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# PROJECT DEFINITION REPORT

## TEXTILE RECYCLING INITIATIVE

PROJECT NUMBER 000001

NOVEMBER 22, 2016

REVISION/VERSION #1.0



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## Acronyms and Abbreviations

Populate this section as needed

ESD    Environmental Service Department  
LDR    Local Development Regulations  
PDR    Project Definition Report  
P&Z    Planning and Zoning Department  
SPRAB Site Plan Review & Appearance Board  
SWA    Solid Waste Authority

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## Approvals

City of Delray Beach and other partner organizations approving/providing resources, personnel, and guidance for the execution of this project.

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John Morgan, Environmental Services Director

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Date

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Other as needed/City Manager/Commissioners

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Date

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Other as needed/City Manager/Commissioners

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Other as needed/City Manager/Commissioners

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Date

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## Purpose

This Project Definition Report provides a brief overview of the Textile Recycling Initiative to promote a shared understanding of it before a more detailed Plan, Schedule, and Budget is prepared.

## Background

The United States Environmental Protection Agency (EPA) estimates that the average person in the U.S. throws away 70 pounds of clothing per year adding around 3.8 billion pounds of waste to landfills. Clothing and household textiles make up 6% of the total waste stream, and less than 15% of household textiles are recycled. As the State of Florida's long-term goal is to recycle at least 75 percent of the municipal solid waste that would otherwise be disposed of in waste management facilities, landfills, or incineration facilities by 2020, the 15% textile figure suggests that there is an opportunity to advance the state's goal through increased textile recycling.

The final destination for the solid waste generated within the City of Delray Beach is the Solid Waste Authority of Palm Beach County (SWA). The SWA operates an integrated system of facilities that combines recycling, renewable energy, and landfilling to effectively manage the county's waste. SWA accepts comingled plastic, aluminum and glass recycling, and paper recycling, but does not have a textile recycling program. For the most part, textiles in the SWA waste stream are incinerated at the waste to energy facility; however, even though SWA uses the textiles for the production of renewable energy, they do count toward the State's long-term recycling goal.

The SWA does encourage the public to recycle textiles through donation of unwanted items to charities and thrift stores, as part of their recycling education and outreach efforts. However, the small percentage that seems to be recycled, (and we don't have figures for the City of Delray Beach as no one is collecting or weighing it), suggests that there are impediments in the current processes, or inertia about taking the materials to the thrift stores or donation centers. Research on recycling initiatives from industry trade organization and non-profit environmental groups focus on the convenience factor, some of which are noted below.

- Donor's do not find time to drive the textiles to an in-line store location during the drop off hours, which are typically store hours 10-6 and weekends. These are times when adults work, or want to spend time in recreational activities. They don't want to have the donations travelling around in the trunk.
- There are only a few in-line stores in each areas and they may be out of the way from donor's travel patterns.
- The "snob" factor. Donors don't want to walk into the donation center.
- Curbside pick-up, while ideal, readily available. It is not economical for the organizations to pick up clothing materials, unless there is a substantial amount, or other more valuable items are also being retrieved.

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Additionally, not all types of textile materials are accepted at thrift stores. Pillows and stuffing are excluded, and thrift stores want clean, unstained clothing. Donors often feel that damaged clothing, with holes or stains, as well as underwear or undergarments are not to be donated.

In April of 2015, representatives of Florida Textile Recycling Programs, a for profit company, approached the City to present their business plan for textile recycling in Delray Beach. The company provides local municipalities with an opportunity to recycle clothes, shoes, and textiles through exclusive municipal contracts which generates revenue for the company, a portion of which is returned to the municipality. The company proposed to place a specified number of recycling bins and/or attended site trucks in agreed upon locations. Like the charitable organizations, they collect textiles, sort and sell the marketable items in second-hand stores, and bail and sell the remainder for repurposing. Their program, which uses unmanned bins with technology that indicates the fill-level, is claimed to eliminate the nuisances associated with over-filled bins since their pick-up trucks know which bins to service when. Additionally, the firm's staff drives past each bin location daily to ensure that the area surrounding the collection site is clean and tidy.

