COUNTY COUNCIL OF BEAUFORT COUNTY ADMINISTRATION BUILDING BEAUFORT COUNTY GOVERNMENT ROBERT SMALLS COMPLEX 100 RIBAUT ROAD POST OFFICE DRAWER 1228 BEAUFORT, SOUTH CAROLINA 29901-1228 TELEPHONE: (843) 255-2000 FAX: (843) 255-9401 www.bcgov.net

GARY T. KUBIC COUNTY ADMINISTRATOR

JOSHUA A. GRUBER DEPUTY COUNTY ADMINISTRATOR SPECIAL COUNSEL

> THOMAS J. KEAVENY, II COUNTY ATTORNEY

SUZANNE M. RAINEY CLERK TO COUNCIL

D. PAUL SOMMERVILLE CHAIRMAN

GERALD W. STEWART VICE CHAIRMAN

COUNCIL MEMBERS

CYNTHIA M. BENSCH RICK CAPORALE GERALD DAWSON BRIAN E. FLEWELLING STEVEN G. FOBES ALICE G. HOWARD WILLIAM L. MCBRIDE STEWART H. RODMAN ROBERTS "TABOR" VAUX AGENDA EXECUTIVE COMMITTEE Monday, November 9, 2015 2:00 p.m. Executive Conference Room, Administration Building Beaufort County Government Robert Smalls Complex 100 Ribaut Road, Beaufort

Committee Members: Jerry Stewart, Chairman Gerald Dawson Brian Flewelling William McBride Stu Rodman

- 1. CALL TO ORDER 2:00 P.M.
- 2. A RESOLUTION TO COMMISSION ANIMAL SERVICE OFFICER TO ENFORCE BEAUFORT COUNTY ANIMAL ORDINANCES FOR BEAUFORT COUNTY PURSUANT TO THE AUTHORITY GRANTED IN SECTION 4-9-145 OF THE *CODE OF LAWS OF SOUTH CAROLINA*, 1976 AS AMENDED (backup)
- 3. COUNTYWIDE CURBSIDE WASTE AND RECYCLING SERVICES (INFORMATION) (backup)
- 4. DISCUSSION / COUNCIL MEETING START TIME (backup)
- 5. NEW BUSINESS
- 6. CONSIDERATION OF REAPPOINTMENTS AND APPOINTMENTS A. Capital Project Sales Tax Commission
- 7. ADJOURNMENT

2015 Strategic Plan Committee Assignments Sales Tax Referendum Preparation Pepper Hall Site: Direction Long-term County Offices / Satellite Plan / Strategy Solid Waste Curbside Pick-up / Recycling (Urbanized Areas)





#### **RESOLUTION 2015 /**

#### A RESOLUTION TO COMMISSION ANIMAL SERVICE OFFICER TO ENFORCE BEAUFORT COUNTY ANIMAL ORDINANCES FOR BEAUFORT COUNTY PURSUANT TO THE AUTHORITY GRANTED IN SECTION 4-9-145 OF THE *CODE OF LAWS OF SOUTH CAROLINA,* 1976, AS AMENDED.

WHEREAS, Beaufort County Council may appoint and commission as many animal service officers as may be necessary for proper security, general welfare and convenience of the County; and

**WHEREAS,** each candidate for appointment as a Beaufort County Animal Service Officer has completed training and whatever certification may be necessary.

**NOW, THEREFORE, BE IT RESOLVED** by the County Council of Beaufort County, South Carolina that:

1. County Council hereby appoints and commissions the following individual as Animal Service Officer for Beaufort County:

Jason Wingler, Beaufort County Animal Services Officer

2. Each Animal Service Officer shall present the appropriate certificate to the Beaufort County Magistrate's office prior to any official action as an Animal Service Officer.

Adopted this \_\_\_\_ day of \_\_\_\_\_, 2015.

COUNTY COUNCIL OF BEAUFORT COUNTY

By:\_\_\_\_\_

D. Paul Sommerville, Chairman

APPROVED AS TO FORM:

Thomas J. Keaveny, Staff Attorney

ATTEST:

Suzanne M. Rainey, Clerk to Council



### Beaufort County: Strategic Plan

### **GOALS 2020**

Financially Sound County Providing Quality Core Services Efficiently

Preservation of Beaufort County's Lowcountry Character: Natural Beauty, Environment and Heritage

