



Beaufort County
Solid Waste and Recycling Board
Special Meeting
Thursday, April 28, 2016
2:00 p.m.
Executive Board Room, Administration Building
100 Ribaut Road, Beaufort
843.255.2735



In accordance with South Carolina Code of Laws, 1976, Section 30-4-80(d), as amended, all local media was duly notified of the time, date, place and agenda of this meeting.

1. CALL TO ORDER 2:00 pm
 - A. Approval of Agenda
 - B. Approval of Minutes – January 28, 2016 ([backup](#))
 - C. Approval of Minutes – March 24, 2016 ([backup](#))
2. INTRODUCTIONS
3. PUBLIC COMMENT
4. UNFINISHED BUSINESS
 - A. Curbside Waste & Recycling Collection
 1. Solid Waste Consultant Report ([backup](#))
 2. Staff recommendation
 3. Recommendation Memorandum from SW Board– to Executive Committee of County Council ([backup](#))
 4. Proposed timeline ([backup](#))
 - B. Board Requests
5. PUBLIC COMMENT
6. ADJOURNMENT
 - A. Next Meeting, May 26, 2016, Executive Board Room, Administration Building, 100 Ribaut Road 2:00 p.m.



Beaufort County Solid Waste and Recycling Board Meeting
Thursday, January 28, 2016 2:00 pm
Executive Conference Room

Attendees:

Dan Duryea, Chairman, District 9 Representative
Kim Corley, District 8 Representative
David R. Uehling, VChair, District 6 Representative
Lamar Taylor, District 1 Representative (Ex-Officio)
Ron Olson, District 4 Representative (Ex-Officio)
Brad Woods, MCRD Liaison
Gary Dukes, MCAS Liaison
James Minor, Solid Waste Manager
Cindy Carter, Solid Waste and Recycling

Absentees:

Ben Wheatley, District 7 Representative
LaShonda Scott, District 5 Representative
Vacant, District 3 Representative (Ex-Officio)
Vacant, District 2 Representative (Ex-Officio)
Eric Larson, Division Director Environmental Eng.
Dave Wilhelm, Public Works Director
John Miller, Solid Waste and Recycling

Guests Attending:

Cynthia Bensch, County Council, District 7

1. **Call to Order:** Chairman Duryea, called the meeting to order at 2:03 pm
 - A. **Agenda:** Chairman Duryea requested a motion to approve the agenda. Dr. Uehling motioned, Ms. Corley seconded, all approved the agenda
 - B. **Minutes:** Chariman Duryea requested a motion to approve the December 3, 2015 minutes. Dr. Uehling motioned. Ms. Corley seconded
2. **Introductions:** All present were introduced. Chairman Duryea recognized Cynthia Bensch, Beaufort County Council
3. **Public Comment:** There was no public comment
4. **Reports:**
 - A. **SW & R Monthly Report – October 2015:**
 - Mr. Minor announced to the Board that Kathryn Madden, Recycling Coordinator, has left her position. There will be a posting on the County website in the near future
 - Mr. Minor consolidated reports in the Board member's packets. October data will not be presented as it is included in the November report to be discussed
 - B. **SW & R Monthly Report – November 2015:**
 - Mr. Minor referenced the data provided. Overall tonnage in Class 3 (Convenience Center and Residential) and Class 2 (Convenience Center) waste has increased - big difference between calendar months November of 2014/2015
 - By District, Hilton Head and Bluffton produce largest amount waste generated
 - Comparative Hauling costs continue to increase (7.68%)
 - Traffic data was presented (color coded) by Convenience Center traffic volume

- Shanklin Convenience Center is under-utilized as a modern design facility
- Older centers continue to have issues with water. Rock was added to the yard at Pritchardville
- Chairman Duryea requested a % difference column for traffic at Centers
- Recycling data for Hilton Head remains incomplete for residential pickup. Centers vs Curbside was recently 50/50 and is now 80/20. With rising costs to haulers for recycling at MRF (\$65/ton), there is a possibility that haulers are opting for landfill disposal
- Fortune link – WM earning decline. Single stream/dual stream discussion. Hopefully this is a temporary cycle and commodity prices will change. Market is depressed
- Revenue is down. Reference new RFP for scrap metal (Charleston Steel)

