

PAY-AS-YOU-THROW / VARIABLE RATES FOR TRASH COLLECTION

2014 Update Results from EPA9 Grant

***Webinar Given by
Econservation Institute
Superior CO***

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PAYT NOW



SPEAKERS

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NEXT SPEAKER



ABOUT THE ECONSERVATION / REGION 9 PROGRAM

- Open webinars
 - Website assistance / materials www.paytnow.org
 - Peer match, “Ask the Experts”, other materials
- Hands-on help – Region 9
 - Targeted information, materials, peer match
 - Detailed assistance to design, develop, implement PAYT
 - Hands-on Assistance to Kauai, Maui, Tribes in Region 9, Chandler, Sedona, Reno-Sparks, and Guam.



ABOUT THE ECONSERVATION / REGION 9 PROGRAM

- Report in 2 volumes
 - Volume 1: PAYT background FAQs, PAYT counts in Region 9 and beyond, Legislation, Commercial PAYT, Rate design / pricing, Small Haulers, other incentives; White papers
 - Volume 2: Webinars, surveys, plans, rate calculations, and implementation plans for pilot communities; workshop for tribal audience.
 - Separate white papers (MF, Small haulers, Other incentives).

- See www.paytnow.org for materials



WHAT IF SOMEONE TRIED TO SELL YOU A PROGRAM THAT...

- Almost doubles diversion?
- Leads to no increase in costs for 2/3 of towns?
- Significantly reduces greenhouse gas?
- Is demonstrated in thousands of towns nationwide in all types of communities?
- ... and is preferred after the fact by more than 90% of the residents where it is in place...?
- Minimal or no impact on town budget...

→ This is Pay As You Throw (PAYT)...



WHAT IS PAY AS YOU THROW (PAYT)?

Pay more for More trash... Less for less.

Measured by bags or cans

Equity and incentive

Part of making Cost-Effective Choices...

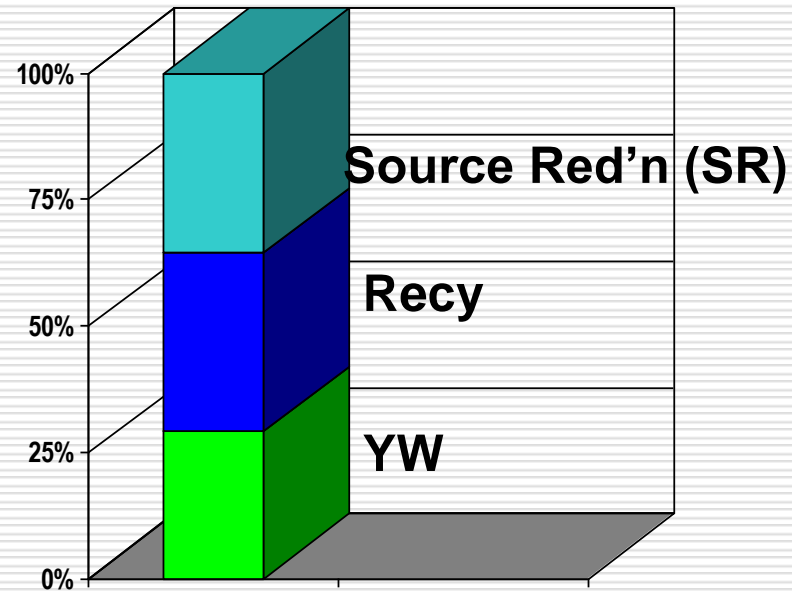
Save as you throw (NY), Recycle & Save, Variable Rates, Unit based pricing ?..

PAYT - EFFECTIVE AND COST-EFFECTIVE

□ Effectiveness:

- R, Y, SR; cost-effective
- Top 3 drivers in leading states
 - Goals/measurement, \$, PAYT
- Curbside & drop-off
- Demonstrated, flexible
- Biggest impact*
 - DOUBLES recycling
 - Diverts ~1/5-1/6 from landfill

3 PAYT effects



□ Strengths & weaknesses-political will

- Why towns, haulers should favor
- BMPs; and include Com'l PAYT

■ YW ■ Recy ■ Source Red'n

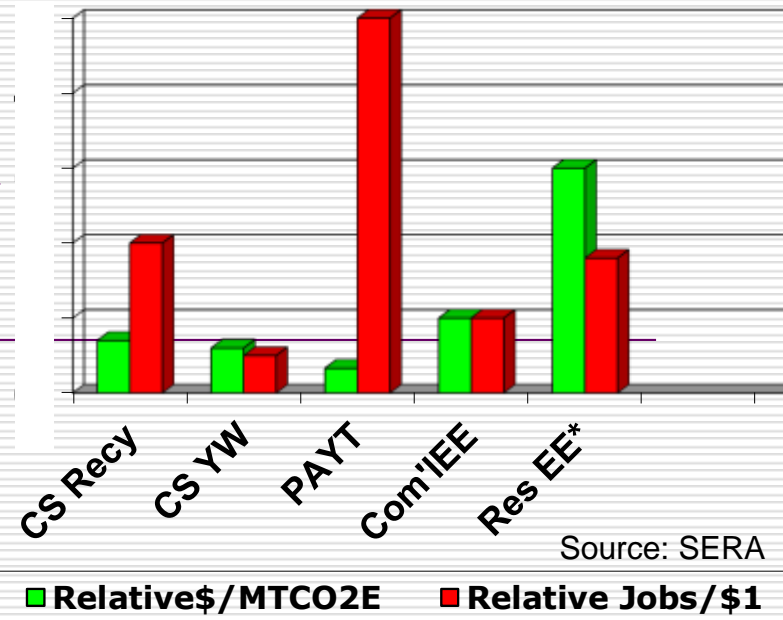


Source for graphs and figures: Skumatz Economic Research Associates, ©
 Source for "top 3 drivers, Skumatz & Freeman / SERA, "Colorado Roadmap Report, 2008.

PAY-AS-YOU-THROW / RECYCLE & \$AVE



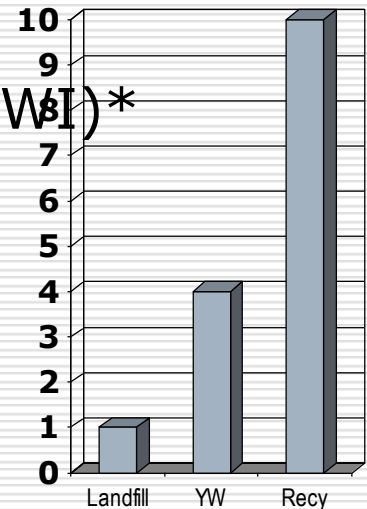
PAYT - EFFECTIVE & COST-EFFECTIVE



□ Cost-effective:

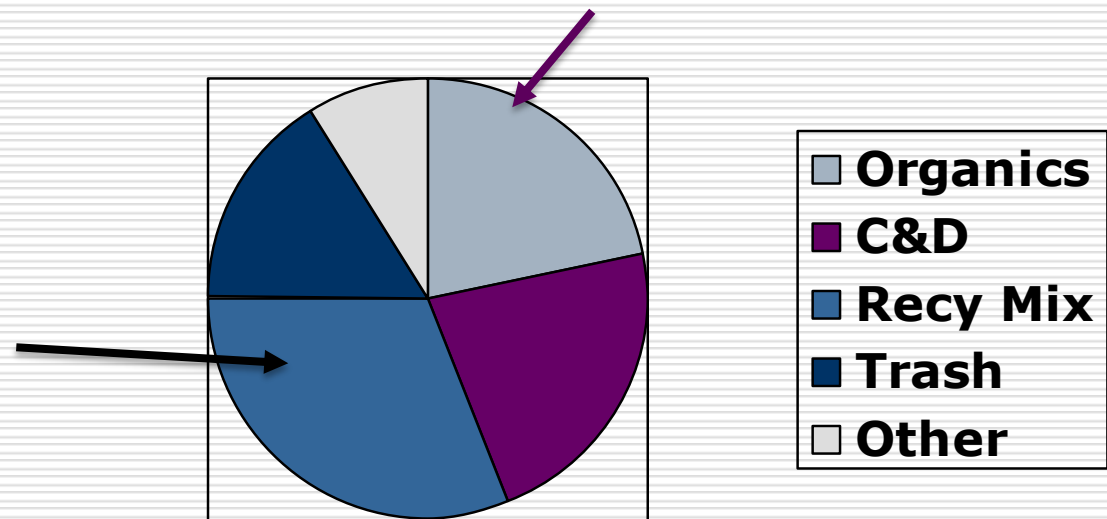
- 1/3 of the effect costs ZERO (SR)
- PAYT needs NO SEPARATE FUNDING – paid by users (more equitably)
- No increase in costs for 2/3 communities (IA, WI)
- Cheap for reduction of both GHG and Landfills

Jobs/10K Tons
Source: ILSR



PAYT - EFFECTIVE AND COST-EFFECTIVE

- Inexpensively diverts recyclables & top materials
 - Compositions similar...
 - Low cost/ton computations



PAYT COST, ACCEPTANCE



- ❑ Cost and workload impacts – 2/3 no increase (IA, WI)
- ❑ Preferred by households
- ❑ Strengths / weaknesses



Key Advantages

Rewards all diversion activities
No new trucks down street (&wear/tear)
Behavior / reminder; choice
Utility; equity
Works in variety of systems, tailor
NEEDS NO SEPARATE FUNDING!

