



SOLID WASTE AND RECYCLING PLAN REVIEW

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DEPARTMENT OF PUBLIC WORKS & UTILITIES
ENVIRONMENTAL HEALTH

Table of Contents

Executive Summary	1
City Solid Waste Plan Overview	2
Recycling and Waste Disposal Trends in Wichita	2
Complaints	2
Analysis of the Solid Waste Plan	3
Volume Options	4
Price Differential	5
Recycling Fees	5
Reporting & Compliance	6
Hauler Response to Analysis	6
Staff Goals and Activities	7
Hauler Outreach	7
Educational Outreach and Future Opportunities	7
Relevance to STAR Communities	8
Recommendations	9
Appendix A – Current Haulers	10
Appendix B – Excerpt from Guidebook	11
Appendix C – Solid Waste & Recycling Education Plan	13
Appendix D – Suggested Ordinance Language	15

Executive Summary

City Solid Waste Plan The City's Solid Waste Plan was implemented November 1, 2012 and is based on ordinance 3.51, which requires solid waste haulers to offer single-stream, curbside recycling and a low-volume waste disposal option to their customers. Waste haulers set their own pricing for these services.

Trends in Wichita In the first two years since the City implemented the Solid Waste Plan, the number of Wichita residents enrolled in a recycling program increased 57%, and the recycling collected by haulers has increased nearly 200%. Despite these increases, recycling in Wichita still lags behind national and peer recycling rates, as only 9% of waste collected curbside is recycled, with the other 91% of curbside waste ending up in a landfill.

Analysis of the Solid Waste Plan Program objectives are to provide freedom of choice to citizens through an open market system of solid waste collectors, to protect public health and safety by limiting sources of air pollution and traffic related to solid waste collection, and to decrease landfilled waste and increase recycling. The City's Solid Waste Plan has been effective at preserving an open market, and recycling rates are increasing. The City's Solid Waste Plan is compared to industry best practices and expert recommendations with respect to four solid waste plan components: Volume Options, Price Differential, Recycling Fees, and Reporting & Compliance.

Hauler Response to Analysis City staff met with haulers on October 8, 2015 to discuss objectives and strategies for improvement. Haulers do not support ordinance changes at this time, but some indicated a willingness to implement voluntary measures to increase recycling rates.

Staff Activities and Opportunities for Educational Outreach In 2014, City staff improved collaboration with solid waste haulers to improve tracking of waste disposal data and improve compliance with pricing requirements. Staff also reached out to the PRo Kansas Recycling Center, the Kansas Association for Conservation & Environmental Education (KACEE), and the Wichita school district (USD 259) to explore opportunities for collaboration and educational outreach. The City could choose to sponsor one or more workshops, presented by KACEE to 25 teachers in the school district, to introduce solid waste and recycling curriculum guides in the Wichita schools at a cost of \$2,375 for one two-day workshop. In addition, water bill inserts promoting recycling can be developed and distributed at a cost of \$6,000.

Recommendations

1. Evaluation of recycling trends, the current ordinance, and expert recommendations suggest opportunities for capitalizing on and increasing the progress that has been made by strengthening the City's ordinance. However, opposition from haulers may be difficult to overcome, and recycling rate improvements may still be improving without intervention. Staff recommends delaying further discussion of ordinance changes in favor of continuing to reach out to haulers to reinforce an understanding City objectives and share ideas for achieving those objectives.
2. Educational outreach opportunities for solid waste and recycling are dependent on identifying a funding source. Staff recommends allocating a total of \$17,180 to sponsor four workshops to train 100 teachers, fund eight fieldtrips to PRo Kansas Recycling Center for school-age children, and distribute 155,000 water bill inserts.

Solid Waste and Recycling Plan Review

City Solid Waste Plan Overview

On November 1, 2012 the City launched the current Solid Waste Plan with the implementation of City Ordinance 3.51 – Solid Waste Collection and Disposal. The Plan requires all local solid waste haulers to offer single-stream, curbside recycling and a low-volume waste disposal option to their customers. Solid waste haulers set their own pricing for these services; the only stipulation is that the hauling company must charge a lower rate to any customers that choose the low-volume option. Fulfilling the final component of the Plan, the City maintains a web page that allows citizens to submit their individual waste hauling pricing information and compare the pricing inputted by others as a means of making more informed choices about available hauler services and prices.

Recycling and Waste Disposal Trends in Wichita

According to data provided by solid waste haulers licensed in Wichita, in the first two years since the implementation of the City's Solid Waste Plan in 2012, the total number of customers with recycling service increased 57%, from 18,980 in 2012 to 29,892 in 2014. Recycling collected from Wichita customers increased 197%, from 7,010 tons in 2012 to 20,798 tons in 2014. According to data provided by Wichita haulers, recycling waste collected during 2014 accounted for 9% of the total amount of waste collected curbside by haulers, while the remaining 91% of curbside waste was landfilled. (Recycled tons do not include composting or drop-off recycling, or any other means besides curbside pickup.) Approximately 7,500 customers initiated recycling service for the first time in 2014, and 11 out of 14 haulers reported steady or increasing recycling activity among their customers.