C. Recycling Events and Convenience Center Updates

- Electronics Event - well attended...40 tons collected in 6 hours
- Shred Event 1/16/16 in Bluffton – two trucks filled by 2 pm
- Working with contractors to secure FY17 dates
- Best Buy will take televisions under 30”
- March 5, 2016 will be the Household Hazardous Waste and Rx collection event. The Sheriff’s office will take Rx year-round if you call non-emergency number

D. Recycling Coordinator’s Report

- No report per vacant position

5. Unfinished Business:

A. Use of Convenience Centers by non county residents.

- 2/1/16 meeting with County Administrator per license plate recognition system
- Bluffton Convenience Center possible pilot site

B. Curbside Waste and Recycling Collection

- Consultant working on information as a response for Executive Committee request
- Decision Tree diagram/flow chart discussed
- Collection efficiency discussed
- As population increases the Convenience Center concept cannot keep up
- Every urban community uses a Curbside system
- Convenience Centers were developed for a rural community only
- Rumors of Convenience Center closing in 2020 – nothing has been determined
- Hauling costs increases, MS4 requirements and storm possibilities all concerns

C. Strategic Plan

- Curbside presentation to Low County Rotary
- Goal is to continue to solicit opportunities to increase understanding in the community
- Video – Integrated Solid Waste Management (1994)
- Beaufort was rural but that has changed considerable in last 20 years

D. Board Requests

- None at this time

6. New Business:

A. Board Vacancies

- Town of Hilton Head may utilize an Experience Green member

B. Press Releases

- Copies provided to Attendees
- Dr. Uehling inquired per response opinion to recent articles from the public
- Meeting with current hauler indicates Wednesday closure of Centers is required for pulling containers from weekend backlog

7. Public Comment: There was no Public Comment

8. Adjournment – The meeting ended at 3:05 pm. The next regular Board meeting will be held March 24, 2016, in the Executive Conference Room, Administration Building, 2:00 pm

cc: Mr. Gary T. Kubic, County Administrator
Miss Suzanne Rainey, Clerk to Council



Beaufort County Solid Waste and Recycling Board Meeting
Thursday, March 24, 2016 2:00 pm
Executive Conference Room

Attendees:

Dan Duryea, Chairman, District 9 Representative
Kim Corley, District 8 Representative
Ron Olson, District 4 Representative (Ex-Officio)
Gary Dukes, MCAS Liaison
Shawn Iams – SC DHEC Liaison
Jim Minor, Jr., Solid Waste Manager
Cindy Carter, Information Coordinator/Data Analyst

Absentees:

David R. Uehling, VChair, District 6 Representative
LaShonda Scott, District 5 Representative
Ben Wheatley, District 7 Representative
Brad Woods, MCRD Liaison
Lamar Taylor, District 1 Representative (Ex-Officio)
Vacant, District 2 Representative (Ex-Officio)
Vacant, District 3 Representative (Ex-Officio)
Eric Larson, Director of Environmental Engineering
Dave Wilhelm, Public Works Director
John Miller, Supt. Solid Waste & Recycling

Due to lack of a quorum, this was not an official meeting. Reports delivered were for information only.

The information was televised for viewing opportunities for those absent and the public.

A special Board meeting may be called April 28, 2016, per the consultant's report on curbside collection.