Disadvantages

Concerns about illegal dumping, equity (low income, large families), MF (see FAQs), change...
More complex rate study, outreach
Costs & savings - “Net” depends on local conditions

PAYT- BASIC SYSTEM TYPES

- Variable cans/subscription
- Bags
- Tags/stickers
- Hybrid
- Weight-based
(GBTP – technology adopted by RecycleBank™)
- Drop-off variations

- Pros and cons –
 - Variations by region



Bag / Tag photos courtesy
Resourceful Bag & Tag

PAYT- HOW THE BASIC SYSTEM TYPES WORK

- Variable cans/subscription
 - Purchase new “sized” cans OR use existing cans with decals or stickers
 - Billed by number / size of cans – recurring charge on water or other bill
 - “Extras” via bags or tags
 - Smallest can size helps pay fixed costs
 - Incentives...
- Bags, tags, stickers
 - 32 gallon increments
 - Weight limits & must close
 - Purchase at convenience stores, or from community or hauler; invoice stores
 - Generator fee / 2 part bill (taxes or bill)
 - Concerns about animals, etc.; incentives...
 - Some provide recycling bags too



*Bag / Tag photos courtesy
Resourceful Bag & Tag*

PAYT- HOW THE BASIC SYSTEM TYPES WORK

- Hybrid
 - Part current system; append bag / tag
 - No new billing system
 - Minimal collection changes, investment
 - Often used as transition to another system, but also stand “as is”
- Weight-based
 - Weigh containers on retrofitted truck and charge per pound. Not used in US; comparisons option
- Drop-off variations
 - Bags at transfer stations or drop-off stations
 - Purchase at convenience stores, etc., vending, other (staffed or not)
- Commercial & MF
- Other approaches-Recycling rebates, points
 - Less successful but can help get recycling funded



*Bag / Tag photos courtesy
Resourceful Bag & Tag*

PAYT- METERED USING BAGS AND CANS

- Collected / charged many ways
- Bags, cans, bags in cans
- Tags, stickers, decals
- Drop-off variations
- Pros and cons
 - Variations by region



PAYT WORKING ACROSS US IN ALL COMMUNITY SITUATIONS

In Region 9 and all geographic regions of US – everywhere is “special”

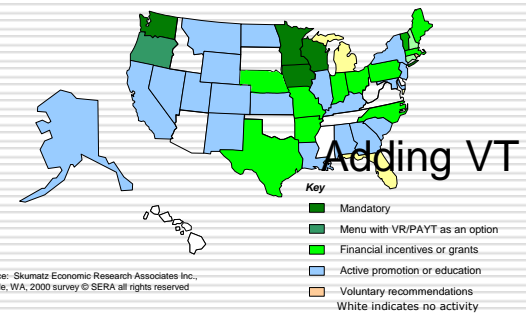
- Large, small, urban, rural
- Tourist / student / mountain
- Isolated / island / self-haul
- Single or multiple haulers
- Collection method – fully automated, semi-, and manual examples
- Ethnic diversity
- Climate extremes
- Curbside and drop-off recycling



BMP FOR MOST SUCCESSFUL PAYT PROGRAM

- Level playing field
 - Haulers willing if...
- Recycling
 - Service definition, embedded fee, parallel containerization
- Incentive:
 - Small container option (32 gallon)
 - Price incentive (80%)
 - Reporting & access for compliance
- Do-able at city, county, state level
 - Several states mandate, or mandate if...

PAYT/VARIABLE RATES LEGISLATION AT THE STATE LEVEL



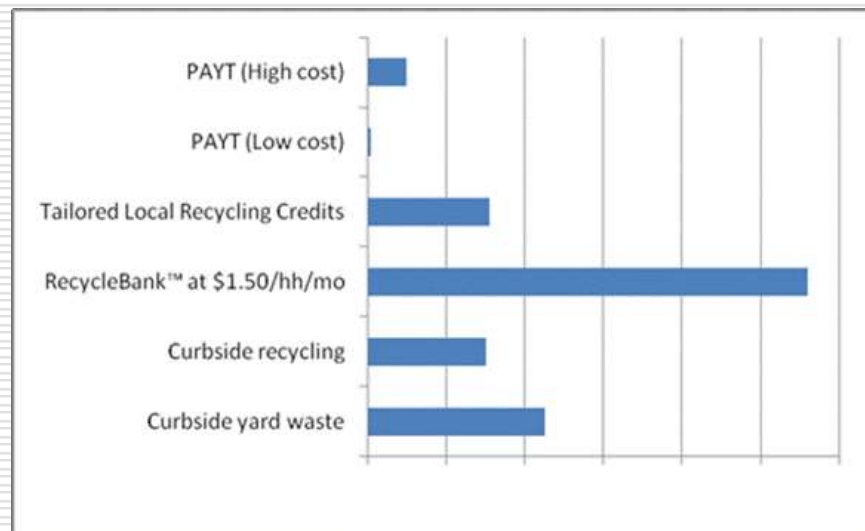
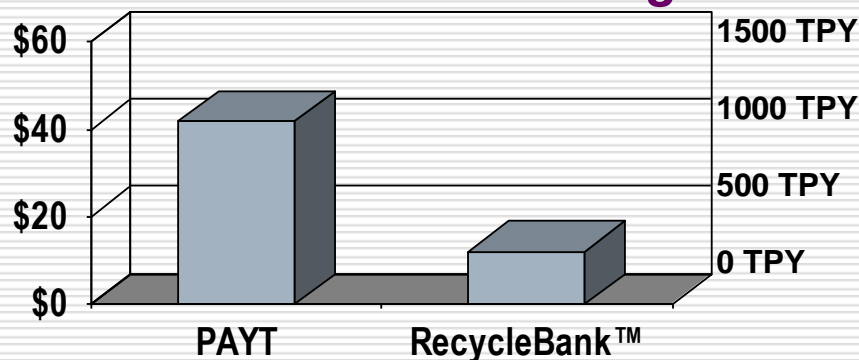
PAYT BEST PRACTICES

- More tons diverted if...
 - Aggressive PAYT differentials – up to a point! Balancing revenue risk
 - 80%, no less than 50% differential*
 - Rates vs. bills
 - Small container option
 - Large recycling container available
 - Embedded fees (with a caveat)
 - A bit more from bag than can programs

SPECIAL TOPICS

PAYT MORE TONS, LESS COST THAN OTHER INCENTIVE OPTIONS

Town Tons and HH Savings/Yr



- **Incentives for recycling ONLY – <1/3 of PAYT’s impact**
- RecycleBank™ incentive (also towns & haulers)
 - Towns considering because: Hauler partnerships, “turnkey”, jumpstart stalled recycling, no new billing (HOAs like it), strong marketing; having trouble getting recycling or PAYT in place... other
 - Impacts – tons BEYOND single stream / containers; fees; rebates; cost per ton; redemptions
 - See if it pencils out... can have both as well...



MULTI-FAMILY PAYT



Challenges:

Space

Anonymity

Generator not bill payer

Turnover, ESL

Illegal dumping



SUCCESSSES IN MF

- ❑ MF Trash is paid for based on volume
- ❑ Embedded recycling fees and/or mandatory MF recycling (multiple examples)
- ❑ Discounted recycling fees – contract, franchises, or ordinances (less common)
- ❑ A few bag programs
- ❑ Extensive education
- ❑ Mixed waste MRF
- ❑ Don't delay SF due to MF



COMMERCIAL PAYT

- ❑ Like MF, Commercial is a volume based system
- ❑ Bag programs exist (as does weight) but very rare in the US
- ❑ Key is recycling embedded in trash rate (50-150%, min opts too)



TRIBAL ISSUES

- Volume 2 includes handouts from special workshop for Region 9 tribes (Reno-Sparks area)

PAYT FAILURES?

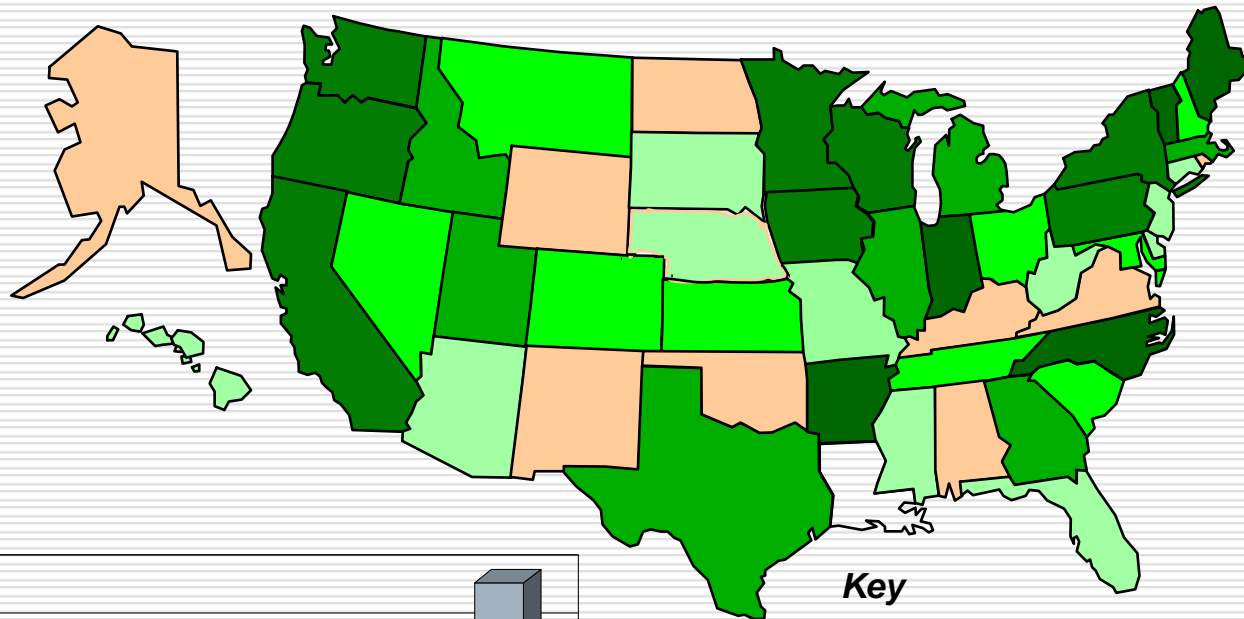
- Relatively few; once in, it is preferred...
 - A few discontinuations with changes in haulers – from muni or local / small to firm that “doesn’t do PAYT”
 - A couple changed to property tax
- Recent Maine example
 - 61% to defeat in election
 - “divisive”, “punish not reward”
 - Trash had fallen from 7800 T to 3400 T (!!)
- Number 1 issue – education
- Change name from PAYT?!



