A. Yes, there ought to be a reduction in disposal costs in the long run. Source separation and collection of newspapers help to conserve a resource with significant economic value.

Q. What will the effect of the program be on our present disposal system? Landfill life?

A. There will be a definite savings in disposal costs depending on the participation in the program but each community must compare its disposal cost before and after the program is initiated. The landfill life will be extended. Again, it is difficult to estimate how many years due to any number of factors such as percentage of community participation in the newspaper recovery program, whether the community has a shredder operation, etc. The reduction in waste varies from community to community but on the average, newspapers comprise about 6 percent of total municipal solid wastes.

Q. How much newsprint is in our waste stream?

A. The amount of discarded newspaper varies from house to house, neighborhood to neighborhood, and city to city. This variation is related to such factors as individual household purchasing habits, size and number of newspapers published in a particular area, and education and income levels. On a national average, however, newspapers comprise about 19 percent of discarded paper.

Q. What other communities have similar programs?

A. More than 120 cities in the United States are now conducting separate paper collection programs, while only two such programs existed in 1970. This significant increase is due to the: (1) increase in disposal costs; (2) increase in environmental awareness and concern; (3) realization that separate collections are more effective in removing materials from the waste stream and far less costly than recycling centers operated by municipal employees.

Q. How long will the program last?

A. Forever, we hope. Your community may have entered into a long-term contract for the sale of its newspapers. Once that contract terminates, we hope it can be renewed. The ultimate goal is for this program to become a way of life.

Q. How is the paper collected?

A. There are two basic methods for separate paper collection presently in use. The most common system utilizes separate vehicles to collect the paper, while the other method uses a rack attached to the regular refuse collection vehicle.*

Q. Does this program increase the collection time?

A. Yes, but the increments in time are usually absorbed by the existing collection system. The *separate collection* system requires that more hours be spent on the collection route, but often this results in increased utilization of existing equipment and labor. It is important to note that in all but two of ten cities studied, no additional labor was hired to implement separate collection. It should also be noted that in every case studied, three-man crews were used only because it is standard collection practice, whereas two-man crews are sufficient for paper collection. The additional labor hours, and thus cost, to the cities would have been considerably less had they not included the unneeded crewman. Time-motion studies of the *rack* system indicate that there is an average of 14 seconds per stop, in addition to 5 to 15 minutes required for off-loading. In all cases studied, no additional labor costs were actually experienced because employees were not working a full day in normal waste collection.

Q. Isn't it costly to make a separate newspaper pick-up?

A. Additional collection time is required to separately collect newspapers. There may or may not be an increased collection cost to the city depending on whether collectors are working full days for normal collection. If there are increased costs, they must be balanced against the revenues received for the paper and the savings in disposal cost. We assume that you have thoroughly analyzed the economics of a source separation program in your community and have found it to be cost-effective. That is, you have determined that the benefits outweigh the costs. You should be prepared to discuss the specific factors that went into your community's decision, and explain how the cost-effectiveness was determined.

Q. Is the program voluntary?

A. Depending on the community—yes or no. Most separate collection programs are voluntary in that they "request" citizen support. An increasing number of cities, however, are passing ordinances which "require" separation. A recent study of 17 cities found that mandatory programs received cooperation

* See *Residential Paper Recovery. A Municipal Implementation Guide* (SW-155), Washington, D.C. U.S. Government Printing Office, 1975.

from an average of 60 percent of the population, while voluntary programs had a participation rate of 30 percent. Other data from the same study indicate that participation rises over time, and as these programs reach the two- and three-year levels, the relative differences between voluntary and mandatory programs will diminish.

Q. What about citizens who don't participate in the program?

A. The voluntary or mandatory paper recovery project should be explained to all citizens through a thorough community-wide education program. There should be an appeal to the individual to participate in the program, to be part of his community, to have pride and to work with other individuals to reduce the quantity of solid waste and to conserve a resource of significant economic value. If the community has a mandatory program, a responsible official should explain the law and the program to the non-participating individual. It is unlikely that any individual will be prosecuted under such a program, but an energetic effort should be made to obtain compliance through the education process to have as much participation as possible in the program.

Q. How much additional time and cost will the program bring to the householder?

A. Home separation is neither time-consuming nor expensive to the householder. In a recent study, 15 families kept detailed records of the separate bundling of newspapers. It took less than three minutes (actually 2.3 minutes) per week and required less than one cent per month in out-of-pocket costs. A survey on housewives' attitudes on solid waste found that 73 percent of those interviewed felt home separation of newspapers would be "easy" to "very easy" for them to carry out.

Q. Does our community have an anti-scavenging ordinance? How will it be enforced?

A. Check with the local official in charge of your community's program. Judicial precedent indicates that in most states it is permissible for municipalities to grant exclusive contracts for the collection of solid waste, including bundled newspapers, and to prohibit collection by all but city employees or licensees. This authority, combined with the municipalities' traditional power to protect public health and safety, should provide a legal basis for such an ordinance. For example, the Town of Hempstead, New York, passed an anti-scavenging ordinance in 1971, which has been

used as a model in many communities. The ordinance states that all waste placed at the curb becomes the property of the city. Stringent fines are imposed upon scavengers who remove newspapers from the curb and sell the bundles privately. Sanitary inspectors move through the area carrying summonses that could bring \$250.00 fines and/or 15-day jail sentences to violators. Strict enforcement is strongly urged, particularly at the beginning of the program. Also, as much publicity as possible should be given to enforcement efforts in order to discourage potential offenders.

Q. What happens if someone other than the community collects our bundles?

A. Anti-scavenging ordinances do not preclude volunteer groups — Boy Scouts, schools and various civic, charitable and religious organizations — from collecting newspapers as one of their traditional revenue producers. If residents prefer to save their newspapers for such volunteer drives, they should not be discouraged from doing so; however, to avoid confusion as to the ownership of the material, accumulated paper should not be set at the curb. This distinction can be made clear in the anti-scavenging ordinance so that the paper drives of volunteer groups are not threatened.

Q. What about the storage requirements for the newspapers?

A. If the paper purchaser is located within a reasonable distance, the collection crew may deliver papers directly to the facility; in this event there are no storage problems. Distantly located paper purchasers usually place a large van at a transfer station. Collected papers are loaded into this van until it is full, at which time the paper purchaser removes it and replaces it with another van.

Q. What if the buyer of the separated newspapers stops purchasing them or lowers the price?

A. We assume that your community has secured a sound contract with a paper purchaser in which you are guaranteed a floor or minimum price. With this provision, you will be assured of a reasonable market no matter how the paper market fluctuates. Sharply increased production of paperboard in the first quarter of 1976 is causing a tight wastepaper supply situation at recycling mills in every region of the country, according to the American Paper Institute. Production is up about 30 percent over the same 1975 period and the demand is likely to continue through the second and third quarters of 1976. According to weekly quotations in *Official Board Markets*, it would appear that a floor price of \$15 per ton, F.O.B. a nearby transfer point, should be able to cover the costs of many newspaper recovery collection programs.

Q. Into what products are our newspapers being recycled?

A. Along with other grades of waste-paper, recycled newspapers contribute to the production of a wide variety of paper products including newsprint. They are also used in paperboard products such as cereal boxes, record jackets, automobile panelling, molded pulp products, such as egg cartons, and in building products such as roofing felt and insulation materials.

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