The next regular board meeting will be Thursday, May 26, 2016, in the Executive Conference Room.

cc: Mr. Gary T. Kubic, County Administrator
Miss Suzanne Rainey, Clerk to Council



COUNTY-WIDE SOLID WASTE COLLECTION IN BEAUFORT COUNTY

EVALUATION OF ALTERNATIVES

Final Report

March 2016

Prepared by A. Goldsmith Resources, LLC

COUNTY-WIDE SOLID WASTE COLLECTION IN BEAUFORT COUNTY

EVALUATION OF ALTERNATIVES

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COUNTY-WIDE SOLID WASTE COLLECTION IN BEAUFORT COUNTY

EVALUATION OF ALTERNATIVES

EXECUTIVE SUMMARY

In a July 2015 memorandum, the Beaufort County Solid Waste and Recycling Board recommended 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.” This was not the first time county-wide curbside collection had been considered by the County. Both the 2010 Beaufort County Comprehensive Plan and the 2013 Beaufort County Solid Waste Management Plan proposed that the County Convenience Centers be reduced and consolidated and that curbside collection be expanded to increase efficiency.

In response to these recommendations, Beaufort County retained A, Goldsmith Resources, LLC to evaluate alternatives for transitioning to a county-wide residential curbside collection system. Specifically, this report considers the County’s options in four overarching issues related to county-wide curbside collection. These are: 1) the minimum level of service to be provided to all residents; 2) the role of the County in overseeing the county-wide collection system; 3) the best way to reduce and consolidate convenience centers; and 4) how county solid waste management costs are funded. County staff considered the findings of this evaluation and selected an approach to recommend to County Council presented in the final section of this report.

Minimum Level of Service - What should be collected from all residential properties and with what frequency?

The Board recommendation suggests that at a minimum, residents should receive curbside collection of “waste and recyclables”. Solid waste (or garbage) would be collected weekly, while recyclables could be collected weekly or every other week. Weekly collection of recyclables generally results in higher participation and diversion rates, but may cost more. Other items typically collected at the curb include yard trimmings, such as leaves, grass, and small branches, and bulky items, such as furniture and appliances. These items may be collected weekly, every other week, seasonally, or on-call.

Residents must have a convenient option to dispose of items that are not collected at the curb as part of the minimum level of service to reduce the chance of illegal disposal. This could include curbside collection for an additional fee or delivery to a drop-off location. Collecting materials at the curb is more convenient for residents than delivering materials to a drop-off site so collecting materials at the curb, as part of the minimum level of service (i.e., for no additional fee) is likely to discourage illegal disposal. However, operating multiple vehicles to collect items separately increases costs. Beaufort County will have to balance convenience with costs as it stipulates a *minimum level of service* for its county-wide curbside collection program.

County Oversight – What role should the County play in providing all residents with curbside collection?

The County has several alternatives to ensure that all residential properties have the minimum level of curbside collection service, including those listed below.

- *Non-exclusive franchise agreements* in which the County enters into franchise agreements with multiple haulers in a given area and directs the resident to arrange for service with one of the franchisees. The resident also negotiates the rate and pays the franchisee directly for service.
- *Exclusive franchise agreements* in which the County selects a single hauler (per area) and negotiates rates with the hauler for the minimum level of service and for any additional services offered and directs residents to arrange for service with that franchisee and pay the franchisee the rate negotiated by the County.
- *County contract* in which the County enters into a contract with one or more haulers, collects the fee from residents and pays the contracted hauler(s).
- *County collection* in which the County purchases vehicles, hires employees, collects waste from residents, and collects payment from residents.

Table ES-1 compares some of the key characteristics of these alternatives.

Table ES-1 Comparison of County-Wide Collection Alternatives

	Change from current system	Resident choice of hauler	Ability to ensure county-wide collection	County investment
Non-exclusive franchise	Medium	High	Low	Low-Medium
Exclusive franchise	Medium-High	Low	Medium	Medium
County contract ¹	High	Low	High	Medium-High
County collection	Highest	Low	High	Highest
1 This could include piggybacking on existing municipal collection programs for some or all residents.				

Future of Convenience Centers – What activities should continue once all residents have curbside collection?