PAYT NUMBERS AND PATTERNS

PAY-AS-YOU-THROW (PAYT)/ VARIABLE RATES COMMUNITIES

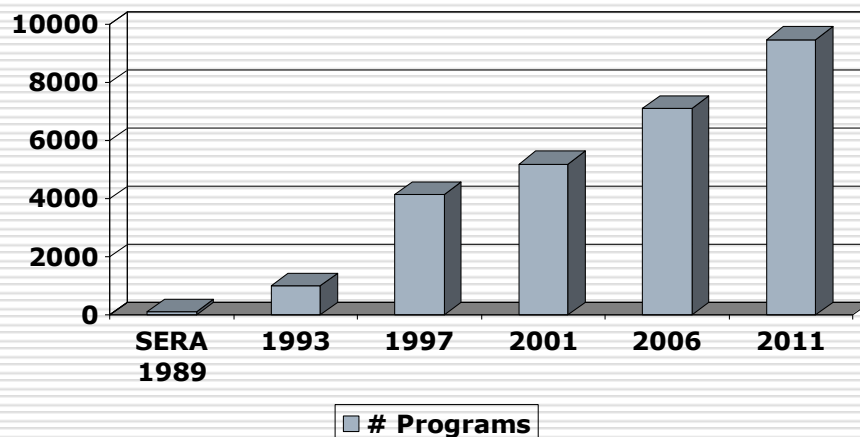
*SERA's 2011 survey found almost **9,000** PAYT/VR communities and only 1 state without programs*



Key

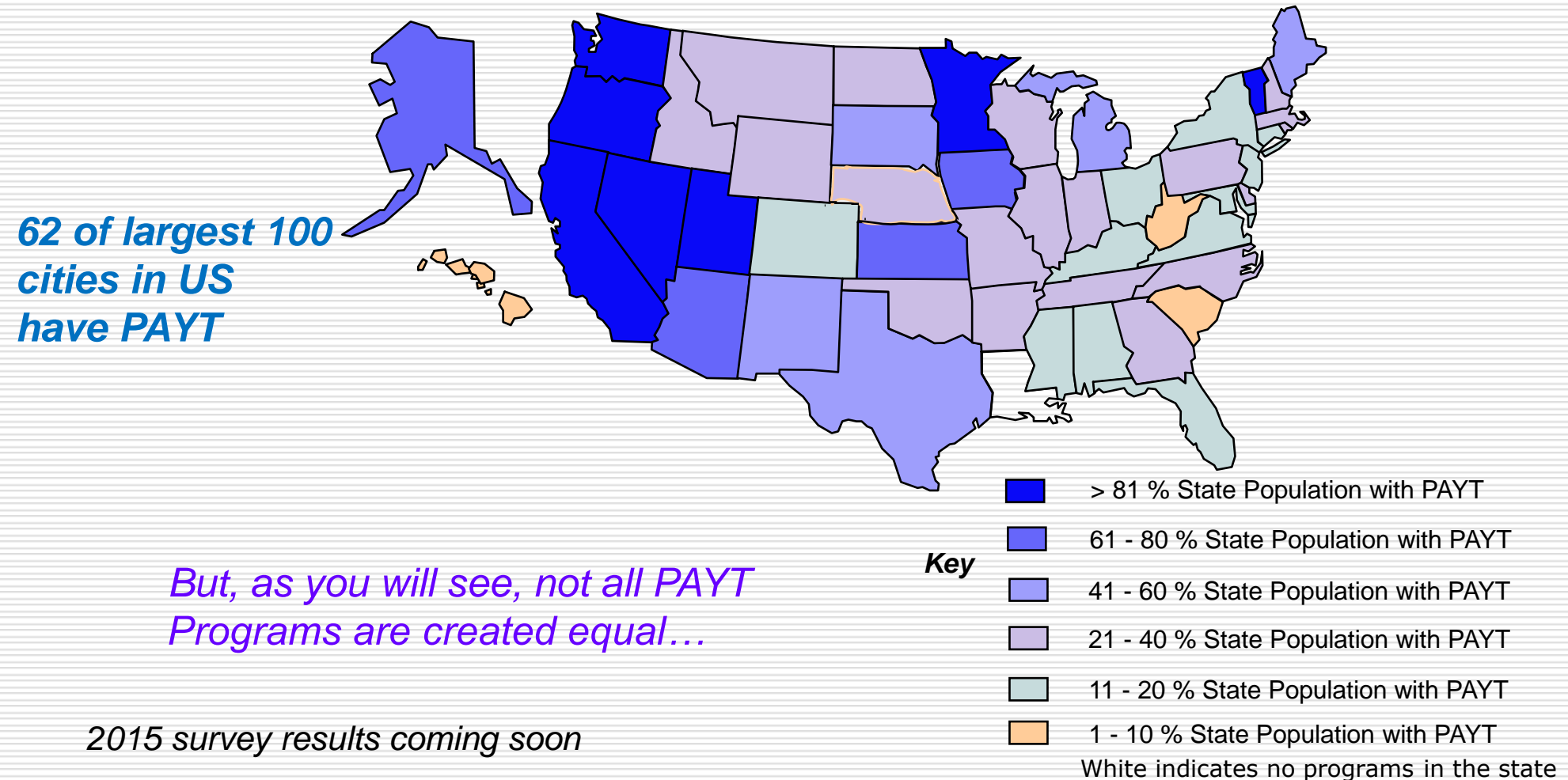
- More than 200 PAYT/VR communities
 - 101- 200 PAYT/VR communities
 - 51- 100 PAYT/VR communities
 - 21 - 50 PAYT/VR communities
 - 1 - 20 PAYT/VR communities
- White indicates no programs in the state

29 of largest 50 cities in US have PAYT



PERCENT OF STATE POPULATION WITH ACCESS TO PAYT

SERA's 2011 survey found almost 9,000 PAYT/VR communities and only 1 state without programs



PAY AS YOU THROW IN EPA REGION 9 IN-DEPTH



Dawn BeMent & Dana D'Souza

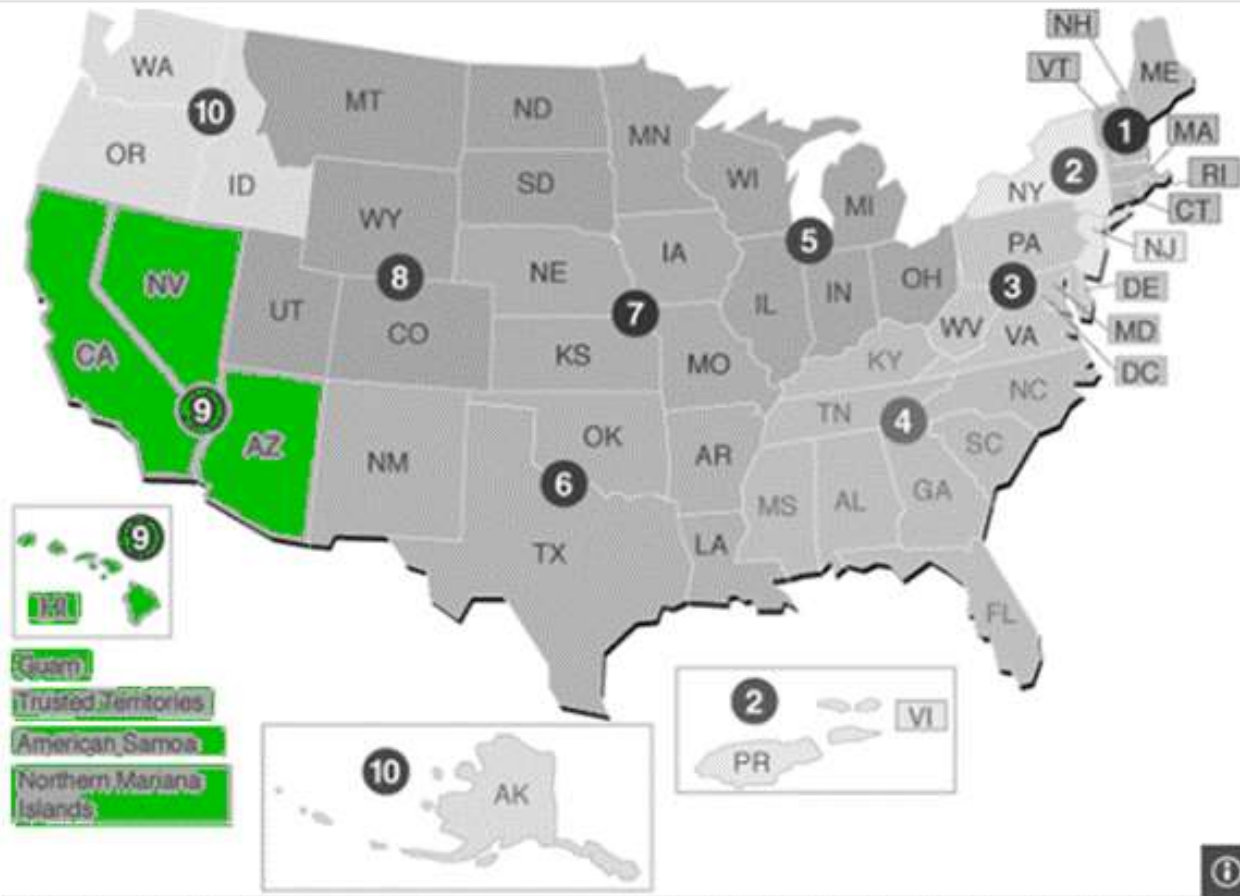
Econservation Institute and SERA.