Growing, Diversified Regional Economy

Upgraded County Infrastructure and Facilities

More Sustainable County Through Planned, Managed Development

MANAGEMENT AGENDA 2015

Top Priority

Solid Waste: Short-Term

Comprehensive Financial Plan: Projections for Revenues/Expenditures

> Disabilities and Special Needs Day Program Facility

Daufuskie Island Ferry, Grant Application

Compensation Study and Implementation Funding

#### **High Priority**

Arthur Horne Building

Comprehensive Plan for County-Owned Land

PALS Transfer to Hilton Head Island

Countywide Information Technology Plan and Funding

Community Development Code: Refinement

### POLICY AGENDA 2015

#### Top Priority

Sales Tax Referendum: Preparation

Pepper Hall Site: Direction

County Economic Development Policy Framework, Strategy and Action Plan

Law Enforcement Center Study

Windmill Harbour Entrance Solution and Funding

Long-term County Offices/Satellites Plan/Strategy

Comprehensive Plan: Update

High Priority Heritage/Historic Tourism Plan: Development, Action Plan

Bridge Replacement Plan

Stormwater Management and Rate Analysis (including MS4)

Business License: Direction on Funding Source for Economic Development

Library Operational Analysis and Master Plan (with Partners) including Upgrades

Solid Waste Curbside Pick Up/Recycling (Urbanized Areas)

Sidewalks/Biking in Rural Areas Plan and Funding



BEAUFORT COUNTY PUBLIC WORKS 120 Shanklin Road Beaufort, South Carolina 29906 Voice (843) 255-2800 Facsimile (843) 255-9435

 TO:
 Councilman Gerald Dawson, Chairman, Public Facilities Committee

 FROM
 Beaufort County Solid Waste & Recycling Board, Dan Duryea, Chairperson

 SUBJ:
 County-Wide Curbside Waste & Recycling Services for Beaufort County SC

 DATE:
 July 23, 2015

#### BACKGROUND:

- Beaufort County's population continues to grow at one of the fastest rates in the state of South Carolina and the region. The increase has been reported to be 46% since 2000. The Beaufort County Comprehensive Plan and the Solid Waste Management Plan each outline a strategy to handle the increasing volume of waste from a growing population. The strategy specifies a reduction and consolidation of County Convenience Centers, coupled with the introduction of curbside waste collection to increase efficiency. The current system of waste collection at County Convenience Centers will not be able to keep pace with the needs of our citizens. Additional operational issues impacting the continuation of Convenience Center operations are as follows:
  - a. Stornwater requirements under the new MS4 permit may render many of the old Convenience Center sites either impossible or too expensive to bring into compliance. Closing those centers will accelerate the traffic issues at the larger more modern centers.
  - b. The use of compactors at our facilities enables us to keep pace with volume by packing more waste into a container. The electric utilities advise that a major hurricane could knock out power for 30-45 days. The centers have no backup power for compactors and we could not keep up with volume without them. Our aging compactors are wearing out and replacement cost will be significant.
  - c. Citizens are getting hurt handling their waste and it is only a matter of time before the high level of traffic results in a serious incident. Our County's population of senior citizens and the disabled are jeopardized by trying to transpert/dispose of their waste.
  - d. This system of collection contributes to traffic and litter problems.
  - e. Staff is challenged weekly to collect the growing volume of paint, other household hazardous items, tires and batteries from 11 locations.
  - Landfills are closed on the weekend and filled containers must be held over the weekend until Monday morning when they reopen.
  - g. This system contributes to a throw away mentality, disposal of many reusable items, low recycling rates and pilfering









2. The current County policy of paying for disposal of all residential waste is subject to abuse. Landfills rely on an honor system as waste haulers verify the origin of the waste when it is brought into the landfill. There is no verifiable method for making the determination that the waste actually originated from a residence within Beaufort County. There are no limits on how much citizens may bring and this has resulted abuse with citizens bringing as much as 13 tons of waste to the landfill. This system provides promotes the perception that waste disposal is free and provides no incentive for anyone to increase waste diversion by promoting reuse or recycling.

#### **RECOMMENDATION:**

The Solid Waste and Recycling Board recommends that County Council direct staff to initiate actions to phase out Convenience Center use in Beaufort County and complete the transition to a sustainable curbside system for waste collection and recycling by 2020.

The Board also recommends that the County suspend the practice of paying for waste disposal other than waste collected from County Convenience Centers, effective July 1, 2016.

cc: Gary Kubic, County Administrator Kubic Joshua Gruber, Deputy County Administrator/Special Counsel Monica Spells, Asst. Co. Administrator, Civic Engagement Eric Larson, Division Director, Environmental Engineering Cub Eddic Bellamy, Director, Public Works

# Solid Waste Collection System Problem Statements

Our current waste collection system of convenience centers for collecting waste in unincorporated Beaufort County cannot keep pace with growth.