One of the stated objectives of moving toward county-wide curbside collection is to “reduce and consolidate” the County’s convenience centers. This could entail a change in what is collected at the convenience centers, reducing the number of convenience centers, or reducing the hours that the convenience centers operate.

When all residents have curbside collection of solid waste, Beaufort County may want to eliminate solid waste collection at some or all of the convenience centers, which would significantly reduce costs of operating the centers. Eliminating the collection of solid waste at the convenience centers may free up space and other resources to collect items that are not currently collected. The County may want to continue to accept all recyclables at some or all of the convenience centers or only those recyclables that are not collected at the curb. Similarly, if yard trimmings and bulky items are not included in the minimum level of service provided at the curb, the County may want to accept these items at convenience centers. The County may want to expand the materials collected at one or more of the centers once space and other resources are freed up by eliminating solid waste collection. For example, one or more of the convenience centers could accept a wider range of household hazardous waste or operate a swap shop for reusable items. Offering a collection location for items that are not collected at the curb, especially if these items are accepted for no or minimal cost, will reduce the likelihood of illegal disposal.

Once the convenience centers are no longer used as the primary disposal options for residents, the County could reduce the number of centers and/or the hours of operation at the centers. Although the County is likely to face

some objection from citizens that have grown accustomed to have the convenience centers nearby and open full-time, operation of 11 centers is redundant and costly when all residents have curbside collection of solid waste.

Funding – How will the cost of universal curbside collection and other county solid waste costs be funded?

Under the current system, residents in the unincorporated County with curbside collection pay their hauler directly for collection while the cost of disposal is covered with revenue from County property taxes. In addition to recommending curbside collection, the Solid Waste and Recycling Board's July 2015 memorandum recommended "that the County suspend the practice of paying for waste disposal other than waste collected from County Convenience Centers, effective July 1, 2016."

Transitioning to a county-wide curbside collection system offers the opportunity to change how disposal costs, and all of the County's solid waste management costs, are covered. As part of the transition to a county-wide curbside collection system, the cost of disposal could be incorporated into the fee charged directly to the resident for collection, either by the franchisee or by the County (under a County contract or County collection system).

The County would still incur solid waste management costs, such as operation of the consolidated convenience centers; collection of items that are not collected at the curb; enforcement of illegal disposal and other ordinances; public education and outreach; solid waste planning and reporting; and administration of franchisees or contractors. In a franchise system, these activities could be covered, in part, by a fee collected from residents by the franchisee and remitted to the County as a term of the franchise agreement. Some or all of these costs could also continue to be funded through general revenues and/or by an annual or quarterly assessment collected by the County.

Recommended Approach

After reviewing the evaluation presented in this report, County staff recommends the following approach for each of the four areas considered.

- *Minimum Level of Service:* Weekly curbside collection of solid waste (backdoor service offered for an additional fee); weekly curbside collection of single-stream recyclables; and quarterly collection of bulky items (appliances, furniture, etc.).
- *County Oversight:* County-wide exclusive franchising by Solid Waste District, phased in starting with the more densely populated areas.
- *Future of Convenience Centers:* Phase out collection of MSW at convenience centers as universal curbside collection becomes available. Consolidate centers and repurpose remaining convenience centers as recycling and diversion centers.
- *Costs and Funding:* Incorporate residential solid waste disposal costs into the fee charged by franchised haulers to customers and have haulers pay disposal facility directly. Collect franchise fee to cover administrative costs associated with residential curbside collection. Continue to fund other county solid waste management costs that benefit all County residents and businesses through general revenues.

INTRODUCTION

Beaufort County, South Carolina has no county-wide collection system for residential solid waste. Although residents in the City of Beaufort, Port Royal and Bluffton have curbside collection of solid waste and recyclables, residents of the Town of Hilton Head and those in the unincorporated county must either arrange for collection service independently or through a homeowner's association or deliver their solid waste to one of the County's 11 convenience centers.