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US EPA REGION 9



Region 9 Diversity

Community Size
Climate
Activities



DEFINITIONS OF PAYT PROGRAMS

Strong Program



Fully variable -- 32, 64, and 96gal cans; more than one combination of bag, tag, & can options

Variable - 64gal can or 96gal can option with more than \$5 price differential; 96gal can & additional bag / tag options

Weak Program

Limited - 96gal can & pay double for 2nd 96gal can per month; 96gal & 64gal with only \$1 difference in pricing per month; more than \$5 for 2nd can per month



Extremely limited - 2nd 96gal can for extra \$5 or less per month



CONTAINER OPTIONS IN R9

Trends

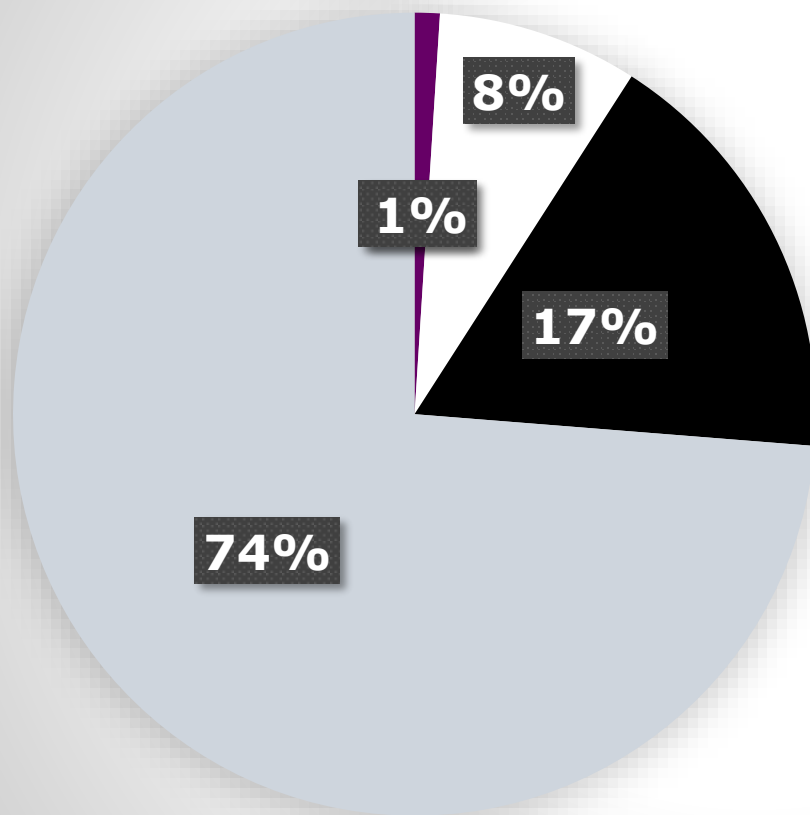
Automated
or not

Whose cart



PERCENTAGE OF COMMUNITIES WITH PAYT PROGRAMS IN ARIZONA

ARIZONA



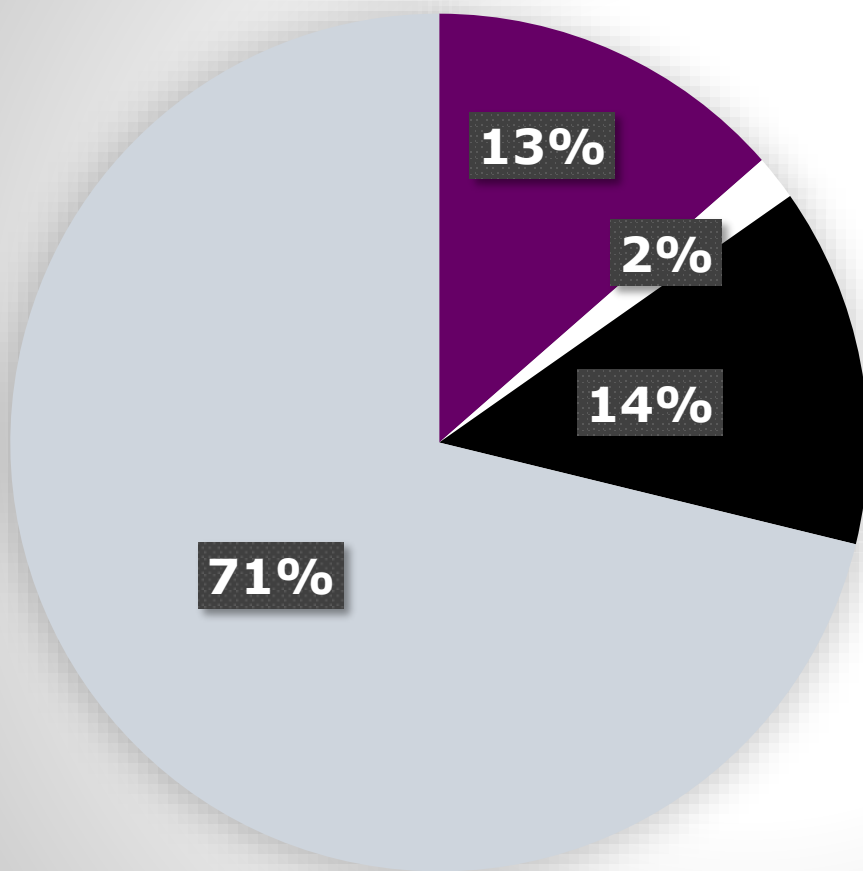
- % Communities in State with Fully Variable Progs
- % Communities in State with Variable Progs
- % Communities in State with Limited Progs
- % Communities in State with Extremely Limited Progs

PAYT PROGRAMS IN ARIZONA

- Increased % Communities – 15% to 27% Updated
- 2 large cities have good variable progs
- Most of state has access to PAYT, but weak progs
- Cart / can provided by hauler – 53% of programs
- No Bag, tag, or hybrids
- Recycling – majority embedded, some no curbside
- Missed opportunities–Statewide Percentage points of recycling & source reduction from PAYT
 - 4% from existing PAYT without strongest BMPs
 - ~6% from communities without PAYT Statewide

PERCENTAGE OF COMMUNITIES WITH PAYT PROGRAMS IN NEVADA

NEVADA



- % Communities in State with Fully Variable Progs
- % Communities in State with Variable Progs
- % Communities in State with Limited Progs
- % Communities in State with Extremely Limited Progs

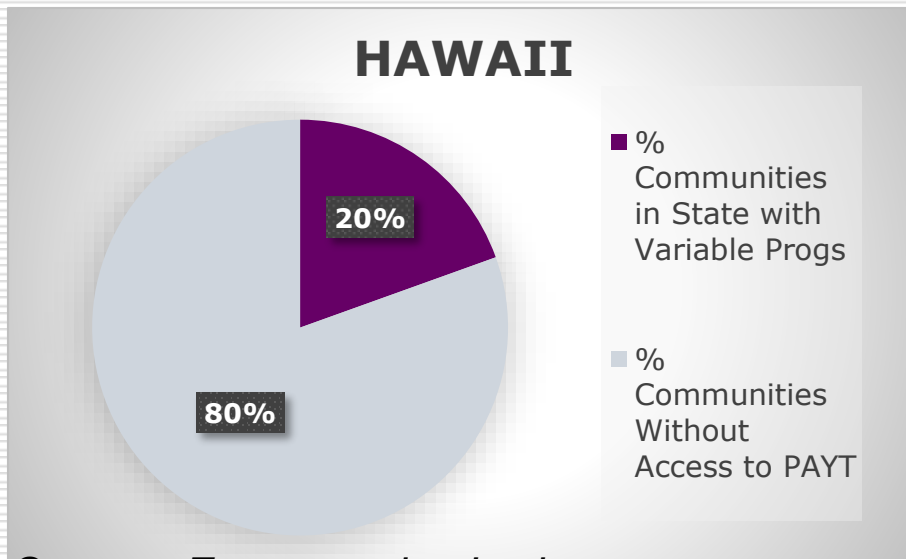
PAYT PROGRAMS IN NEVADA

- Increased % Communities – 6% to 34% Updated
- Largest County and City have weak progs
- Cart / can provided by hauler – 33% of programs
- Own can – 26%
- Tag – 4%
- Recycling – most embedded, some no curbside collection
- Missed opportunities–Statewide Percentage points of recycling & source reduction from PAYT
 - 5% from existing PAYT without strongest BMPs
 - ~6% from PAYT Statewide



PERCENTAGE OF COMMUNITIES WITH PAYT PROGRAMS IN HAWAII

- 2006 – 0 communities with access to PAYT
- Today – 1 community has access to variable PAYT program – starts with one community



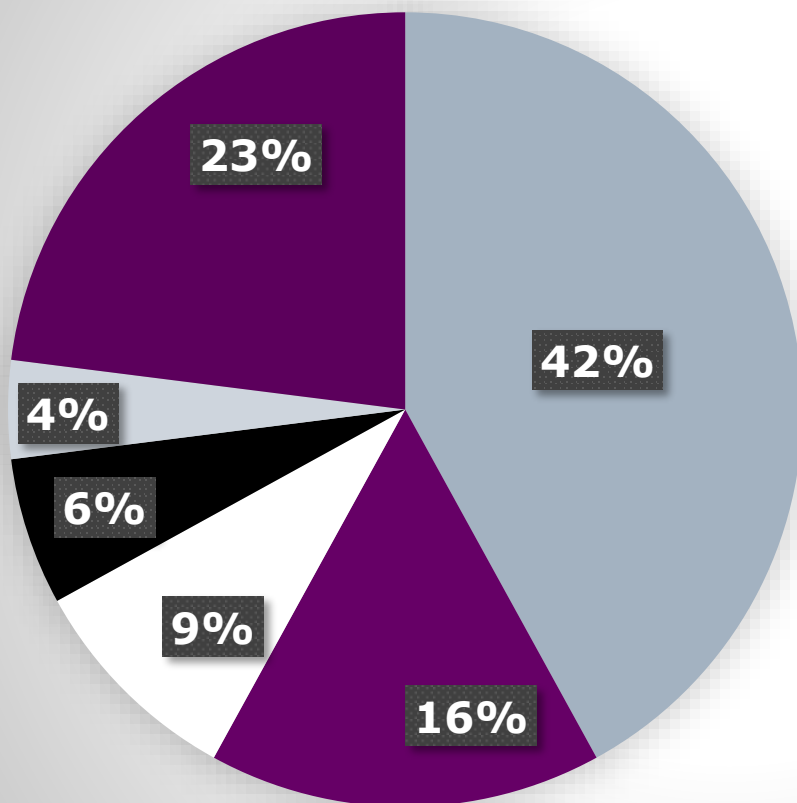
Source: *Econservation Institute*



PERCENTAGE OF COMMUNITIES WITH PAYT PROGRAMS IN CALIFORNIA



CALIFORNIA



- % Communities in State with Fully Variable Progs
- % Communities in State with Variable Progs
- % Communities in State with Limited Progs
- % Communities in State with Extremely Limited Progs
- % Communities in State with Other PAYT Progs
- % Communities Without Access to PAYT

PAYT IN CALIFORNIA

- State reporting
- Growth in number of programs since 2006
- Some extremely good examples
- Variety of container types

27% of communities not FV
15% of communities have weak programs
23% of CA communities have *no* access to PAYT
Missed opportunity to improve state diversion