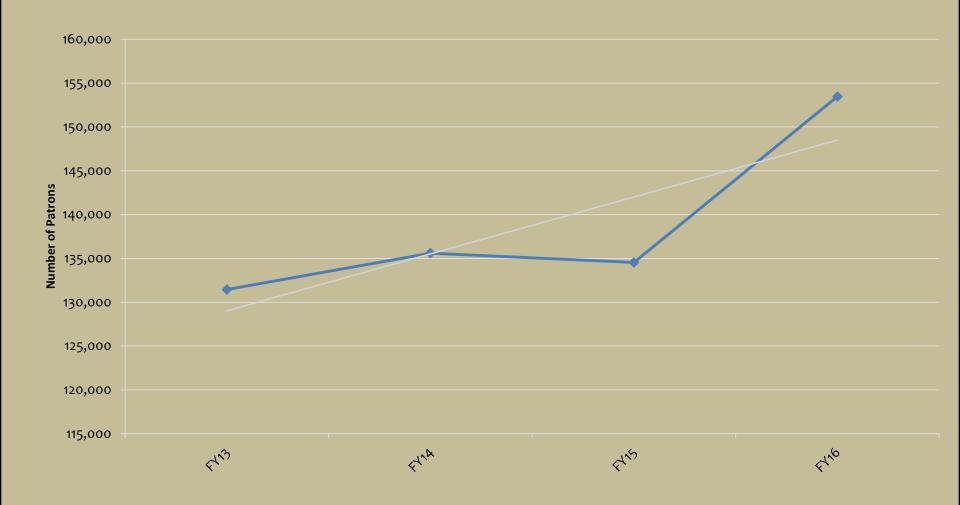
We are not making progress toward achieving the state goal of recycling 40% of waste by 2020.

### **Current Situation**

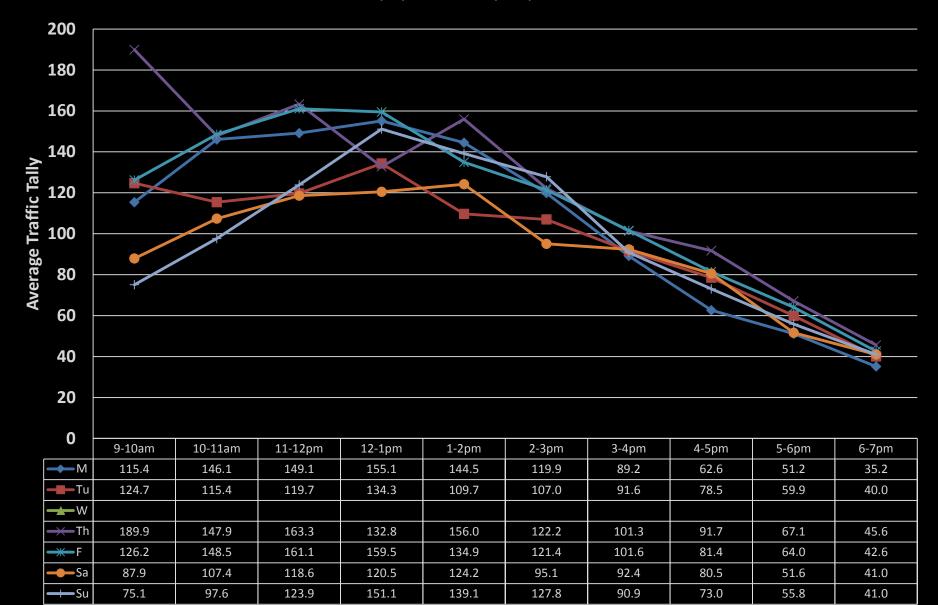
- Traffic now at 150,000 per month
  - 38,000 at Simmonsville
  - 28,000 at Hilton Head
  - 35,000 at St. Helena
- Consider our containers hold 40 cubic yards of waste
  - One pickup truck holds 2 cubic yards
  - 620 kitchen trash bags
- Traffic at busy centers exceeds 150 per hour
  - Contract response time 4 hours
- MS4 Storm water requirements may impact old convenience center sites
- Lack of available sites to build additional centers