Recycling has increased considerably since the Solid Waste Plan was implemented. This increase has at least four possible causes:

- The City ordinance requiring haulers to facilitate recycling options for their customers;
- Increased awareness among haulers of free recycling disposal options;
- Decreased cost of recycling as more people recycle (it is becoming more cost-effective);
- Greater attention placed on recycling and “being green” by the media and culture in general.

Each year, Sedgwick County compiles a report of solid waste and recycling activity occurring throughout the county, as reported by local transfer stations and recycling facilities. 387,881 tons of solid waste were processed by transfer stations and recycling facilities in Sedgwick County in 2014, which represents a 4.2% decrease in total waste disposal from 2012. Meanwhile, recycling in Sedgwick County has been steadily increasing over the past three years, with recycled waste increasing from 11% in 2012 to 14.7% in 2014. The Sedgwick County recycling rate includes curbside and drop-off recycling, as well as commercial recycling. Since the Wichita population comprises approximately 77% of the Sedgwick County population, it can reasonably be assumed that Wichita recycling trends are at least partly responsible for county-wide recycling trends.

Complaints

Public Works & Utilities staff received and responded to 12 complaints in 2014 and six complaints in the first half of 2015 related to solid waste. Of the 18 total complaints, 10 complaints were solely about hauler customer service issues or problems with hauler trucks. Eight complainants expressed a desire for stricter regulation of solid waste haulers, and some listed multiple concerns:

- Two individuals want the City to regulate fees charged by haulers – specifically prohibit “cart removal fees” or other fees to end service, and regulate late fees and fees to resume suspended service;
- Two individuals want the City to either limit the size of trucks that serve residential cul-de-sacs or require centralized trash pickup locations at the opening of a cul-de-sac to eliminate the need for trucks to negotiate tight turns,
- One individual wants all solid waste haulers to serve individual neighborhoods on the same day of the week;
- Two individuals want haulers to provide a bigger incentive for customers to reduce waste;
- One individual wants a franchise system to restrict the number of haulers in his neighborhood, decrease wear and tear on City streets from multiple haulers covering the same areas, and include recycling in the cost of service; and
- One individual wants the City to restrict haulers from buying out other hauling companies.

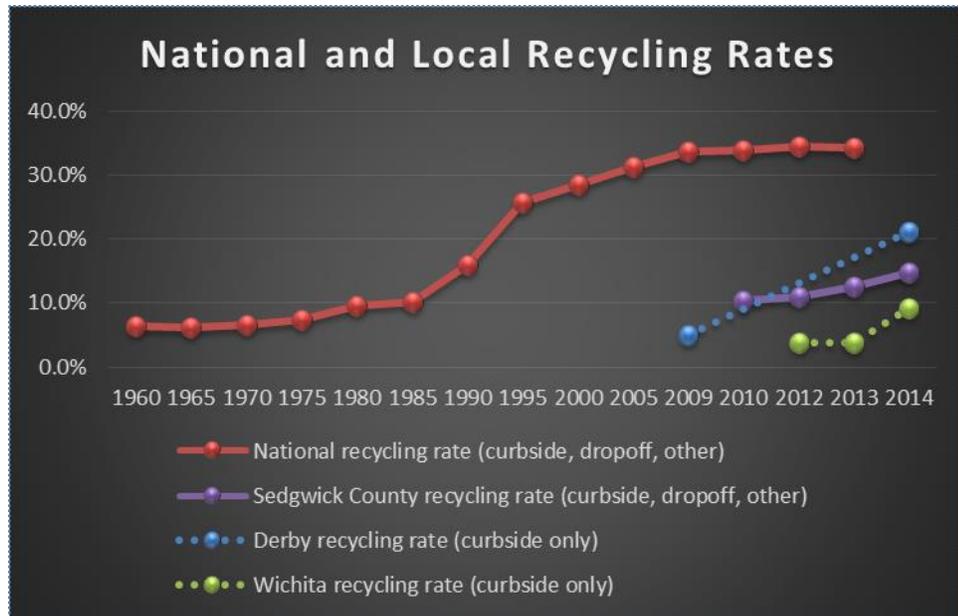
Analysis of the Solid Waste Plan

According to City ordinance 3.51.010, Solid Waste program objectives are as follows:

1. To provide a freedom of choice to citizens based upon an open market system in selecting their solid waste collector and to provide unrestricted opportunity for free enterprise; and,
2. To protect public health, safety and well-being; to limit the sources of air pollution, noise and traffic within the city; to protect property values; to maintain an environment conducive to quality living within the city and to provide for safe and sanitary collection and disposal of solid waste.