Cart	Own Can	Bag/Tag	Hybrid	Other or No Details
81%	12%	3%	10%	5%

PAYT LEGISLATION

Oregon

Rate structure per average weight

Requires mini can

Multi-unit pricing

Washington

Incentives for source separation

Establishes recycling, could include organics

Minnesota

Rates based on volume or weight

Weight – Unit sizing

Multi-unit pricing



PAYT LEGISLATION

New Vermont Legislation

Increased diversion
Multi Stream
PAYT Definition
Compliance



SUMMARY

REGION 9

State	2006 % Communities with PAYT	Updated % Communities with PAYT
AZ	15%	27%
NV	6%	34%
HI	0%	16%
CA	50%	77%

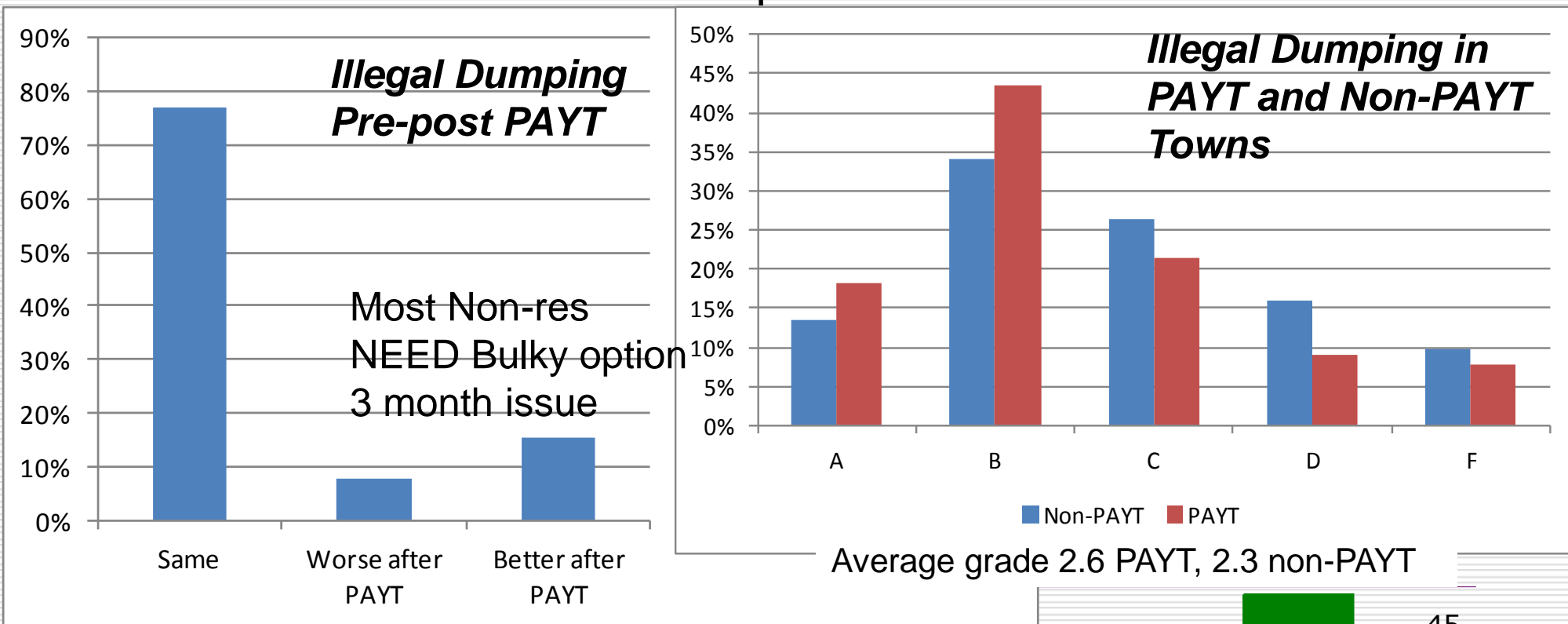
State	% Communities with Fully Variable Progs	% Communities with Variable Progs	% Communities with Limited Progs	% Communities with Extremely Limited Progs
AZ	0	1	8	17
NV	0	16	2	16
HI	0	16	0	0
CA	42	16	9	6

PAYT CONCERNS: ILLEGAL DUMPING AND BEYOND



MAJOR CONCERNS – ILLEGAL DUMPING

- Surveys of 1000 communities - Bigger fear than reality
- Multiple surveys showed issues in 10-30% of communities; solved after 3 months. Some communities showed improvements!



MAJOR CONCERNS ABOUT PAYT

- Illegal dumping - Minority of dumped waste; NEED Bulky item program
- Large families / poor families
 - Turn argument around. Unfair for small families, poor families to subsidize large disposers under current system – behavior affects bill now – control!
- Containers
- Haulers and small hauler concerns
 - Business opportunity for haulers – recycling usually required
 - Revenue risk a concern
 - Consider involving them in design; evolve
- Cheating
- MF
- Workload (State surveys find 2/3 have NO increase)
- Confusion, resistance to change – wait 6 months!
 - 89-95% prefer, Keep rates SIMPLE
- Local economics / cost-effectiveness of recycling

PAYT CONCERNS / TIPS / SUMMARY



- Technical issues rarely the problem → performs
 - Pilot test / phase in
 - Strong diversion (all types), speedy, attitudes, retention, track record, flexible / tailorable → local
- Public process, public education. Good customer education / understanding crucial
 - *Education / why, how it works, how to make it work for me, packages for move-ins*



- *Politics, political will is the key stumbling block*
 - Suggestions from communities; & champion
 - Negatives manageable if political will
 - Can't get there? Consider running for office!

GETTING PAYT & DIVERSION PROGRAMS IN PLACE



***State, County, Local Level...
Legislation, ordinance, contract, muni...***

HOW TO GET PAYT IN PLACE

□ Municipalization

- Do it yourself, local decision-making, local action

□ Ordinance

- If multiple haulers servicing area and want minimal disruption in service providers

□ Contracting / districting / franchising

- If multiple haulers servicing area and want economies of scale, single provider



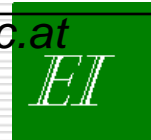
GETTING PAYT IN PLACE: ORDINANCE VS. CONTRACT - COMMUNITY PERSPECTIVE

Ordinance Pros	Contract Pros (similar for munic)
<ul style="list-style-type: none"> <input type="checkbox"/> Fewer Hauler (“Taking”) & Citizen Complaints (“Choice”) <input type="checkbox"/> Maintains competition <input type="checkbox"/> No need for “notice” <input type="checkbox"/> Quick <input type="checkbox"/> Can specify rate “structure” <input type="checkbox"/> Minimal City effort (RFP, etc.) <input type="checkbox"/> Retains “level playing field” for haulers – each implements the program and provides services knowing others will be operating under same rules. 	<ul style="list-style-type: none"> <input type="checkbox"/> Lower Cost / bills <input type="checkbox"/> Fewer trucks, “cleaner” set outs, reduced wear/tear on streets <input type="checkbox"/> One hauler to contact if problems arise. <input type="checkbox"/> City “control” including rates/setting; revenues <input type="checkbox"/> More flexible / easier to enforce penalties than ordinance <input type="checkbox"/> Can “designate” facility destinations for materials <input type="checkbox"/> Potential revenue source <input type="checkbox"/> <i>(Similar for franchise / district EXCEPT may not get lower bills if multiple awardees)</i>

Sample language available for State legislation, contracts, ordinances, etc. at

www.paytnow.org; paytwest.org; www.paytinfo.org

Source: SERA publications



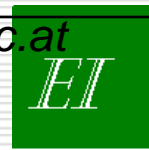
GETTING PAYT IN PLACE: ORDINANCE VS. CONTRACT – HAULER PERSPECTIVE

Ordinance Pros	Contract Pros (similar for munic)
<ul style="list-style-type: none"> <input type="checkbox"/> Fewer Hauler (“Taking”) & Citizen Complaints (“Choice”) <input type="checkbox"/> Maintains competition <input type="checkbox"/> Only specify rate “structure” <ul style="list-style-type: none"> <input type="checkbox"/> (contract has much greater involvement) <input type="checkbox"/> Minimal City involvement <input type="checkbox"/> “Level playing field” and flexibility for haulers – <ul style="list-style-type: none"> <input type="checkbox"/> each implements the program and provides services knowing others will be operating under same rules (less flexibility in contracting). 	<ul style="list-style-type: none"> <input type="checkbox"/> Good for winner / customer expansion and guarantee (high risk to others of loss of customers) <input type="checkbox"/> City may opt to help with billing / bad debt; customer service <input type="checkbox"/> Negatives: <ul style="list-style-type: none"> <input type="checkbox"/> customer retention, facility designation; rates; liquidated damages

Sample language available for State legislation, contracts, ordinances, etc. at

www.paytnow.org; paytwest.org; www.paytinfo.org

Source: SERA publications



IMPLEMENTATION OPPORTUNITIES

- Contracts, franchises, rates or billing system being changed
- Landfill or disposal problems
- New or modified programs
- Existing system perceived as unfair
- Tight budgets, need to free up tax authority



***PAYT may not be right
for a community now,
but almost ALWAYS
worth investigating to see.***



WHY CITIES / HAULERS SHOULD LIKE PAYT

Cities

- Meet recycling goals
- Easy to remove from taxes / bill
- Equity / “utility”
- Options for customers to save
- Satisfies green customers
- Self-funding
- Keep city “clean”
- Lower bills for residents like HOAs

Haulers

- Business opportunity – more revenues – REQUIRE more services and reimbursed for it
- Distinguishes from competitors – extra service to customer
- Learn PAYT “skill” that may help expansion elsewhere
- Options / not all can-based (\$)
- Options that don’t require “single hauler” (contracting) issue
- Growth, positive perception from customers & cities
- Vertically integrated haulers may like recycling; recycling not limited like Landfills
- Don’t have a choice / get on the band wagon?***

"SELLING" PAYT – GETTING APPROVAL - POLITICIANS

Political Pros

- Equity
- Environ citizen group rec'm
- Meeting goals; link to ultimate goal (recy, econ, enviro, jobs...)
- Underperforming recycling-improve cost-effectiveness
- Citizens demanding / moved from other places
- Reduce costs (landfills)
- Overconsumption / "buffet"; reduce tax burden; lasts
- No one wants to waste
- (Maybe enviro; depends)

Can sometimes be driven by outside factors (YW bans at LF, etc.)

Motivating

- Make sure enviro council-member / champion brings in others...
- Get enviros (and others) to your meetings – ALL the meetings
- Have information on myths ready –naysayer comments to expect and be honest
- Note hauler opportunities; small hauler case studies
- Speaker from successful town
- If planning a rate change...