In June of 2015, the previous Sustainability Officer, presented this idea to the City Manager, as he identified both an "environmental win", more materials would be recycled, and a "revenue win", the vendor would share the revenue with the city. Florida Textile Recycling Program, offers partnering municipalities approximately \$2000 annually per bin, and up to .10 cents per pound for textiles obtained from "clothing drives" and "on truck" collection events. The city could then use this revenue to either fund other sustainability initiatives, add it to the general fund, or donate it to charitable causes. The proposal to engage with Florida Textile Recycling Programs was then placed on the August 11, 2015 Commission agenda. At the August 11<sup>th</sup> meeting, a representative from Goodwill Industries raised concern that this new program would compete with their donation stream and adversely impact their operations. The concerns raised by Goodwill, and other local non-profits caused the issue to be set aside.

Subsequently, the new Sustainability Officer has researched the challenges and benefits of Textile Recycling with the aim of understanding the impact that a City-driven textile recycling program would have on the charitable organizations. Programs in Florida and other states were examined. These programs have been successful in increasing the amount of material being recycled, while no documentation could be found proving an adverse impact on charitable organizations. There is a belief that clothing donors which seek to obtain a charitable donation receipt for tax purposes will continue to drive to the in-store locations, as the tax receipt is a motivating factor. There are also donors that donate to support the organizations' mission, and these donors will make the effort to drive to collection locations for that cause. These donor profiles are different from people that simply want to rid themselves of old materials and are willing to recycle it if it is easy and convenient. It is this third market segment that the City-driven textile program seeks to target.

A follow-up meeting was held at the Chamber of Commerce on October 24, 2016 with representative of Goodwill Industries, Habitat for Humanity, the Salvation Army and the Florida Textile Recycling Programs. The meeting's goal was to brainstorm about a cooperative model

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that would allow the charitable non-profits to participate in a new initiative, increase the quantity of recycled textile and possibly provide a benefit to the city. The meeting did not produce any creative options. To the contrary, the lack of innovative solutions and the general lack of cooperative spirit from Goodwill Industries subsequently motivated the Environmental Services Department to pursue the textile recycling objectives by issuing a RFP. An RFP would allow each potential stakeholder to propose a solution that addresses the aforementioned goals and offer the optimal solution.

This Project Definition Document is intended to flesh out the scope of services to be requested in the RFP and outline an effective and coordinated implementation approach. By identifying the goals, objectives and challenges, and constraints we are ensuring that management is fully aware of the decisions and assumption that are framing the RFP Scope, and the resources that would be needed to implement the program once a vendor/partner is identified. This will also allow the Selection Committee to better evaluate the proposed solutions.

## Project Goal

The goal of the Textile Recycling initiative is to reduce the amount of textile product that ends up at the SWA incinerator by both encouraging textile recycling through better community outreach, and by also facilitating drop off and collection of the materials.

## Project Description and Objectives

Textile recycling could be advanced in a variety of ways including, placement of outdoor collection bins, increased and regular curbside pick-up by private organizations, (both profit and non-profit), incentives for in-store drop-offs, and used clothing drives. These approaches are not mutually exclusive and the ideal program would incorporate all available methods, as each best addresses different market segments. The textile recycling program initially seeks to issue an RFP to solicit a company that can best employ a variety of tactics, including deployment and management of a limited number of textile recycling bins, to achieve a sizeable increase in the amount of recycled textile content.

It would be desirable that the textile recycling program produces a source of additional revenue for the city, as these funds can be channeled to other sustainability initiatives. When the textile recycling initiative was discussed at the November 2017 GIAB meeting, board members felt that any city-branded textile program should create revenue for both other sustainability initiatives and provided some kind of benefit to the community poor, as this is often the goal of charitable clothing donations.

In developing a textile recycling program, the city seeks to maximize the tonnage of textile that is diverted from SWA, but in a manner that does not require a significant outlay of city resources, either monetary or staff time. The textile program should require hands-on coordination at the onset, but only minor ongoing monitoring.

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Once a vendor is selected, the work scope for the initial program set up and monitoring involves:

- ESD staff and the city's legal counsel would prepare contracts,
- ESD and P&Z staff would be charged with facilitating approval of the locations,
- ESD and P&Z staff would approve the bin wrapping and text
- ESD staff would collaborate and approve any communications with the public
- ESD staff would work with Community Improvement and other departments to establish a process for monitoring the bins, and dealing with the vendor when a problem arises.
- ESD and Finance staff would collect information on the usage and assure that the City receives the appropriate revenue.

As the textile recycling initiative would also include promotion of recycling at in-store locations, curbside pick-up and special events or clothing drives, we would seek a vendor, or group of vendors that can execute a comprehensive approach. Embracing a comprehensive approach, which could aid the charitable organizations that cannot deploy bins, will extend staff involvement in the program to a year-round commitment. Staff time would be required to coordinate public outreach with the vendor, help advertise textile drop-off, and promote support of organizations that provide curb-side pickup. It is unclear if these secondary activities could be monetized into a revenue stream for the city.