The number of haulers licensed in the City of Wichita has remained consistent since 2012 with a total of 14 haulers, although a few individual haulers have entered or left the market in the past three years (a list of current haulers is presented in Appendix A). The consistency in the number of haulers indicates that the City’s objective of preserving an open market system for solid waste haulers is being met. However, the number of haulers, combined with the relatively constant amount of waste being generated and hauled (including that which is recycled) indicates that air pollution, noise, and traffic from solid waste collection vehicles is not decreasing (aside from potential air pollution reductions gained by individual truck upgrades). Total waste collection traffic today is assumed to be the same as, if not more than, the traffic seen before the current ordinance was implemented. As the number of recycling customers increases, more haulers are adding or expanding secondary routes to collect recyclables.

In addition to the program objectives listed in the ordinance, the ultimate goal of any Pay-As-You-Throw (PAYT) system is to decrease landfilled waste and increase recycling. The rate of waste collected for curbside recycling in Wichita has increased from less than 4% to 9% since the implementation of the City’s Solid Waste Plan. Meanwhile, the curbside recycling rate in the City of Derby has increased from 5% to approximately 20% since Derby adopted a solid waste and recycling plan in 2009. Taking into consideration curbside, drop-off, and other means of recycling, the EPA recently reported that in 2013, 34.3% of waste in the United States was recycled, and Sedgwick County recently reported that residents throughout Sedgwick County (including Wichita) recycled 14.7% of the total waste stream in 2014. The change in the national and local recycling rates are depicted in the following chart.



Many other municipalities have implemented PAYT ordinances with varying levels of success. Experts in the field of waste reduction have evaluated a variety of PAYT programs across the country and have identified several best practices for components of a successful PAYT system. Locally, for example, the City of Derby adopted a PAYT plan in 2009 which incorporates some industry best practices. Derby’s plan differs from Wichita’s in that the City of Derby contracts with a single hauler to provide service city-wide, but certain features of Derby’s plan and ordinance can be compared with Wichita. The differences between the current City of Wichita ordinance, Derby’s ordinance, and industry best practices point to changes that could be considered in Wichita. Four of these changes are explained below.

City staff contacted six trash hauling companies representing 89% of the market share in Wichita to collect information on the rate and container options offered by each hauler.

1. **Volume Options:** Although the City ordinance does not address specific container size, 96- and 64-gallon carts (or 95- and 65-gallon, depending on the manufacturer) are industry standards and are used by five of the six haulers surveyed. One hauler provides a low-volume rate but only provides large containers; they require their low-volume customers to provide their own smaller container. Many other communities with PAYT programs, including the City of Derby, also offer a third small cart option of a 32-gallon cart, offering a bigger incentive to those who wish to take advantage of a very low volume option.

Most haulers also offer their customers the option to set out additional bags of trash in addition to the 96-gallon high-volume container, but limit or prohibit extra bags with the low-volume container option. This practice protects the hauler from customers choosing the discounted low-volume rate without decreasing their waste stream, but it also incentivizes the largest container option and discourages customers from choosing the reduced volume option. To address this issue, the bag fee might be applied to both high-volume and low-volume customers so as to not unfairly penalize low-volume customers who occasionally have additional waste. The City’s ordinance could be strengthened by specifying required cart size options that each hauler must

offer, as well as prescribing the number of extra bags allowed with each cart as a means of standardizing the service levels available to all residents.

2. Price Differential: The City of Wichita ordinance requires all solid waste haulers to offer a low-volume waste disposal option to their customers, but does not include any requirements related to the relative pricing of the variable options, other than requiring the low-volume option to be priced lower than the high-volume option. Current haulers are offering a low-volume discount ranging from as low as \$3.00 per quarter to \$10.50 per quarter depending on the hauler, with an average discount of \$7.22 per quarter for a smaller cart. The price range and average prices for high-volume, low-volume, and recycling options offered by Wichita haulers that were surveyed are shown in the table below.

Cart size/option	Average price*	Price range*
96 gallon	\$66.51	\$59.00-87.75
64 gallon	\$59.29	\$46.00-80.73
Difference between high and low volume options	\$7.22	\$3.00-10.50
Recycling	\$8.71	\$0-17.00

*Price per quarter

The difference in price between the high-volume and low-volume disposal options, or “price differential,” offers one of the best opportunities for strengthening the City ordinance. The current relatively low price differentials offered by haulers offer minimal incentive for low-volume disposal, especially since most haulers induce customers to choose the high-volume option by allowing free disposal of extra bags with the high-volume cart while restricting or prohibiting disposal of extra bags with the low-volume cart.