"SELLING" PAYT

Citizens

- Control over bill / equity / ability to save
- Less waste
- Packaging with new programs and options
- Green message
- Rename without "Pay" in the name

Haulers

- Business opportunity – more revenues
- Recurring bill
- Options / not all can-based (\$)
- Learn PAYT "skill" that may help expansion elsewhere
- Not bundling with "single hauler" (contracting) issue

SMALL HAULER CONCERNS

Concerns

- Containers (\$, options for ownership)
- Billing
- Revenues
- Payments
- Big guys know how
- No recycling service
- Going out of business
Risk – large haulers-
/vertical integration

Addressing concerns

- Options – and WHAT, not how
- Containers: lease, loan, grant, use labels / decals /lid color; bags/tags, EOW
- One on one meetings
- Who is the bad guy
- Billing options
- Other haulers say –
“*EVOLVE or die...*”

Competing against next “commodity” man & a truck without “hook” is tough battle. Level playing field

TYPES OF NAYSAYER ISSUES TO ADDRESS

- Too costly
- Doesn't work
- Taking away my hauler
- Government stay out of trash / works fine
- Don't charge more for more kids in school...
- Large families / poor families
- Recycling goes to China (or landfill)
- Put folks out of business
- Benefits big haulers...
- Many others...

CASE STUDIES – FLEXIBILITY IN PAYT

Juri Freeman

Recycling Program Manager

City and County of Denver

Juri.freeman@denvergov.org



DENVER
THE MILE HIGH CITY



FLEXIBILITY IN IMPLEMENTATION

Vail, CO	Ordinance	Small resort town
Edgewater, CO	Contract	Urban area
Grand Lake, CO	City run program	Rural drop-off

CASE STUDY: VAIL – "ORDINANCE"

- ❑ Resort community located in Central Mountains of CO
- ❑ Population of 5K year round, swells to about 45K during peak times, 335" of snow a year
- ❑ Open-hauler system
- ❑ Low recycling rate for a number of reasons



Two Elk Lodge

Elevation:

11,220 feet / 3420 m

View of China Bowl

Tue May 19 2015 12:40:37 GMT-0600 (Mountain Daylight Time)

THE ORDINANCE

- Began a series of stakeholder meetings in 2010
- Questions that were raised:
 - Why implement?
 - Who will it cover?
 - What about bears, education?
- Passed ordinance in March 2014, went into effect 7/1/2014



THE ORDINANCE

- ❑ Licenses all haulers operating in the town
- ❑ Bi-annual reporting and audit option
- ❑ Sets base level at 32-gallons
- ❑ Embeds rates
- ❑ Min. default 64-gallons
- ❑ Sets rate differentials, 80% of base unit

Goes well beyond residential:

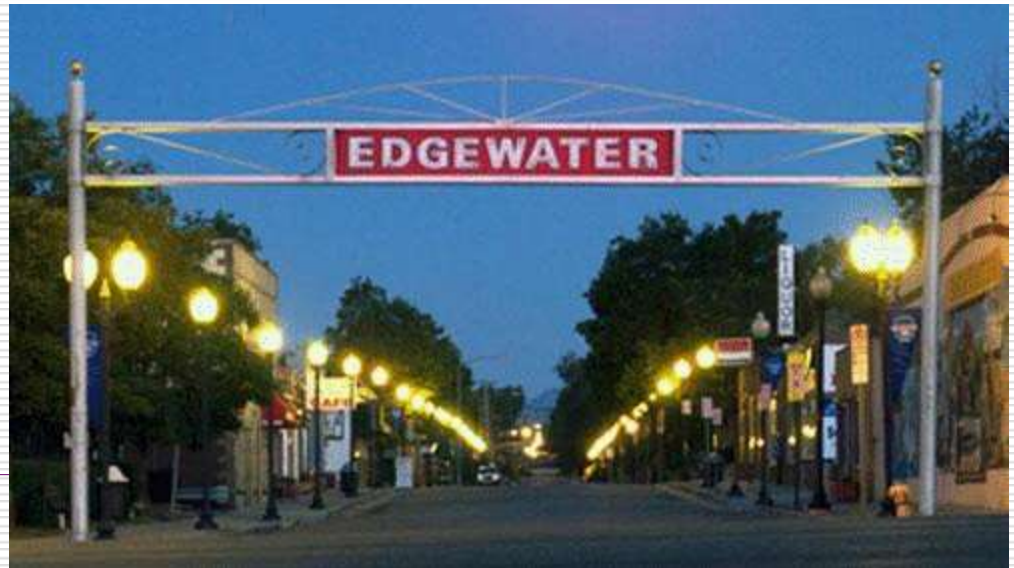
- ❑ Embeds recycling in commercial and MF
- ❑ Requires source separation *all* sectors
- ❑ Must contract for recycling
- ❑ Addresses restaurants, bars, hotels, HOAs

CONTACT: Kristen Bertuglia, Town of Vail kbertuglia@vailgov.com



EDGEWATER, CO

- ❑ Small urban community (2,000 HH)
- ❑ Municipal collection, no curbside recycling, unlimited trash
- ❑ Diversion rate around 6-7%
- ❑ Trash rates at \$12.50/hh/month



WHAT HAPPENED?

- ❑ Recycling committee with concerned citizens
- ❑ Citizens worked with City leaders
- ❑ Studied residential trash behaviors, opinions, etc.



EDGEWATER TODAY

- ❑ Took two years but the city decided to switch to a single contract with PAYT
- ❑ No loss of jobs for City staff
- ❑ EOW Super Saver - \$8, 32-gallon \$10, 64-gallon \$15, 95-gallon \$20
- ❑ All prices include embedded recycling
- ❑ Recycling rates tripled in the first three months! (Around 20% today)



GRAND LAKE, CO

- Small rural town (population ~500)
- Large tourist population, second home owners
- Issues:
 - Illegal dumping
 - Human wildlife interactions
 - Funding recycling
 - Appearance of town

GRAND LAKE, CO



WHAT HAPPENED?

- Ad-hoc committee to study the issue
 - Went out to bid with three options
 - Build their own facility (drop-off)
 - Lease a facility and town runs program
 - Contract with a hauler
 - Chose to build, run their own facility
-



WHAT HAPPENED?

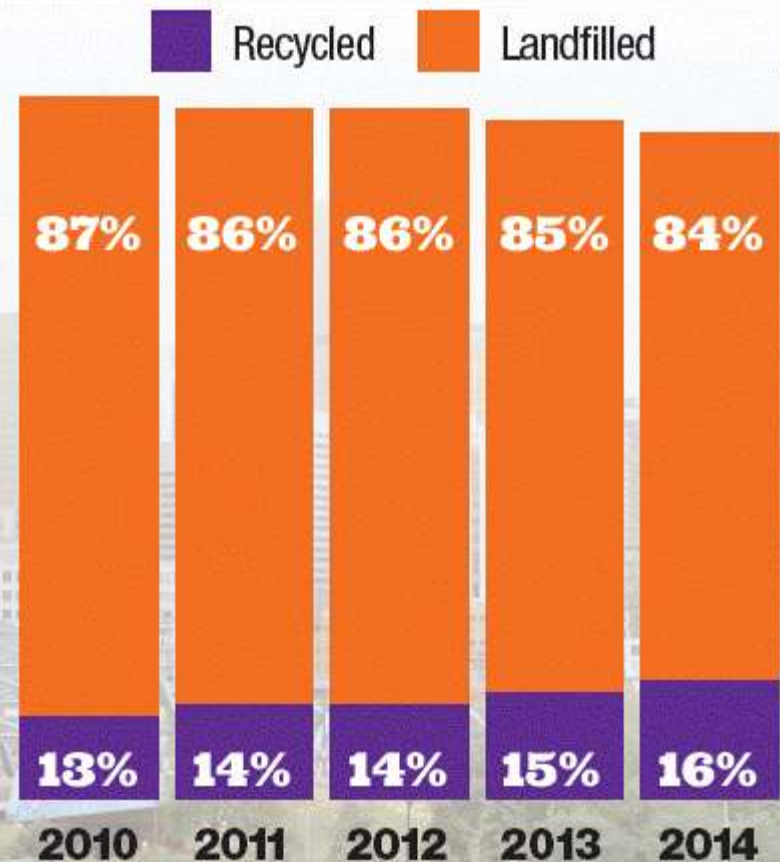
- ❑ Charge \$4.00 per bag (\$.50 to vendor, rest to town)
- ❑ Implementation was easy- some illegal dumping at the start
- ❑ Town getting cash flow for the program
- ❑ Very popular, very positive feedback (citizens and vendors)
- ❑ Planning on using revenues to set up recycling program



DENVER AND PAYT?

- ❑ Municipal service provided to 174K households
- ❑ No direct fee for service
- ❑ 75% of households 'participate' in the Denver Recycles program
- ❑ Denver Composts service is limited by budget
- ❑ Gaining political and community support is **BY FAR** the largest barrier.

Denver's Recycling Rate
2010 - 2014



CONVERSION TO CARTS





Bring Back Denver's Dumpsters Community

Like Follow Message

Timeline About Photos Likes Videos

4,406 people like this

Invite friends to like this Page

ABOUT

Bring back Denver's dumpsters.

Ask for Bring Back Denver's Dumpsters's website

PHOTOS



Post Photo / Video

Mayor "Photo Op" Hancock doesn't care what you want. The vendor who sold all those new trash containers to the City made a big contribution to his campaign war chest.

Like Reply · March 4 at 9:00pm

Post

Bring Back Denver's Dumpsters

January 21 ·

Thanks for liking our page! Now tell the mayor you want your dumpster back!