### Average Monthly Traffic YTD by Fiscal Year

Average Monthly Traffic YTD Trendline



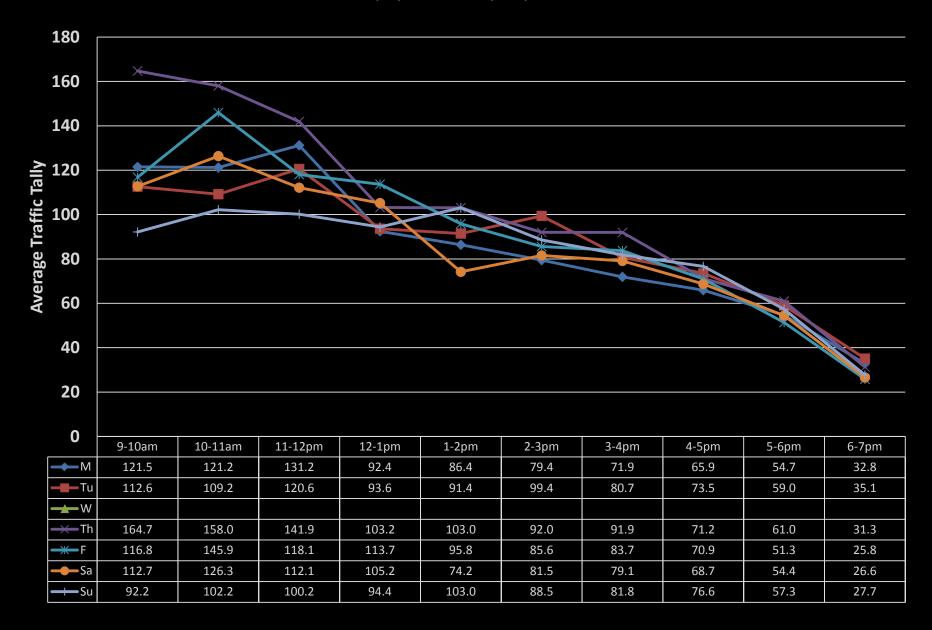
### Bluffton Average Hourly Traffic Tally Data 10/5/2014 – 3/31/2015