Dr. Lisa Skumatz, a nationwide expert on PAYT programs and owner of Skumatz Economic Research Associates, has studied a variety of existing PAYT programs across the country and determined that the optimal price differential for low- and high-volume trash disposal options is 80% of the lowest-volume rate. An 80% differential means that a larger cart would cost 80% more than a small cart. For example, a typical three-tier sizing/pricing schedule might be a 32-gallon cart for \$10 per month (\$30 per quarter), a 64-gallon cart for \$18 per month (\$54 per quarter), and a 96-gallon cart for \$26 per month (\$78 per quarter), where each price increase is equal to 80% of the fee for the smallest cart. Dr. Skumatz’s research also shows that a price differential of less than 50% has been shown to be ineffective. For comparison, Wichita haulers are offering customers, on average, only a 12% differential (average discount divided by average low-volume rate). Since the implementation of the current ordinance, some citizens have voiced complaints about not having enough of an incentive for decreasing waste volumes and about the price difference not being proportional to the difference in cart size. The City could choose to amend the current ordinance to specify a minimum price differential while still allowing a free market system where haulers can continue to choose their own pricing, provided they each meet the requirement for the minimum differential.

3. Recycling Fees: The City ordinance requires haulers to offer single-stream, curbside recycling, but does not specify how the haulers charge for this service. An industry best practice is to “bundle” trash and recycling rates, which is often referred to as having an “embedded” recycling fee. This billing practice essentially spreads the cost of recycling among all customers, whether

they choose to recycle or not. This strategy has been shown to greatly increase recycling rates, and is currently used by Bel Aire, Clearwater, Derby, Park City, Valley Center, and other local communities. In Derby, this has resulted in a recycling participation rate of 82% of residents, compared with 24.5% in Wichita. Of the six Wichita haulers surveyed, two are already bundling recycling into their base trash rates, and are not charging their recycling customers an additional fee for recycling. The other four haulers charge an average of \$13.06 per quarter (range \$9.00-\$17.00 per quarter) for recycling.

4. Reporting & Compliance: In addition to these PAYT components which have been shown to increase recycling rates, the City could benefit by adding an ordinance requirement for solid waste collectors to track and report their solid waste and recycling tonnage (which is currently provided voluntarily by haulers) and a provision for the City to audit haulers for compliance with PAYT and recycling requirements. In addition, requiring haulers to provide all of their customers with an annual notice listing their service options and rates would give customers greater awareness of their options. Adding these elements to the City's ordinance would increase the efficiency of tracking solid waste and recycling activities and compliance of haulers with the ordinance.

Appendix B is an excerpt from "Increasing Recycling Now! Guidebook for Community Adoption of Recycling and Pay as You Throw (PAYT) Ordinance: Practical Guide and Model Language for Communities" (Skumatz and Freeman, 2008) which lists these options and other key elements of a successful, comprehensive PAYT ordinance.

Hauler Response to Analysis

All solid waste haulers were invited to a meeting at the City of Wichita Environmental Health office on October 8, 2015. 11 individuals representing nine hauling companies attended. City staff explained the aforementioned concepts of standardized volume options, price differential, bundled trash and recycling rates, and annual rate notices, and asked haulers for their feedback on each. Haulers were invited to provide feedback during the meeting and were also given two weeks to provide additional feedback if they chose.

Haulers' comments at the meeting were in opposition of any new regulations. Some haulers agreed that some of the suggested practices are a good idea, and in fact some haulers already implement some of these suggestions, such as offering a 32-gallon cart and bundling trash and recycling fees, but none of the haulers spoke in favor of making these a requirement. Haulers want the decisions to offer cart sizes, the extent of price differential, and billing practices to remain with each individual hauler. In addition, some haulers commented that they believe that individuals will only make an effort to reduce their waste volume and increase recycling if they feel a personal conviction to do so, and that financial incentives are ineffective. Several haulers worried that they would be unable to recover the costs associated with the potential changes from their customers, or stated that they would not be in favor of raising their rates to recover the cost of new carts or billing practices. Some haulers offered suggestions of other ways to decrease waste and increase recycling that would come at the expense of the City rather than the haulers; for example, more public service announcements about recycling, a recycling rebate program similar to the water conservation rebate program, and bill inserts provided by the City with a generic message about all haulers offering low-volume rates and recycling programs for varying fees as an alternative to annual rate notices from the haulers.

Despite the overwhelmingly negative responses at the meeting, three of the largest local haulers later contacted City staff to provide positive feedback and share information about efforts that their

companies were either already making to increase recycling, or changes they were considering implementing voluntarily as a result of the meeting. For example, one company was interested in increasing marketing of their low-volume (65-gallon) carts in certain neighborhoods. Another company wanted to explore options for bundling trash and recycling fees and experiment with dropping the price of their low-volume (65-gallon) cart. The third company also indicated that they would consider voluntarily implementing a pricing structure that would yield a larger price differential.

Staff Goals and Activities

Short term solid waste program goals for staff were developed in early 2014. These goals and their outcomes are outlined below.

1. Improve collaboration with haulers.
 - Staff will reach out to haulers and schedule regular meetings (quarterly or bi-annual) to share information, identify issues and work together on program improvements.
2. Improve tracking & reporting.
 - Staff will work closely with haulers and provide a strong push to implement an effective and accurate voluntary tracking and reporting program.
3. Work with haulers to address pricing concerns.
 - Staff will work with haulers to implement a tiered pricing structure for seniors.
4. Increase recycling through education and awareness.
 - Staff will design a public education program with strong school age component.