<https://www.facebook.com/5280mayor>

Michael B. Hancock

Government Official

7,367 Likes

RECOMMENDATIONS

- Work with the haulers and consider their position(s)
- Develop advocates among elected officials
- Do your research on 'why'
- Know the barriers- and know there are lots of ways to overcome them
- Be prepared to wait
- Get your marketing plan ready early



CASE STUDY COUNTY OF KAUA'I PAY AS YOU THROW (PAYT)



**Allison Fraley
County of Kaua'i
Department of Public Works,
Solid Waste Division**

May 21, 2015

ALOHA FROM KAUA'I



HISTORY OF SOLID WASTE MANAGEMENT ON KAUA'I

- County provides refuse collection & manages a single landfill
- Until 2012, manual refuse collection. No fees for refuse service or limits on set outs
- Initiated a flat fee for refuse service and phase in of automated in 2012.
- First Recycling Coordinator hired in 2000
- County has significantly grown programs over the last decade. Recycling rate is 43%

RECYCLING SUCCESSES

CHALLENGES



- Businesses, residents, and visitors show a strong interest in recycling
- Administrative and Council support
- Small population that is geographically isolated
- Cost of recycling is high with limited infrastructure on island
- Available services for hauling and processing are limited
- No MRF - no curbside recycling

EPA GRANT / ECONSERVATION INSTITUTE 2011

- Initially declined assistance
- Wanted to wait until curbside recycling was in effect
- Accepted assistance for information purposes and future reference
- Plan was drafted and presented to Council in September 2012
- Phase 1 of PAYT plan introduced to Kaua'i County Council in 2014



PROPOSED PAYT PLAN FOR KAUA'I

- Phase 1: Introduce 64 gallon option in conjunction with the completion of automated refuse collection
- Phase 2: Once MRF is operating, introduce curbside recycling (96 gal) & curbside yard waste (96 gal). Add option for 32 gallon trash
- Phase 3: Adjust rates to move toward self sufficiency



PROPOSED RATE STRUCTURE IN PAYT PLAN

	Current	Phase 1	Phase 2	Phase 3
Base Fee	\$6	\$6	\$6	\$9
32 gal (base + collection)			\$12	\$16
64 gal (base + collection)		\$12	\$21	\$28
96 gal (base + collection)	\$12	\$21	\$36	\$49

- Phase 1 fee differential 75%
- Program revenues projected to increase by \$777,600 if 55% select large cart and 35% select large cart
- Current cost of service is \$56 per month



OUR EXPERIENCE INTRODUCING PHASE 1 PAYT LEGISLATION

- Originally proposed Phase 1 rates in plan
- Property taxes had just increased, so there was a concern about fees. Refuse assessment collected on tax bill.
- Concern with illegal dumping
- Rumor that we would charge at the transfer station and landfill gate
- Philosophical debate on whether revenue should come from fees or general fund. Concern about “double taxing”.



MEDIA CONFUSION

Trash by the pound

Story

Comments (21)

Print  Font Size:  

 Recommend

178

 Tweet

0

 +1

0

 Pin It

0

 Share

5



Dennis Fujimoto / The Garden Island

Garden Island Disposal employee Noah Gusman process a resident's glass recyclables Thursday at the Ahukini facility.

Posted: Wednesday, August 13, 2014 2:00 am | Updated: 8:51 am, Wed Aug 13, 2014.

Darin Moriki - The Garden Island |  21 comments

LIHUE — Residents may soon be feeling a new kind of crunch when it comes to throwing away their trash.

A measure now being considered before the Kauai County Council, Bill 2551, would implement a new waste management program, called pay as you throw, which aims to divert some waste from the Kekaha landfill and bolster recycling practices. It would charge residential and commercial customers incremental rates based upon how much they choose to throw away.

But the change being considered today could also mean residential users may pay the same amount for smaller bins than they have now, and higher fees if they want to throw away even more.

*Pay as you throw provides an economic incentive for

LEGISLATIVE CHANGES TO RATES PHASE 1

	Current RRCA Program	Original Rates PAYT Plan	Ordinance 975
Base Assessment	\$6	\$6	\$6
64 Gal. Base + Collection		\$12	\$10
96 Gal. Base + Collection	\$12	\$21	\$18



PAYT ORDINANCE 975 PASSES

- October 8, 2014
- Council Vote: 5 yes, 1 no, and 1 excused
- First PAYT law in Hawai'i
- Program goes into effect July 1, 2015
- Program to start at the same time we complete island-wide automation of refuse collection. 9,000 new automated customers.

IMPLEMENTATION TASKS

- Conduct survey for cart size order
- Order carts
- Revise billing system for new fee structure
- Notify 20,000 customers and obtain cart size choice
- Receive and distribute carts
- Switch out carts for existing customers



IMPLEMENTATION CHALLENGES PAYT

- Assuring we order the correct number of 64 gallon and 96 gallon carts – cart survey
- Problems getting customer responses
- Confusion about what Pay As You Throw means and whether there will now be fees at the Transfer Stations
- Logistics of switching out carts
- Staffing shortages



CHALLENGE HIGHLIGHT: CART SURVEY

- Conducted survey internally
- Internet search found 377 returned surveys would produce a 95% confidence level for customer base of 20,0000
- Mailed survey to 750 randomly selected property owners; also sent news release and asked employees to take online survey
- Received 421 non-duplicate responses
 - 64 gallon carts = 56%
 - 96 gallon carts = 26%
 - opt out = 18%



CHALLENGE HIGHLIGHT: ESTABLISHING DEFAULT CART SIZE

- “Default”: cart size that will be delivered if we do not hear from customers
- PAYT plan recommended 64 gal. default for new customers because that is the desired behavior; and 96 gal. for old customers who all had that size cart
- We felt having 2 defaults would be bad PR since customers would not be treated equally
- Went with 96 gal. default so we don't have to handle carts for non-responsive customers who already have service



2015 Residential Refuse Collection Assessment

REGARDING TMK # x17

1. x5 Base Assessment on your benefitted properties (dwelling unit) @ \$x8 per month = \$x7

2. x8 Refuse Collection Assessment @ \$x9 per month = \$x10

3. x11 Additional Collections @ \$x12 per month = \$x13

6 MONTH ASSESSMENT \$x15

ANNUAL ASSESSMENT \$x16

Note: Low income exemption will apply for a 50% reduction in assessment Yes/No [x14] ONLY PRINTED IF YES

AS OF JULY 2015, HOUSEHOLDS THAT SUBSCRIBE TO CURBSIDE REFUSE COLLECTION SERVICE WILL BE ISSUED THE COUNTY OF KAUA'I REFUSE CART SIZED AS SELECTED BY OWNER. MANUAL REFUSE COLLECTION SERVICE WILL BE DISCONTINUED AS OF JULY 2015.

YOU MUST COMPLETE AND RETURN THE FORM BELOW IF YOU WANT TO STOP RECEIVING COLLECTION SERVICE OR CHANGE TO A 64 GALLON CART THIS FORM MUST BE SUBMITTED PRIOR TO MARCH 15, 2015 CALL (808) 241-4840 w QUESTIONS

BE ADVISED: IF A COMPLETED FORM IS NOT SUBMITTED AND YOU CURRENTLY RECEIVE CURBSIDE REFUSE COLLECTION SERVICE, YOU WILL CONTINUE TO RECEIVE REFUSE SERVICE AT THE NEW RATE OF \$18 / MONTH (INCLUDING BASE FEE) PER BENEFITTED PROPERTY

Homeowner is requesting (Please place "X" next to appropriate item):

Cancellation of refuse collection (note that base fee of \$6 per month will still apply)

64 gallon cart at \$10 per month (price includes base fee)

Change number of refuse collections at my property: _____

(Enter total number of refuse collections requested)

Address of Benefitted Property: _____

Owner Name (printed): _____ Phone: _____

Owner Signature: _____ Date: _____

By signing this document, you verify that you are the owner and information contained herein is true.

THIS FORM IS DUE ON MARCH 15, 2015 (NO EXCEPTIONS)

Please detach and hand deliver, mail, or email

Attention: Billing County Solid Waste Division
4444 Rice St., Suite 295
Lihue, HI 96766
E-mail PDF to: jokuhara@kauai.gov
Call for assistance: (808) 241-4840

For Official Use Only

Date Received:

Received By:

Approved:

CHALLENGE HIGHLIGHT: Customer Notice

Original Notice
Limited response

CHALLENGE HIGHLIGHT: Customer Notice

Developed
second notice
with staff input.

Good response.



RRCA CHANGE FORM

PROPERTY OWNERS:
CHANGES TO SERVICE BEGIN IN JULY 2015!
SELECT YOUR REFUSE CART SIZE NOW

96 Gallon = \$18 / month
(Equivalent to three 32 gallon trash cans)

64 Gallon = \$10 / month
(Equivalent to two 32 gallon trash cans)



**Introducing the new Pay As You Throw (PAYT) variable rate program.
The County will be issuing refuse carts to all homes on Kauai!**

- For residents that live in the Kapaa or Lihue area and already have automated collection service, you currently have a 96 gallon trash cart. **If you want to keep the 96 gallon cart, YOU NEED NOT REPLY.**
- For residents who currently receive manual collection service, **IF YOU FAIL TO RETURN THIS FORM WITH YOUR CHANGES you will automatically receive a 96 gallon refuse cart.**
- If you want to receive a 64 or 96 GALLON CART OR CANCEL REFUSE COLLECTION SERVICE, you must check a box below and **reply by May 15:**

- I want a 64 gallon cart for weekly refuse at a monthly fee of \$10
- I want a 96 gallon cart for weekly refuse at a monthly fee of \$18
- Cancel my refuse collection. A monthly base fee of \$6 will still apply.