## Project Location

As noted previously, the City is concerned with the proliferation of clothing collection bins, the cleanliness of the bin and surrounding area, and the potential for scavengers and vandalism. To minimize the potential negative impacts, the number of bins would be limited to 10 - 12 locations on public properties that are easily and regularly monitored by city staff. The initial proposed locations include: (see Figure 1 map)

- 1) Environmental Services front parking lot
- 2) City Hall Parking lot adjacent to the recycling cardboard bins
- 3) Five Delray Beach Fire Stations
- 4) The 505 Teen Center on Federal Highway
- 5) Pompey Recreational Center
- 6) Veterans Park Recreational Center (possible)
- 7) The public golf course on Highland Avenue (possible)

These locations were selected because they would easily service different sections of the city. More importantly, each location has city personnel working there, thus city staff able to informally monitor the bins and report if they are not being properly serviced by the contractor, or vandalized. The location of the bins at each location can be further refined, but the operative criteria should include: 1) easily accessible and visible to the public; 2) in close proximity to the occupied building, rather than the corner parking space; 3) not by a principal entrance; 4) minimizing any adverse aesthetic impacts. It is assumed that bins that are visible to the public, both passers-by and city staff, but not relegated to a corner will be least prone to neglect or poor treatment. Assuming these locations are acceptable to all



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parties and the selected vendor offers \$2000 per bin, the city would potentially earn \$24,000 annually.

## Project Scope

To accomplish the textile recycling we need to develop and RFP for the scope of services desired and select a vendor. While components of the scope are noted in Project Description and Location sections, prior to finalizing a scope of services for the Purchasing Department, the Community Improvement Department, and the Planning, Zoning and Building Department would be consulted. This would assure that their concerns are addressed in the RFP.

A map detailing the exact location of the bins at each site would be finalized. The location of the bins will need to be approved by the Department that occupies that location, and the department's cooperation in observing and reporting activities related to the bins must be gained.

As the bins could be construed as a business location for the vendor that the City chooses to partner with, and the bins' labeling and design may be viewed as an off-premise sign, (which are restricted by the LDRs), the entire bin program, including the location of the bins and the artwork wrapping them would have to be presented and approved by the Planning Department, SPRAB and the Commission. Preliminary discussion with the Planning Department suggests that, restricting the bins to only a handful of city-owned sites and only allowing artwork with the City logo, would stem concerns about some of the LDR restrictions and make the program more controlled, and thus palatable to policy makers. This approach was successfully executed in Miami Beach.

Once a vendor is selected, the City Attorney would be asked to participate in negotiating and executing a contract outlining the appropriate public/private partnership. Among the items the contract must address are:

- the number and location of the bins,
- the minimum number of weekly pick-ups and the times of the pick-ups
- the revenue sharing model
- the reporting that will be provided on the tonnage collected
- provisions for maintenance and repair of the bins,
- remedy for the breach of terms, including removing the bins if they are causing a nuisance.

The City must also adopt a policy for how the revenue will be allocated. Among the options to consider are 1) donating the proceeds to charitable organizations 2) putting the funds into the general operating fund, or 3) allocating the revenue to fund other sustainability related projects. This last approach is being used in Miami Beach, as sustainability initiatives are often desired, but unfunded mandates.

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The City will also need to determine whether they want the vendor to contribute cash, vouchers or gift cards or some other type of benefit to address needs of poor residents. If this aspect of the vendor's incentives is desirable, then the city would have to establish policy and administrative procedures for allocating and monitoring those benefits.

## Risks

The risks associated with this initiative involve both stakeholder perceptions and proper operations for the program. In terms of the stakeholders, initiating a City-driven program may alienate non-profit organizations that provide services to our community. Specifically, Goodwill Industries stated that they might not be as willing to provide outreach to the poor and sober-residents, since the city is competing with them. This posture from Goodwill was not noted from Habitat for Humanity, or the Salvation Army. Faith Farm and other smaller charities were not present at the meeting to comment. There may also be push back from residents that find the bins unsightly, or from commercial property owners, who would not be allowed to host a bin.

Limiting the bins to public property location is intended to minimize both risks. The program will not allow the proliferation of bins to any property owner willing to accept them. The bins will be actively watched, as the locations that were selected have daily personnel present. Parks and parking lots were specifically excluded, as the bins and the activities surrounding them would not be easily observed and monitored.