2014 Staff goals were met through the following activities:

Hauler Outreach

Staff met one-on-one with 13 of the 14 current haulers to review City ordinance 3.51, including the requirements to offer recycling and low-volume disposal options. In addition, staff discussed with haulers the need to track and report recycling tonnage and to preserve a two-tier PAYT pricing structure in conjunction with any other discounts that are offered. Some haulers offered some valuable insight on how data reporting could be improved in the future, as well as feedback on recycling requirements. Also, all haulers were invited to the meeting on October 8, 2015, to discuss ways in which to increase recycling and decrease landfilled waste.

Educational Outreach and Future Opportunities

Public Works & Utilities staff met with the director and staff of the PRo Kansas Recycling Center to discuss opportunities for collaboration. PRo Kansas Recycling Center, located at 725 E. Clark, is a non-profit organization that offers both free recycling and recycling education to schools and other groups. Their educational programs include facility tours and private classroom presentations. As a result of these meetings, a flyer promoting recycling options in Wichita and the solid waste hauler rate comparison website was developed and provided to PRo Kansas for distribution during their educational presentations. Representatives from PRo Kansas also indicated that they have the capacity to provide more tours and presentations but lack funding for transportation to get more school groups to visit. (Transportation for Wichita school district [USD 259] students, for example, is provided for a fee by the district's bus service. The fees must be paid by the school, but many schools lack the budget for this.)

Options for increasing solid waste education and outreach in K-12 schools were explored in 2014. One viable option is for the City to sponsor a two-day workshop for teachers on how to integrate recycling and waste reduction education into new state-mandated science curriculum requirements (Kansas

College and Career Readiness, or KCCR standards). The workshop would be presented by the Kansas Association for Conservation & Environmental Education (KACEE). USD 259 has expressed an interest in sending science teachers to this workshop. The cost to the City for a two-day workshop, four curriculum guides, and lunch for 25 participants would be \$95 per teacher, for a total of \$2,375 for one workshop. Participating teachers would have the option to earn graduate education credit. The workshop could be repeated with other USD 259 teachers or with other school districts, with a goal of providing training to at least one science teacher in every Wichita school, or in every middle school.

As an added incentive for teachers to incorporate recycling into their lesson plans, and to collaborate further with USD 259 and the PRo Kansas Recycling Center, the City could fund bus trips to send school-age children on fieldtrips to the Recycling Center, which would include an educational presentation by PRo Kansas personnel, at a cost of \$210 per 3-hour bus trip (contracted through USD 259 transportation provider First Student). PRo Kansas Recycling Center has indicated their interest and ability to accommodate additional student group tours. A small number of funded bus trips could be offered to teachers on a selective or first-come-first-serve basis.

In addition to educating students about the importance of waste reduction, information about the City's solid waste efforts should also continue to reach the general public. As one of the local waste haulers suggested in a recent forum, a simple way to increase outreach to the public is to provide education about the current solid waste ordinance through a bill insert. Each month the City sends out approximately 155,000 water bills. A simple 1/3 page "buck slip" bill insert could be developed and sent in every customers' water bill at a cost of approximately \$6,000. The bill insert would explain that all waste haulers in Wichita offer at least two cart sizes and options for recycling. Customers would be advised to contact their hauler for pricing options and directed to the hauler rate comparison tool on the City's website for additional information.

A Solid Waste & Recycling Education Plan is presented in Appendix C. Implementing these options will require identification of a funding source. Possible funding sources include the landfill post-closure fund or unused post-closure funds that are designated for neighborhood bulky waste or neighborhood/alley cleanup programs.

Relevance to STAR Communities

The City of Wichita enrolled in the STAR (Sustainability Tools for Assessing & Rating) Communities program in 2014 and submitted a self-evaluation of current citywide and community-wide sustainability measures across 44 objectives in August 2015. After verification by the national STAR Communities technical team, a three-star rating was awarded to Wichita. The City may choose to work towards improvements that could increase the STAR scores in one or more objective areas to receive a higher rating in the future. One of the STAR objectives is Waste Minimization. The City of Wichita received partial credit for the Waste Minimization objective based on the current ordinance requiring haulers to offer single-stream, curbside recycling. Strengthening the City's Solid Waste ordinance and/or implementing additional educational outreach could increase Wichita's score through the following actions listed in the STAR Community Rating System:

- Adopting a formal Solid Waste Plan (separate from an ordinance) with formal waste reduction targets
- Implementing a focused educational outreach effort
- Developing a partnership or collaboration to address waste management targets
- Enforce regulations to work towards waste reduction targets.