This system of residential solid waste collection has its limitations, especially with the population increase that Beaufort County has experienced.¹ Together, the 11 convenience centers receive an average of 150,000 visitors per month. Most are not designed to handle this level of traffic and, as a result, operation of the centers as currently designed poses safety and environmental concerns. The lack of county-wide curbside collection encourages illegal disposal, both by residents themselves and by those hauling solid waste and other materials without a permit to do so.

These concerns led the Solid Waste and Recycling Board of Beaufort County to make the following recommendation to the County Council in a July 2015 memorandum (included as Appendix A).

“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 and recycling by 2020.”

The proposal to move toward county-wide curbside collection in Beaufort County is not new. Both the 2010 Beaufort County Comprehensive Plan and the 2013 Beaufort County Solid Waste Management Plan proposed that the County Convenience Centers be reduced and consolidated and that curbside collection be expanded to increase efficiency.

To determine the best way to proceed with implementing this recommendation, the Beaufort County Council retained A. Goldsmith Resources, LLC (AGR) to evaluate alternatives. This report evaluates alternatives on four issues related to county-wide residential collection:²

- the minimum level of service all residents should receive in a county-wide curbside collection program;
- the role of the county in overseeing county-wide curbside collection;
- how to reduce and consolidate convenience centers as all residents in the county receive curbside collection; and
- the approach to funding a county-wide curbside collection system and other county solid waste management costs.

MINIMUM LEVEL OF SERVICE

One of the first considerations in designing a county-wide collection system is the minimum level of service residents should receive. In a county-wide curbside collection system, the County would define the minimum level of service that all residents must have and residents could opt for additional services that meet their individual needs.

¹ According to the U.S. Census Bureau, Beaufort County's population increased by 50% from 1990 to 2014.

² This report addresses residential units in the unincorporated County, since the municipalities have authority for collection within their borders.

At a minimum, all residents would receive weekly collection of solid waste (garbage) at the curb.³ Back door service could be provided for those residents that demonstrate that are not physically able to get their garbage to the curb.⁴ The recommendation from the Solid Waste and Recycling Board, as well as County planning documents, suggests that the minimum level of service would also include curbside collection of recyclables, which is likely to be necessary to meet county and state waste reduction and recycling goals.⁵ The County may also choose to include collection of yard trimmings and collection of bulky items (appliances and furniture) in the minimum level of service provided to all residents.

Curbside collection is the most convenient way to collect all materials. Even when a resident has an alternative, such as delivery to a convenience center or curbside collection for an additional cost, some may be inclined to illegally dispose of material that is not conveniently collected at the curb. This is a reason to maximize the number of items collected at the curb. However, increasing the number or frequency of items collected at the curb increases costs. Ultimately, the minimum level of service selected by the County must balance convenience with costs.

Table 1 shows the most common items collected at the curb and how often these items are typically collected. For those items that are not collected at the curb, or are collected with limited frequency, a convenient alternative is recommended to reduce the potential for illegal disposal. This may include offering curbside collection for these items for an additional fee and/or collecting them at the county convenience centers.

Table 1 Options for Minimum Level of Service, Items Collected and Frequency of Collection

Item	Typical Frequency
Solid Waste (Garbage)	Weekly
Recyclables	Weekly Every other week
Yard trimmings ¹	Weekly Every other week (some alternate with recyclables) Seasonally By subscription only (for extra fee)
Bulky items (appliances, furniture, etc.)	Weekly (whenever set out) On-call as part of base service Quarterly, semi-annually, or annually On-call for a fee
1 Yard trimmings are banned from disposal in Class III landfills in South Carolina and so must be collected separately from garbage.	

Table 2 shows the level of service (materials collected and the frequency of collection) in municipalities in Beaufort County and in representative counties in South Carolina and Georgia. A comprehensive table describing solid waste collection and funding approaches in these communities is included as Appendix B.

³ A handful of communities with very aggressive waste reduction, recycling, and composting programs, including Tacoma, Washington and Portland, Oregon only provide garbage collection every other week.