### Hilton Head Average Hourly Traffic Tally Data 10/5/2014 – 3/31/2015



### St. Helena Average Hourly Traffic Tally Data 10/5/2014 – 3/31/2015



## Lobeco Convenience Center



# Sheldon Convenience Center



## **Big Estate Convenience Center**



# Pritchardville Convenience Center



## Pritchardville Recycling Area



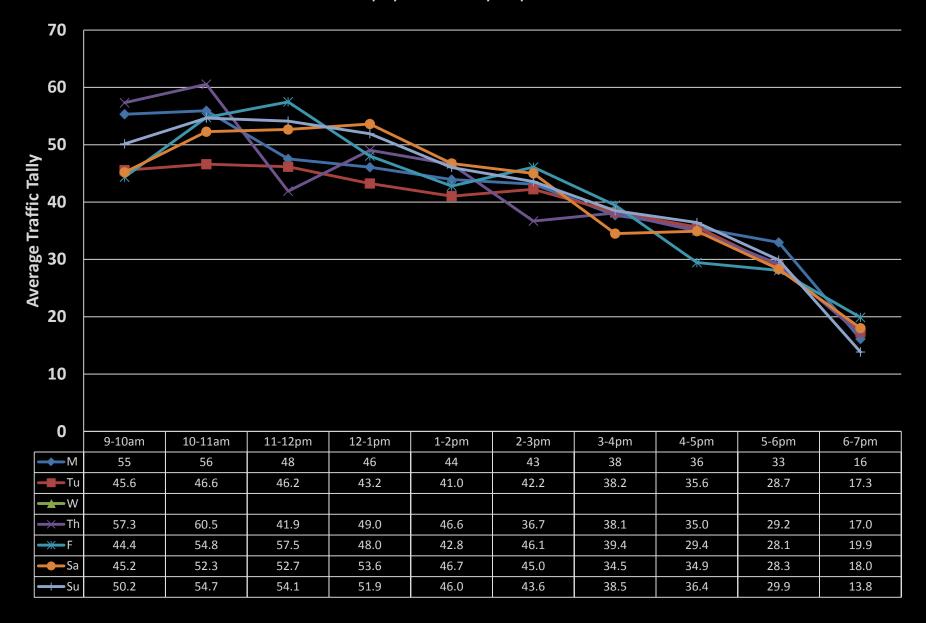
## Gate Convenience Center



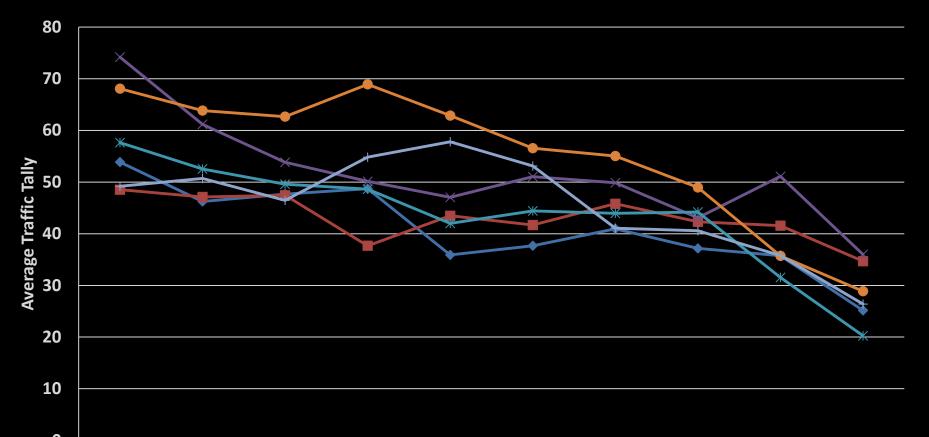
## Gate



### Pritchardville Average Hourly Traffic Tally Data 10/5/2014 – 3/31/2015

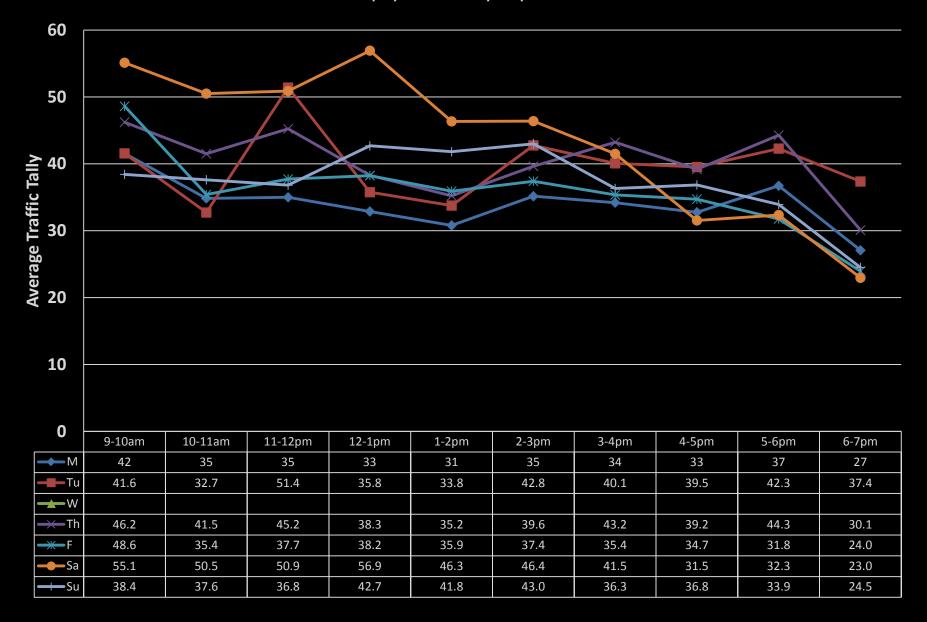


### Gate Average Hourly Traffic Tally Data 10/5/2014 – 3/31/2015



	9-10am	10-11am	11-12pm	12-1pm	1-2pm	2-3pm	3-4pm	4-5pm	5-6pm	6-7pm	
<b>—</b> M	53.9	46.2	47.7	48.7	35.9	37.7	41.0	37.2	35.8	25.2	
Tu	48.5	47.1	47.4	37.7	43.5	41.7	45.8	42.3	41.6	34.7	
<b>—</b> W											
<del>──</del> Th	74.2	61.2	53.8	50.1	47.0	51.0	49.9	43.1	51.1	36.0	
<del>—————————————————————————————————————</del>	57.6	52.5	49.6	48.6	42.0	44.4	44.0	44.2	31.5	20.3	
<b>─</b> ●─Sa	68.1	63.8	62.7	68.9	62.9	56.6	55.0	49.0	35.7	28.9	
<b>→</b> Su	49.2	50.7	46.5	54.8	57.8	53.1	41.1	40.6	35.8	26.4	

### Shanklin Average Hourly Traffic Tally Data 10/5/2014 – 3/31/2015



### Special Waste Collected Convenience Centers FY 15

Month	Packed Cans	Paint PU	Tire PU	Battery PU	E-Waste	
July	347	3919	1143	26	40	
August	495	3861	1355	93	20	
September	618	3671	1274	40	43	
October	463	3768	1189	50	36	
November	231	2736	989	17	17	
December	189	2737	947	137	47	
January	293	3180	917	11	50	
February	355	2759	942	77	19	
March	391	3505	1541	49	39	
April	503	4169	590	74	22	
May	475	4505	925	27	22	
June	437	4201	1224	15	36	
	4797	43011	13036	616	391	

## Hilton Head One Week





#### Overview

In 2009, the Minnesota Pollution Control Agency (MPCA) commissioned a study to develop quantifiable information comparing open and organized municipal solid waste (MSW) and recycling collection systems. The analysis revealed that organized collection systems consistently result in lower overall costs to consumers. In addition, recycling capture rates are typically higher in organized systems. Organized collection also reduces noise pollution, road wear, air emissions and fuel consumption.