The operational risks of this program include the vendor not living up to their service obligation. The bins would be full, or piles of clothing could accumulate and this would be seen as unattractive or a hazard. Conversely, by limiting the number of bins and their location, the operator may not pick up sufficient material to find this city partnership economically advantageous. The lower revenue expectation could reduce the revenue share the city receives.

## Regulations and Permits

The City of Delray Beach has adopted regulations which apply to textile recycling bins in the Land Development Regulations (LDR). The current LDRs consider textile collection bins as an accessory use and outside storage. Each bin proposed would need to be reviewed and approved by the Building Inspection Division. The site plan modification would also require approval by the Site Plan Review and Appearance Board (SPRAB).

The following provisions of the code would need to be addressed to site each textile collection bin:

- SPRAB Approval 2.4.5 (G)
- Principle Use 4.3.2 (B) (1)
- Accessory Use 4.3.2 (B) (2)
- Outside Storage 4.6.6 (C) (3) (B)
- Outside Storage 4.6.11

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- Enclosed Building 4.6.6 (A) (1)
  - Resource Recovery 4.3.2 (B) (1)

These regulatory hurdles may be reduced by initiating an amendment to the Land Development Regulations that proves an exception for bins owned and operated by the service provider as part of an exclusive franchise agreement with the city.

In addition, the vendor may need to register with the SWA (Rule 6) and be certified by the Florida Department of Environmental Protection if the volume of textiles they recover exceeds 600 tons (62-722 FAC)

## Real Estate

Based on the model implemented in Miami Beach, all the bins would be located on City-owned property. As the sites are under the control of the Environmental Services Department, the Fire Department and the Parks and Recreations Department, each department head would have to be consulted regarding the placement of the bins at these locations. The Departments could be persuaded to collaborate if some of revenue received were apportioned to each group.

## Public Use/ Outreach

Success of this program is predicated on the public knowing the existence of the program, the public knowing the bins locations and the type of materials that are acceptable for drop off. These issues can effectively be addressed by posting informational material on a webpage under the Sustainability section of the City's website, and by properly labeling the bins. It is also easy to prepare a Press Release announcing the program, this will be picked up by the local newspaper.

The website page would provide a summary of the recycling program, its purpose and a map depicting the location of the bins. There would also be a link created to any community benefit program established for providing clothing, vouchers, gift-cards to the community's needy residents. That page would include a web portal application, however a paper application would also have to be made available.

A comprehensive public outreach strategy has been developed by an industry professional organization SMART (Secondary Material and Recycled Textiles) and the Council for Textile Recycling. This template could be followed if a more comprehensive outreach program is desired.

## Stakeholder Considerations

The stakeholders for this initiative can be categorized into three types:

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1) The charitable organizations that collect and resell textile for revenue to support their mission --- As noted previously, some of the charitable organization believe that this initiative will impact their revenue, thus hampering their provision of charitable services.

2) Residents and business owners of Delray Beach. Residents may consider the bins an amenity that allows them to more easily discard textile and advance sustainability goals. On the other hand, some may object to the look and design, consider them unsightly, or they may be concerned that the bins attract vagrants that scavenge the textile collection.

3) City Departments that will have the bins located on property, as well as Community Improvement that provides code enforcement. The participating City Departments may not want additional people or vehicles parked or approaching their facility. They may not want to help in monitoring and reporting on the conditions around the bin. The program may also increase the work load for the Community Improvement Department, as they would check the bins as well, and monitor for the placement of non-sanctioned bins.

## Outcomes and Success Criteria

The success of this program can be measured in tonnage of recycled content collected. Secondly, there will be a new revenue stream generated, which should increase in conjunction with the increased tonnage of material. One could attempt to measure the reduction in garbage weight, but this would not be accurate as there are an increasing number of residential units and the reduction of textile in the waste stream would be difficult to detect.

Apart from the tonnage volume diverted from incineration, the project would elevate the perception of the City's commitment to sustainability. Only a handful of cities regionally have identified textile recycling as a waste stream to reduce, and Delray would be viewed as on the cutting edge.

## Operations and Maintenance

The Environmental Services Department's Sustainability Officer would be the primary project manager charged with coordinating the deployment of the project and collecting data on its success. The Community Improvement Department's Code Enforcement Officers would participate in monitoring the surroundings of the bins, and making sure that non-approved bins don't appear in non-sanctioned locations. The Finance Department would be charged with ensuring that the vendor provides the agree-upon revenue share portion.