Recommendations

1. The City of Wichita has been successful in a key step in moving towards reducing waste and increasing recycling with the passing of the current Solid Waste ordinance including requirements for PAYT pricing and recycling options. Waste disposal and recycling data from Wichita and Sedgwick County show that progress is being made with respect to recycling rates, which is likely due in part to the City's ordinance. Evaluation of recycling trends, the current ordinance, and other ordinance recommendations suggest opportunities for capitalizing on and increasing the progress that has been made. Changes to the City ordinance would require additional outreach to both haulers and the public. Potential ordinance changes are presented in Appendix D. However, based on feedback received from haulers, ordinance changes may not be well-received. Because some haulers express a willingness to work voluntarily towards increasing recycling enrollment, staff recommends delaying further discussion of ordinance changes in favor of continuing to reach out to haulers to reinforce an understanding City objectives and share ideas for achieving those objectives.
2. Educational outreach opportunities for solid waste and recycling are dependent on identifying a funding source. Allocating funding in the amount of \$11,180 would allow the City to sponsor four workshops for a total of 100 teachers to introduce waste reduction and recycling curricula into local schools. A portion of these funds would be used to fund eight bus trips to send over 200 school-age children on fieldtrips to the PRo Kansas Recycling Center as an added incentive for teachers to incorporate recycling into their lesson plans. An additional \$6,000 would fund printing and distribution of 155,000 water bill inserts educating the public about low-volume and recycling options currently offered by haulers. Staff recommends allocating \$17,180 for Solid Waste Education. Possible funding sources include the landfill post-closure fund or unused post-closure funds that are designated for neighborhood cleanup programs.

Appendix A – Current solid waste haulers in Wichita

Company Name	Address	City	Phone
Allen & Sons Waste Services	4521 S. Broadway	Wichita	316-558-8050
Ballinger Trash Service	405 N Baehr	Wichita	316-943-7910
Best Value Services, LLC	200 W. Douglas, #608	Wichita	316-440-1048
Chadwick's Trash Service	2858 N. Vassar	Wichita	316-684-7562
Eagle Trash Service	13910 SW Hwy 54	Andover	316-259-0793
Hilltop Manor Mutual Housing*	1411 S. Oliver	Wichita	316-684-5142
Los Llanos Trash Service	1106 N Waco	Wichita	316-409-1392
M & M Disposal	2756 S West St	Wichita	316-617-4803
Mobile Home Living, Inc. (ITLDO)*	2320 E. MacArthur	Wichita	316-524-4811
Moran Trash Service	2847 N Arkansas	Wichita	316-831-0047
MT McCray	1923 N Poplar	Wichita	316-687-6479
Waste Connections, Inc.	2745 N Arkansas	Wichita	316-838-4920
Waste Link Inc.	3417 N Emporia	Wichita	316-838-5465
Waste Management	4330 W 31st St S	Wichita	316-945-3900

*Does not provide service to the public

Appendix B – Excerpt from “Increasing Recycling Now! Guidebook for Community Adoption of Recycling and Pay as You Throw (PAYT) Ordinance: Practical Guide and Model Language for Communities” by Lisa A. Skumatz, Ph.D. and Juri Freeman; Skumatz Economic Research Associates, Inc., Superior, CO; 2008.

Option 1 - Passing a Recycling / PAYT Ordinance



By far, the easiest option to achieve the goals of 1) increased recycling, and 2) more equitable and incentivizing rates, is to pass a “recycling and PAYT” ordinance. This is particularly advantageous in areas in which the jurisdiction has historically not been much involved in trash / recycling or in the provision of service. This option tends to lead to far fewer complaints – from residents or haulers – than other options for achieving the recycling and PAYT goals because:

- It retains a level playing field for haulers – The new requirements
- It retains choice for customers.

The key elements of this ordinance¹¹ are described below. A sample ordinance¹² is provided in the Appendix, along with examples from a number of communities and counties.

Tips for a Successful, Comprehensive PAYT Ordinance

Happily, there is a very easy and workable option for communities served by private haulers... a hauler PAYT ordinance, passed at the local level... and it can be implemented fairly quickly. Based on a study of ordinances in more than 100 communities and counties, we suggest the following key elements for a comprehensive and successful ordinance.

Key Elements of the Ordinance¹³

- **Safety Issues:** Requirements for truck and operator safety issues, avoiding leakage, etc.
- **Recycling Opportunities:** All haulers providing service within the community’s/county’s boundaries must:
 1. offer curbside recycling to every single family (or up to X-plex) household with garbage service;
 2. provide recycling service at least every other week;
 3. must collect at least a base set of materials that the community lists (usually newspaper, waste paper, cardboard, chipboard / paperboard, aluminum and steel /

¹¹ Examples of necessary ordinances and the process are found on www.payt.org or www.paytwest.org.

¹² Thanks to assistance from Constance Hornig, Esquire on the preparation of the Model Ordinance language and this summary of RFP steps and schedule.