Homeowners Name: _____ Service Address: _____

TMK: _____ Phone: _____

Signature: _____ Date: _____

Send reply to: County Solid Waste Division
4444 Rice St., Suite 295
Lihue, HI 96766
E-mail PDF to: jokuhara@kauai.gov
Fax (808) 241-6887
Call for assistance: (808) 241-4841

For Official Use Only

Date Received:
Received By:
Approved:

IMPLEMENTATION CHALLENGES: AUTOMATED ROLLOUT

- Public confusing PAYT with automated rollout. Automation challenging in rural areas
- Concerns about automated carts
- RFID tags
- Manual modification of routes
- Distributing carts months before service

CHALLENGE HIGHLIGHT: Refuse carts

- Elderly concerned about maneuvering
- Brochure picture



CHALLENGE HIGHLIGHT: EARLY CART DELIVERY



Placed notification sticker and property address on carts



THE GOOD NEWS

- We are getting there! Home stretch....
- We passed the deadline for customer choice May 15
- Need to do final tabulation of cart size choice – close to survey numbers
- Public recognition of rate equity
- A lot of people “get it” and are making changes. Considering waste diversion options: backyard composting and recycling



RECOMMENDATIONS

- Staff up
- Professional cart delivery
- Adding automation at same time you introduce PAYT is challenging
- Allow enough time between legislation and implementation



QUESTIONS

Allison Fraley

Solid Waste Program Coordinator

County of Kauaʻi

Department of Public Works

(808) 241-4837

afraley@kauai.gov

www.kauai.gov/payt



PAYT WRAP-UP

IMPLEMENTATION DECISIONS

- Service delivery
 - Muni, contract (bid or RFP), franchise, district, ordinance
- PAYT system type
 - Can, bag, tag, hybrid, etc.
 - Existing... future plan
 - Capabilities & resources (billing, containers)
- → Affect Implementation steps

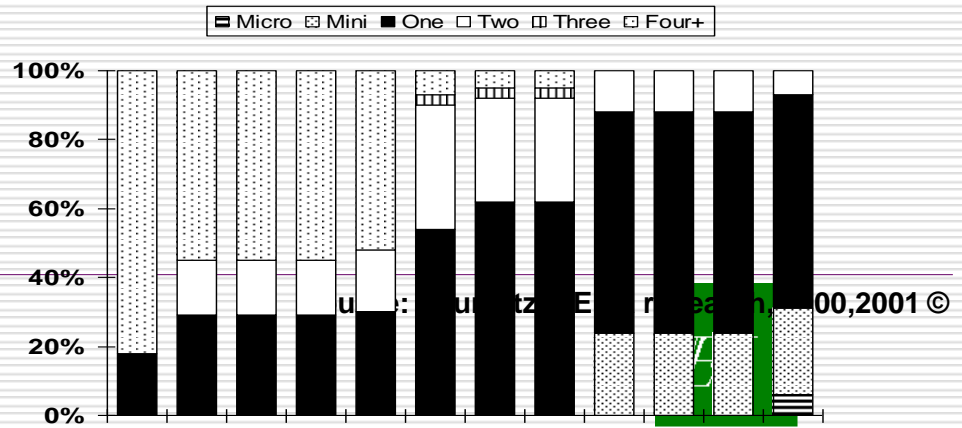
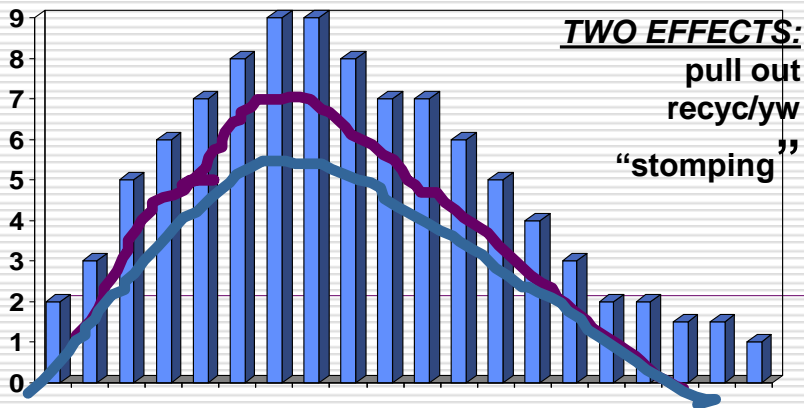
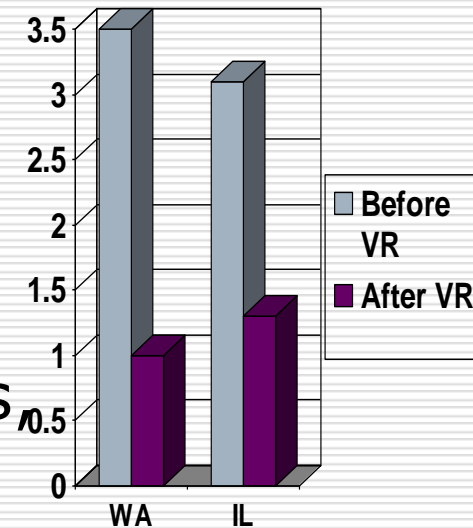
Ordinance Pros	Contract Pros (similar for munic)
<ul style="list-style-type: none"> □ Fewer Hauler (“Taking”) & Citizen Complaints (“Choice”) □ Maintains competition □ No need for “notice” □ Quick □ Can specify rate “structure” □ Minimal City effort (RFP, etc.) □ Retains “level playing field” for haulers – each implements the program and provides services knowing others will be operating under same rules. 	<ul style="list-style-type: none"> □ Lower Cost / bills □ Fewer trucks, “cleaner” set outs, reduced wear/tear on streets □ One hauler to contact if problems arise. □ City “control” including rates/setting; revenues □ Can “designate” facility destinations for materials.



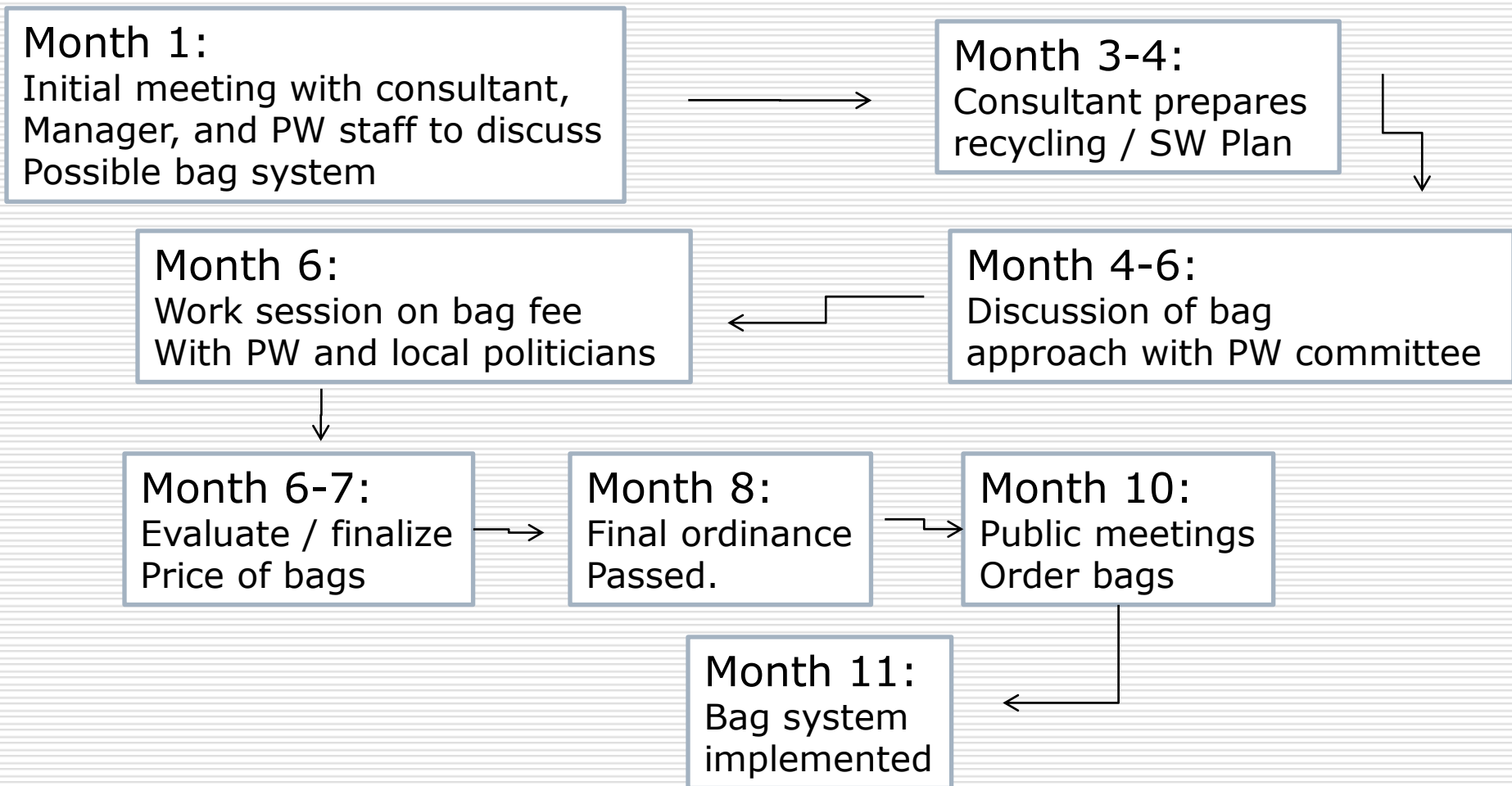
Bag / Tag photos courtesy Resourceful Bag & Tag

RATE SETTING & DESIGN

- Number of “revenue items” is key
 - Prediction challenges, data
- Revenue risk
 - System type
 - Customer charge, per capita charges
 - Set Outs are KEY
 - 3 x30g historically – often down to 1 or 1.5 x 30 gal.



IMPLEMENTATION SCHEDULE – BAG EXAMPLE



*This example is a year (with a solid waste plan);
Have seen bag / tag programs implemented in 3 months.*



"TOP 5" - WHAT A COMMUNITY OR COUNTY CAN DO TO INCREASE DIVERSION... NOW!

- #5 Citizen sustainability committee
 - Activist/ involvement; access; options; grants
- #4 Measurement and goal-setting
 - Baseline/status quo/gaps, plan, goal, buy-in
- #3 Basic programs & ordinances
 - Ordinances for space for recycling; residential drop-offs, commercial programs (plans, lease, ABC, access) → opportunity
- #2 Education
 - Variety (incl. translating) → awareness
- #1 PAYT / Embedded recycling ordinance or contract → Number 1 thing you can do

SUMMARY

- PAYT effective, cost-effective, flexible, demonstrated
- Negatives manageable with political will (and possible renaming to get past “pay”!)
- Quickest, least expensive, most effective approach to achieve diversion, equity, and environmental goals
- Resources available to all (paytnow.org) and EXTRA resources for Region 9 communities and tribes
 - Go to EPA website or www.paytnow.org or call 303/494-1178 or 866/758-6289; final uploaded soon.



QUESTIONS / ASSISTANCE:

Lisa A. Skumatz, Ph.D.

Econservation Institute

762 Eldorado Drive, Superior, CO 80027

Phone: 866-758-6289, 303/494-1178

email: skumatz@econservationinstitute.org

skumatz@serainc.com

Project website – www.paytnow.org

PAY AS YOU THROW ON THE GO!