## Technology

The technological components of this project are limited to mechanism that assesses the level of fill in each bin and communicates that information to the vendor. It is unclear if this is proprietary to Florida Textile Recycling Program or available to other organizations that may want to bid in the RFP.

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## Security and Safety

This project has minimal security concerns, since the material being collected is not very valuable. There are concerns that people scavenge the collection boxes removing donated materials, and thereby leave a mess behind. These concerns are minimized if the bins are placed in on city property in locations where staff can keep a watchful eye. By selecting visible and easily accessible location on each site, resident donating textile would feel secure dropping off the donations.

## Environmental

The purpose of this project is to advance environmental sustainability goals. The project would reduce the quantity of textile material that enters the waste stream and is ultimately incinerated by SWA. By recirculating the clothing to thrift stores you preserve the value added from labor and fabrication. The repurposed textile used in secondary applications including stuffing, insulation and rags reduces the demand for virgin product.

As the proposed bin locations are on existing, constructed city sites, there are no foreseen environmental impacts from the placement of the bins. The only impact would be the emissions from the truck that transports the materials and the representative that surveilles the bin sites.

## Monitoring

This initiative requires monitoring:

- the cleanliness and fill-level of the collection bins and surrounding areas,
- the overall effectiveness of the public outreach efforts
- the use of incentives offered by the service provider
- and, the revenue share returning to the city.

The Florida Textile Recycling Program states that in addition to the sensors in the bins, which indicate the level of fill in the bin, they employ a staff person to visit each location daily checking the conditions around the bin. To supplement this, the City might choose to have members of Code Enforcement spot check locations to ensure that the vendor is meeting their obligations.

In terms of the overall program, the city would require that the vendor report the tonnage of recycling received from the city weekly or monthly. The vendor would also be asked to coordinate and advertise “clothing drives” in conjunction with special events. The tonnage collected would have to be reported in order to assure receipt of the revenue share for this collection.

Finally, some vendors give the community vouchers or cash, that can be allocated to in-need individuals for clothing, as well as food and sundry products. If such a program were a

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component of the Delray Beach Program, a policy and administrative procedure for allocating the voucher/incentives and monitoring their use would need to be developed.

## Lessons Learned

The City of Davie instituted a Textile recycling program with Florida Textile Recycling Program in February of 2015. The program was well received and the city reports that 100,000 pounds of textiles were recovered. The City has reported no adverse impacts, and has taken proceeds returned from Florida Textile Program and donated them to 26 program associated the Community Endowment Fund. They have furnished a glowing letter of endorsement form the Town Administrator.

The City of Miami Beach has kicked-off a textile recycling program this summer. According to the program administrator, the program was easy to establish and thus far there have been no adverse impacts. In fact, they have “received A LOT of positive feedback from the3 community about the effort and the program itself.” The program has 3 or 4 bin locations. The city receives \$0.10 per found for the textiles. The money provided from the private sector partner has been committed to the City’s sustainability initiatives. There are no vouchers or cash payments given back to the city for redistribution to the city’s needy. The program just launched in late August or September, so they have no data to measure its success.

## Conceptual Alternative Options

The City could proceed without instituting textile recycling.

City could promote textile recycling by providing information and promoting of organizations that pick-up curbside on the webpage. This passive approach might yield some increased salvage, and require little work other than putting information on a webpage. There would be no revenue generated.

A more proactive approach, that does not require deployment of bins include using the city’s communication outlets to promote textile recycling within the existing channels of in-store drop-offs, and new initiatives for clothing drives in support of existing charitable outlets. The city could allow the existing thrift stores and non-profit organizations to place temporary collection receptacles at the City’s Green Market or Festivals. While this approach reduces risks the collection bins represent, they do not address the convenience factor, which seems to be the key deterrent. Donors would have to bring their items to only one specific drop of location at one specific time. Staff time would be required to organize this effort and there would be no revenue generated.