¹³ See sample PAYT ordinances from other towns and counties on www.payt.org or www.paytwest.org; or use the template ordinance your town may want to adapt and adopt.



bimetal cans, glass bottles, and #1 and #2 plastics, but the list will vary based on your local markets / MRF); and

4. must provide recycling container(s) that are at least 64 gallons in total size, and are covered (preferred);
- **Fees and PAYT:** The cost of the recycling program must be embedded in the trash rate, with no separate charge, fee, or line-item for recycling. The cost for trash service must be in a PAYT structure. The PAYT system must:
 1. Offer, as its smallest container, a container no larger than 32 gallons, and must offer service in 32 gallon increments above this service;
 2. The cost of the trash container service must be set so that, throughout the service levels available, double the service volume cannot cost less than 80%¹⁴ more in total to the household.¹⁵
 3. The community should establish auditing rights.
 - **Reporting and Audit Authority:** The community should require haulers to report the trash and recycling tons collected within the community's boundaries, with reporting at least quarterly. This will allow the community to monitor progress in recycling. Establishing the authority to audit compliance with the ordinance is also important.
 - **Educational responsibilities:** The community should designate minimum requirements for frequency of recycling education (e.g. requiring haulers to provide annual outreach or mailers to customers).¹⁶

Advantages of a Local PAYT Ordinance:

- Covers all haulers, establishing a level playing field for haulers (which they are generally satisfied with) and the new programs bring them business opportunities;
- Better levels of service for residents;
- Better participation and diversion from recycling and other programs;
- More equitable rates;
- Safety, health, and other benefits to the community.

¹⁴ The community may, of course, set a different percentage increment. This value – 80% -- is based on statistical studies that balance two objectives: 1) providing a strong recycling incentive, and this value was found to provide almost the same recycling incentive to households as rates that double for double the service; and 2) backing off from very aggressive rates to recognize the fact that the largest cost in providing trash or recycling service is getting the truck to the door – arguing for flatter rates. This differential tries to provide incentives, but also help decrease the risk of not covering fixed costs of the operations. If a community selects a lower percentage, be careful to provide enough incentive to modify behavior – perhaps not less than 50% extra.

¹⁵ For example, if a 32-gallon container costs \$10/month, then a 64-gallon container would cost \$18, and a 96 gallon container would cost \$26, etc. Note that the ordinance sets rate structure, but not rate levels, and thus, is not rate-setting. Haulers may increase the level of the rates they need in order to cover the cost of recycling and the PAYT rate structure.

¹⁶ Often the best programs have both the hauler and the community providing education to households. This establishes the portion for which the hauler is responsible. This can augment community outreach efforts and provide a coordinated message.



"Increasing Recycling Now – Guidebook for Community PAYT Ordinance..."

Skumatz, Lisa A. & David Freeman, Skumatz Economic Research Associates, Inc. 762 Eldorado Drive, Superior, CO 80027 www.serainc.com © 2008

Appendix C – Solid Waste & Recycling Education Plan

Summary

The City of Wichita’s Solid Waste & Recycling Education Program provides a multipronged approach to educating citizens in order to cultivate and foster a culture of sound disposal practices and increase recycling of solid waste. The plan takes advantage of existing resources, identifies needed resources and leverages both public and private partners in order to deliver an effective education program. The program is designed to inform and educate both consumers and service providers, while emphasizing outreach to kindergarten through twelfth-grade students. While existing resources have been utilized to establish partnerships, the longer-term goal of enhancing the program to into local schools is dependent on identification of a funding source.

Goal

Enhance sound solid waste management within the community by providing key consumer information and effective education.

Objectives

- Increase recycling
- Reduce the amount of waste that is landfilled and transferred
- Increase participation in City’s online rate comparison tool
- Improve compliance with ordinance and efficiencies of City’s program

Strategies

- Educate citizens with a high priority on school-aged individuals
- Teach the value of recycling: consumer and environmental benefits
- Promote stewardship and responsibility
- Promote and enforce the local solid waste plan

Outcome Based Performance Measures

- Number of recycling customers
- Tons of waste recycled
- Recycling rate
- Number of visits to City solid waste website and number of customer data entries into City website

Actions

Cultivate partnerships to further incorporate the City’s message into existing educational programs. Make presentations to target audiences within existing City programs. Continue regular interaction with solid waste haulers to reiterate importance, goals, and outcome of the City’s Solid Waste Plan. Introduce waste reduction and recycling curricula into K-12 classrooms by sponsoring workshops to train and equip teachers to deliver relevant course material.