In an open collection system, individual customers choose their own waste hauler. In an organized system, waste hauling services are coordinated by a public entity through a competitive bidding process. Nearly 30 percent of the communities in Minnesota have organized MSW and recycling collection systems compared to 72 percent nationally.

Following is a brief summary of the findings. A copy of the complete report, entitled Analysis of Waste Collection Service Arrangements is available on the MPCA website at www.pca.state.mn.us.

#### **Economic benefits**

#### Lower residential service rates

The report found consumers in organized MSW collection cities experience reduced rates compared to non-organized residents. A resident can save as much as \$100 per year by living in a city with organized collection.

For example, the city of Maplewood expects its residents to save \$1.6 million city-wide per year after a recent switch to an organized system. The average Maplewood household will see a 50 percent decrease in trash hauling bills compared to the open collection system.

	Average Monthly Rate						
Collection System	30 Gallon	60 Gallon	90 Gallon				
Open MSW	\$22.64	\$25.46	\$25.46				
Organized MSW	<u>\$14.83</u>	<u>\$16.98</u>	<u>\$22.23</u>				
Difference	\$7.81	\$8.48	\$3.23				
% Change	+34.5%	+33.3%	+12.7%				

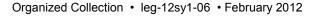
The averages in the table to the right include garbage service, taxes, surcharges and recycling service fees.

#### **Road wear**

Reducing the impact on roads and alleys, by reducing the number of heavy duty vehicles traveling on them is a benefit and goal of municipalities interested in moving from an open to an organized collection system. Organized cities typically have one truck traveling a particular route compared to two to eight trucks per route in an open system. Nearly 86 percent of the road wear in alleys and eight percent of the road wear in high traffic areas is due to garbage trucks.

The potential economic impact of road maintenance costs associated with garbage trucks has been estimated by some city officials. For example, the city of Roseville estimates the cost to reconstruct one mile of seven-ton street at approximately \$500,000. Roseville engineering staff believe the city's streets would last an estimated five to ten years longer if garbage truck traffic was limited. The reduced road maintenance could potentially save each of Roseville's 9,400 single family households \$20 to \$40 per year. This represents a savings of \$188,000 to \$376,000 per year.

Similarly, the city of Oakdale has estimated that reducing the number of MSW haulers from five down to one traveling down an alley would conservatively result in a more than four percent reduction in street maintenance costs per year. With an annual street maintenance budget of \$3 million, Oakdale could save \$120,000 to more than \$300,000 per year.





#### **Environmental benefits**

#### **Recycling rates**

Cities with organized recycling collection systems have a higher rate of recycled materials collected per-household. Reasons include:

- Cities with organized recycling have more control over the details of the system (e.g. materials collected, sorting instructions for residents, collection days and frequency).
- Organized cities also have more control over public education tools and message content – recycling public education campaigns are

Collection System	Pounds recycled materials collected per household per year			
Open MSW and recycling	510			
<b>Open MSW / organized recycling</b>	583			
Organized MSW and recycling	573			
Average for organized recycling	579			

content – recycling public education campaigns are more cost-effective if outreach tools are consistent in message and design and available in several formats (brochures, web pages, public service announcements, etc.).

• Cities with both organized MSW and recycling have the opportunity to reach the same residential audience with multiple service messages. Contacts with residents can address both MSW and recycling issues.

#### **Reduced fuel consumption and emissions**

Creating efficiencies in waste collection activities can reduce both fuel consumption and emissions. Fuel consumption during collection activities in cities with open collection systems is typically much higher than that of cities with organized systems. The numbers below signify the percentage of additional fuel used in these open cities than if they were to switch to an organized system.

- Eagan 216%
- Duluth 294%
- Rochester 250%
- Woodbury 355%
- St. Paul 437%

The number of haulers and their market share can affect overall fuel consumption and emissions. In an open system, trucks from many haulers travel the same alley. In an organized system there may be the same number of haulers, but only one truck travels down each alley, resulting in lower fuel use. Even open cities with one hauler having more than 60 percent of the market share (e.g. Eagan) would see a significant reduction in fuel use by switching to an organized system. A city with many haulers each having a smaller market share (e.g. St. Paul) would realize even greater savings.

Fewer vehicle miles traveled also result in less air pollutant emissions from heavy duty waste/recycling collection vehicles. Public concern has increased regarding human health and environmental impacts of particulate matter and nitrogen oxides which are emitted in large amounts from heavy duty vehicles.

#### Myths of organized collection

#### Organized collection means that there will only be one hauler in the community.

There are many examples of cities that have organized and chosen to use a group of haulers instead. In this situation, the city is zoned to maximize collection efficiency, but each hauler retains a certain market share.