## Cost Estimates

Provide costs estimates (include cost estimate for conceptual alternatives if applicable)

## Project Milestones

- Approved map with acceptable bin locations
- Release of the RFP for the Textile Recycling Services
- Obtaining site plan approvals for the bins at each location
- Delivery and installation of approved bins with the appropriate wrapping.
- Receipt of First Revenue-share check
- Execution of a community Clothing drive

## Resource Requirements

List Functions		
Staff Time	Activity	
Code Enforcement	Provide input on operation and monitoring	8 hours
City Attorney	Prepare contract and revenue agreement	TBA
Purchasing	Issue RFP, Conduct vendor selection process	20 hours
Planning & Zoning	Decide on LDR amendment needed and advance that changed if required, review site plan and obtain approval	40 hours
Project Manager	Coordinate with Parks & Recreation and Fire Department on bin locations	4 hours
	Write scope of services and work with Purchase on RFP	4 hours
	Coordinate with vendor throughout the approval process and shepherd the project through planning review, SPRAB and Commission.	30 hours
	Review the bin wrapping.	4 hours
	Create webpage about the program	8 hours
	Develop plan for Supporting Clothing Drives and promoting non-profit donations.	8 hours
	Coordinate with Community Improvement on monitoring and community benefit program.	8 hours
	Supervise placement of bins	2 hours

	Draft and review press release.		4 hours
Public Information Officer	Write the Press Release		2 hours
Signage 2-3 8X12 signs	Create and install pole signs directing residents to bins		8 hours
<b>Total Resource Requirements</b>			114 man-hours

## Project Deliverable and Schedule

Fiscal Year	Deliverable	Schedule
	Map with Confirmed location of bins	End of week 2
	Scope of Service for Purchasing	End of week 2
	Bid Process	City Commission - End of week 6
	RFP for Textile Recycling Service Issued	End of week 10
	Vendor Selected	End of week 14
	Approved Site Plan from P&Z	End of week 18
	Executed Vendor Contract	End of week 22
	Delivery and deployment of 10-12 Wrapped Bins	End of week 26
	"Spring-Cleaning" Clothing Drive	4 to 6 months after launch
	Launch Community Benefit Program	6-8 months after launch

## Project Funding Sources

This project as presented does not involve any significant monetary contribution from the city, excluding staff time.

## References

Include any references/documentations here.

The association of Secondary Materials and Recycled Textiles has a web page with abundant Information on the textile recycling industry. Their webpage is: <http://www.smartasn.org/>

The Town of Davie textile recycling program is described on their website, which can be found at <http://davielclothingbins.com/>

Miami Beach has entered into a textile recycling but the company is not clearly specified. It could be Coast2Coast. Their website is: <http://recycle-textiles.com/>



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## Photographs



Photo 1 - Wrapped Recycling Bin from Davie

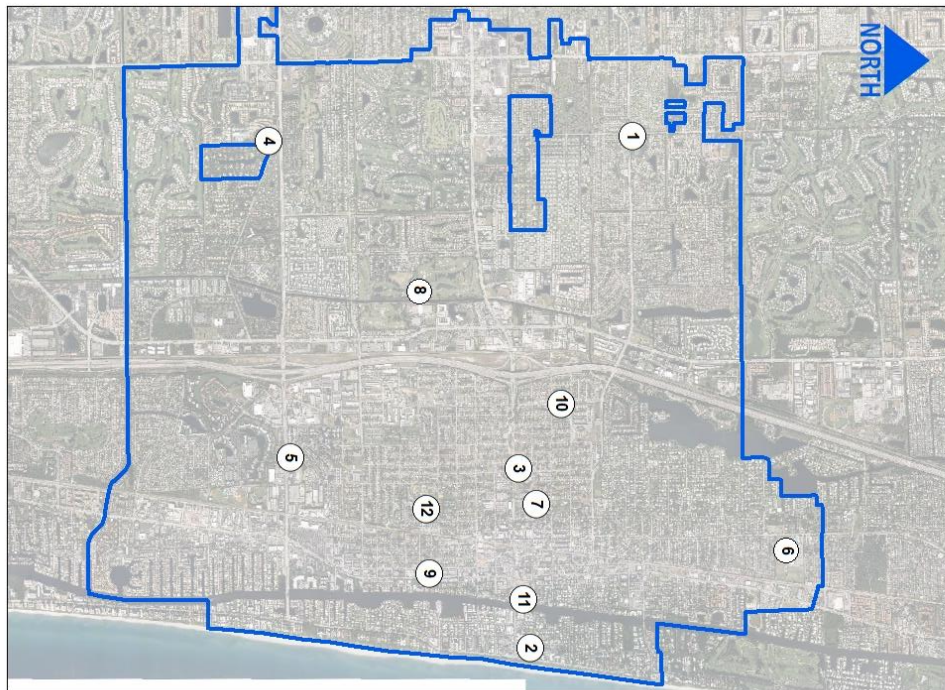


Photo 2 - Wrapped Recycling Bin from Miami Beach



Photo 3 - Branding Messaging from Recycling Bin from Miami Beach

Project Location Map Figure 1



Donation Bins Location Map