Target Audiences

- K-12 students
- Community organizations
- Solid waste haulers

Topics

- Responsible solid waste management
- “The 3 R’s: Reducing, Reusing, and Recycling”
- Wichita’s ordinance and Solid Waste Plan
- Local disposal options
- Local recycling options
- Program outcomes

Input Based Performance Measures

- Number of teachers receiving curriculum training
- Presentations made to community groups
- Meetings with licensed solid waste haulers

Partners & Resources

Private

- PPro Kansas Recycling Center
- Solid waste haulers
- Community organizations
- Kansas Association of Conservation and Environmental Education (KACEE)
- Kansas Green Schools

Solid Waste & Recycling Education
Key Stakeholders



Public

- Local school districts (and private schools)
- Kansas Department of Health and Environment
- WATER Center
- Brooks C&D Landfill
- Citizens

Program Enhancement

Current outreach consists primarily of: 1) providing printed materials promoting recycling options and the rate comparison tool on the City’s website to partner organizations for distribution and 2) connecting stakeholders with existing resources and partner organizations through the City’s solid waste website. Enhancing the educational component by introducing waste reduction and recycling concepts in the classrooms of K-12 schools must be done with the cooperation of local school districts and in accordance with Kansas College and Career Ready Standards. Kansas is fortunate to have the Kansas Association for Conservation and Environmental Education (KACEE) which is already established in providing environmental curriculum training to teachers and which is already experienced in promoting waste reduction and recycling curricula. Budget needs for partnering with KACEE are shown below. No additional funding for City staff time is needed as the program is managed by the Environmental Compliance Manager, paid from the Landfill Post-Closure Fund.

Expanded program tasks

- Coordinating logistics for four workshops accommodating 25 teachers at each
- Selecting curricula customized for the Wichita area
- Working with USD 259 and other school districts to ensure teacher participation
- Promoting schools’ participating in the Kansas Green Schools program by funding fieldtrips to the PPro Kansas Recycling Center
- Tracking & reporting

Enhanced educational program
Budget

Teacher workshops (4) (100 teachers @ \$95 each)	\$9,500
Fieldtrips (8) (3 hours each @ \$70/hour for contracted transportation)	\$1,680
City personnel costs	\$0
Water bill inserts	\$6,000
Total	\$17,180

Targets

- Meetings with solid waste haulers
- Presentations to community groups
- Teacher workshops
- Fieldtrips to Pro Kansas Recycling Center
- Water bill inserts promoting recycling

Target Timeframe

- Initiated in 2014; continuing annually
- Upon request
- Pending approval and funding
- Pending approval and funding
- Pending approval and funding

Appendix D – Suggested Ordinance Language to add to City of Wichita Ordinance 3.51 Solid Waste Collection and Disposal

Ordinance language below is predominantly taken from “Increasing Recycling Now! Guidebook for Community Adoption of Recycling and Pay as You Throw (PAYT) Ordinance: Practical Guide and Model Language for Communities” by Lisa A. Skumatz, Ph.D. and Juri Freeman; Skumatz Economic Research Associates, Inc., Superior, CO; 2008.

Note: Any proposed ordinance revision would need to be crafted around the current City of Wichita ordinance requirement for 10-year contracts with current haulers, potentially through contract amendments or as changes that would not take effect until initial contract terms have expired (current contracts expire between November 1, 2021 and January 16, 2025).

REFUSE AND GARBAGE SERVICE LEVEL OPTIONS. Every solid waste collector must offer each of its customers the option to subscribe to different levels of service with different capacities of refuse and garbage containers, such as 32, 64 and 96 gallon carts. For residential customers, one option must be small, the approximate capacity equivalent of a 32 gallon cart.

RECYCLABLES SERVICE OPTION. Every solid waste collector must offer each of its single-family residential customer’s curbside recyclables collection service at least every other week, in lidded containers no smaller the 64 gallons capacity.

INCENTIVE STRUCTURE OF VARIABLE RATES

(a) Prescribed minimum variable rate increments.

As a condition of any solid waste collector license, the solid waste collector must structure the increments of its variable rate at a prescribed multiple of the smallest level of service offered in an increment equal to no less than 50% of the charges for the smallest cart (for example, \$12 per month [\$36 per quarter] for a 32 gallon cart, \$18 per month [\$54 per quarter] for a 64 gallon cart, and \$24 per month [\$72 per quarter] for a 96 gallon cart). Any and all service or handling fees and recycling fees must be included in and comply with the variable rate structure.

The prescription of variable rate increments may not be construed as regulating or in any way setting the underlying service rate multiplicand, which the provider may establish and set in its sole discretion.

The City Council by resolution may prescribe an alternate specific or minimum multiple applicable to all licensees uniformly.

CUSTOMER NOTICE. Every solid waste collector must give each of its customers written notice of service options and corresponding variable rate charges upon commencement of service and at least annually thereafter. Solid waste collectors that are already licensed by the City as of [date] must provide this written notice to all of their existing single family residential customers no later than [date].

COMBINATION OF REFUSE AND RECYCLABLES COLLECTION CHARGES. On each bill, every solid waste collector must combine charges for refuse and recyclables collection service and may not itemize them separately.

REPORTING. Every solid waste collector must keep records of the weight of refuse and recyclables that it collects and disposes or diverts. Each solid waste collector shall report those weights to the City of Wichita no less than quarterly and in a format determined by the City of Wichita.

COMPLIANCE AUDIT. The City of Wichita may audit a solid waste collector's subscription, billing and other relevant records to determine whether or not the provider has complied with the provisions of this Chapter at the provider's office, on at least one week's notice.