#### Small haulers will never win the contract.

This depends upon the values of the city. If a city chooses to promote local and/or small businesses as criteria in their request for proposal, small haulers have an advantage.

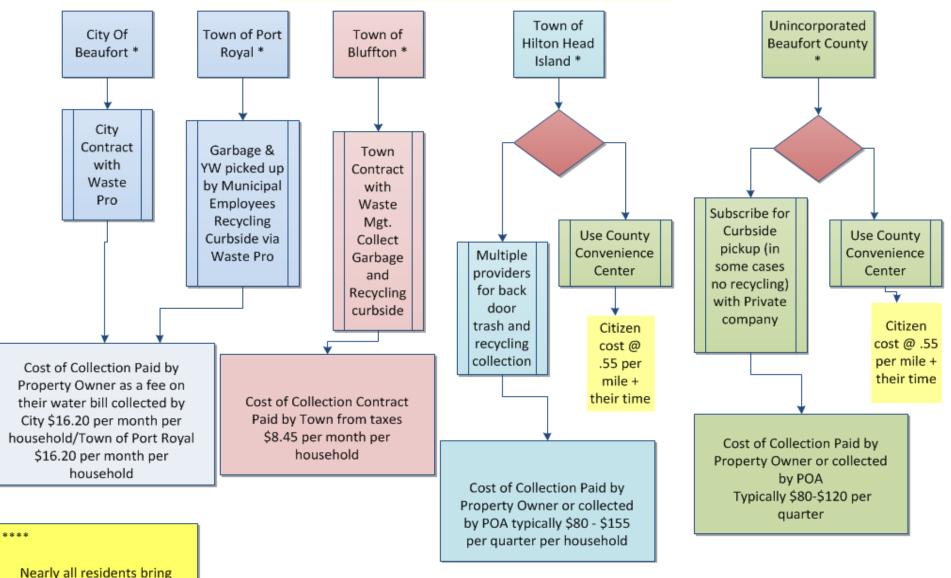
#### Organized collection creates a monopoly.

The most effective method of keeping rates low is to consistently re-bid waste services through and open and competitive process. At the end of the contract period, the public entity reopens the competitive bidding process, to ensure that residents continue to receive the lowest rates available. Effective collection arrangements prevent monopolies and price gouging.

Page 2 of 2



#### **Residential Waste Collection**



waste to Convenience

centers regardless of

location; Yard waste, white goods, bulky items; C&D +

special event waste

#### **Residential Waste Disposal**

Beaufort County Taxes pays for all residential waste disposal generated in the County

### \$2.4 million

Solid Waste & Recycling Cost Comparison

FY 2004	FY 2015
Total Cost \$5,644,718	Total Cost \$5,163,940
Per Capita Cost \$42.47	Per Capita Cost \$29.36

By operating Convenience Centers we are in direct competition with private waste companies that provide waste collection services.

				Beaufort County Solid Waste Annual Total Cost Estimate					ost Estimate					
		Households	Rate		Cost	t Estimate		Annua	l Cost Estimate					
Lity of Beaufort		4616	16.20		\$	897,350.40			\$162					
own of Port Royal		1722	16.20		\$	334,756.80			\$252					
		5050	0.05		<u> </u>	<b>-</b> 00 000 00								
own of Bluffton		5253	9.25		\$	583,083.00			\$101					
own of Hilton Head		13024	90.00		\$	1 600 610 00			\$245					
OWIT OF HILLOIT HEAD		15024	90.00		Ş	4,688,640.00			Ş245					
Unincorporated curbside		6841	90.00		\$	2,462,760.00			\$340					
		0011	50100		<u>Y</u>	_,,		\$	8,966,590.20	Curbside	Collectio	on Total C	ost Estimate	
	Total	31456												
Convenience Centers														
Hauling					\$	750,000.00								
Salaries					\$	885,209.00								
Misc					\$	70,300.00								
Citizen transport		135,000	1,350,000	16200000	\$	5,940,000.00		\$	7,645,509.00	Convenio	ence Cent	<mark>ter Total (</mark>	Cost Estimate	
Disposal														
Hickory Hill					\$	2,100,000.00								
Barnwell Resources					Ş	70,000.00								
Oakwood					\$	120,000.00								
Evergreen					\$	120,000.00								
Pocycling						622E 000								
Recycling						\$325,000								
								\$	19,347,099.20	Beaufort	County	Total Cost	: Estimate	

## Case Study - Santa Rosa County Florida

#### Solid Waste Franchise



# Santa Rosa Cont'd

By offering a franchise to one household solid waste provider residents will receive:

- · Restricted pricing guidelines which will eliminate popup charges and extra fees on your quarterly bill
- · Added convenience of curbside bulky waste, yard waste and recycling pick up in addition to garbage pick up
- · Greater accountability from the provider for damage or clean up
- · Helps alleviate traffic from multiple haulers in subdivisions and helps prevent excess wear and tear on roads
- Mandatory side door collection for the physically handicapped at no charge
- Special services like side door collection service for the non-handicapped, additional containers or bear resistant containers at an additional cost
- Less litter/illegal dumping

The residential curbside solid waste service is not mandatory. Individuals who do not signup for service will be responsible for transporting their household waste, recyclables, yard debris and bulk waste items to the Central Landfill in Milton or the Jay Transfer Station in Jay.

For more information, contact the Santa Rosa County Environmental Department at (850) 981-7135.

### Gwinnett County, GA

- Why did Gwinnett County implement a new garbage plan?
- **Cleaner neighborhoods**: About 20,000 homes previously did not use waste collection services at all.
- Environmental sustainability: A single hauler provides service to each neighborhood, reducing truck traffic and pollution. Now homeowners can recycle <u>35 different materials</u> as part of their regular solid waste pick-up service. State law requires the County to update its solid waste management plan every 10 years and to work toward reducing the solid waste deposited in landfills.
- More efficient and cost-effective: The one-hauler system is more efficient, cost-effective, and better for roads than having multiple trucks crisscrossing neighborhoods. The standard service fee is the same in all districts with the majority of residents seeing a decrease in monthly service fees.

## **Charleston County User Fee**

## **User Fee Information**

The Solid Waste User Fee is the principal funding source for the County's solid waste management programs. The User Fee is applied to individual parcels and is divided into two main categories: Residential and Commercial. The residential User Fee is included as part of the annual <u>Real Property Tax Bill</u>. The commercial User Fee is billed separately and is based on the prior year's volume as reported by the hauler.

Single Family - \$99 per single family residence (includes mobile homes)

**Multi-Family** - \$70 per multi-family unit (i.e. apartments)

Commercial - \$172 per cubic yard of garbage

# Next Steps

- Develop Alternatives and Cost Estimates
  - Fees, taxes, or provider billing
  - Franchise or service districts
  - Pilot first in high traffic urbanized areas
    - Coordinate reduction of convenience center services with roll out of curbside implementation
- Evaluate impact of MS4 requirements on existing centers
- Develop a detailed implementation plan and timeline.
- Revise SWMP and Comprehensive Plan to reflect changes

## **Community Dialogue and Engagement**

- Municipalities
- Survey
- Meetings
- Education
- Website

## Sister County Broadcasting Listed by Council Meeting Start Time

SC County	2014 Pop Est U.S. Census	Start Time Regular Council Meeting	Live Broadcast	Video on Demand
Beaufort	175,852	5:00 p.m.	Yes	Yes
Spartanburg	293,542	5:30 p.m.	No	Yes
Greenville	482,752	6:00 p.m.	Yes	Yes
Richland	401,566	6:00 p.m.	Yes	Yes
Horry	298,832	6:00 p.m.	Yes	Yes
York	245,346	6:00 p.m.	Yes	Yes
Anderson	192,810	6:00 p.m.	Yes	Yes
Charleston	381,015	6:30 p.m.	Yes	Yes
Berkeley	198,205	6:30 p.m.	No	Yes
Dorchester	148,469	7:00 p.m.	No	No

As of November 2, 2015

### **Stu's Thoughts on Council Start Times**

My recommendations are based on making our meetings more convenient for the public and not on any external pressure.

I recommend the following schedule:

5:00 Executive Session (earlier if anticipated to exceed ½ hour)

5:30 Caucus

6:00 Convene

7:00 Public Hearings

8:00 Adjourn unless extended

Impact:

- In the day we typically met from 4:00 to about 8:30
- Today we typically meet from 4:00 to about 6:30
- If adopted we would meet from 5:00 to about 7:30

Over the years we have:

- 1. Added the Consent Agenda and move more work to Committees
- 2. Reduced the Committees from 10 to 5
- **3.** Activated the Executive Committee
- 4. Added the Administrative Consent Agenda
- 5. Added County Channel coverage including Committee Meetings
- 6. Scheduled standing meetings on Mondays afternoons

**Recommended Standing Committee Schedule:** 

1st Monday: Executive (2:00) & Natural Resources (4:00)

2<sup>nd</sup> Monday: Government (3:00) & Council (5:00)

3<sup>rd</sup> Monday: Finance (2:00) & Public Facilities (4:00)

4<sup>th</sup> Monday: Community Services (3:00) & Council (5:00)

Stu Rodman November 9, 2015 Executive Committee