⁴ Backdoor service could also be offered to residents for an additional fee but would not be considered a minimum level of service for able-bodied residents.

⁵ The State of South Carolina has a goal to recycle 40% of MSW generated by 2020 and to reduce disposal of MSW to no more than 3.25 pounds per person per day by 2020.

Table 2 Associated Level of Service in Benchmark Communities

Local Government	Population ¹ (2014)	Arrangement
Hilton Head	40,075	Weekly garbage Weekly recyclables
Beaufort (City) Port Royal	13,139 11,870	Weekly garbage Weekly recyclables
Athens-Clarke (GA) ²	120,938	Weekly garbage Weekly recyclables
Augusta-Richmond (GA)	196,741	Weekly garbage Weekly recyclables Weekly yard trimmings Weekly bulky items
Berkeley (SC) ⁴	198,205	Weekly garbage Every other week recyclables
Camden (GA)	52,027	Weekly garbage Weekly recyclables
Charleston (SC)	381,015	Weekly garbage Weekly yard trimmings On call bulky items (no more than every other week) Every other week recyclables (by County, county-wide)
Gwinnett (GA)	877,922	Weekly garbage Weekly recyclables Weekly bulky items
Lexington (SC)	277,888	Weekly garbage Every other week recyclables On call bulky items (no more than monthly)
Macon-Bibb (GA)	153,905	Weekly garbage Weekly recyclables Weekly yard trimmings Weekly bulky items
¹ Estimated 2014 population, U.S. Census Bureau Quick Facts. County population includes entire county population including municipalities.		

COUNTY OVERSIGHT

Currently, Beaufort County plays a limited role in overseeing curbside collection. Residents of the unincorporated County are not required to have curbside collection at all. Private haulers operating in the county are required to secure a permit to operate, however, it is likely that many do not. Permitted haulers are required to submit monthly reports identifying the number of customers and tons collected but many do not adhere to these requirements either. Typically, the County does not impose any penalties or revoke hauler permits due to non-compliance with these requirements.

Many of the pitfalls of the current system would only be addressed if every residential property in Beaufort County received the minimum level of curbside collection service. As long as residential curbside collection remains a choice

and only residents that choose to have curbside service pay for the service, at least some of the convenience centers are likely to have more visitors than they are designed to handle, some residents and unpermitted haulers will continue to dispose of solid waste illegally, and residents will not realize the economies of scale that may be available if all residents paid for and received the service. However, requiring all residential property owners to have at least the minimum level of service is a significant change from the current system and one that is likely to require changes to county ordinances. Moving to county-wide curbside collection for residential may be easier to phase in over time than to implement all at once.

Regardless, the County will need to assume more of a role in overseeing collection as it moves toward county-wide curbside collection and there are many ways to accomplish this. This section addresses alternatives for the role of the County and the role of the private haulers in a system in which every single family residential unit eventually receives the minimum level of curbside service.

NON-EXCLUSIVE FRANCHISES

In a non-exclusive franchise system, the County enters into franchise agreements with more than one hauler, giving them the right to offer curbside collection in a given area. The franchise agreements would specify, among other terms, the minimum level of service that must be provided to every resident. The designated franchisees would compete for residential customers in that area but to retain their franchise agreement, would have to comply with the terms of their franchise agreements with the County. One of these terms could be the requirement to submit periodic reports that include a customer list. If the County required that all residential properties have curbside service, the County could use the franchisee reports to ensure all residents were complying with this requirement. Required reports from franchisees could also include the tons of solid waste, recyclables, and other materials collected which could be used in submitting required reports to South Carolina DHEC. The County could collect a franchise fee based on gross revenue or the number of customers, to support its administrative and other solid waste management costs.

In many communities that have franchised haulers (exclusive or non-exclusive), residents are not required to have curbside collection. If the County chose to take this approach, non-exclusive franchises would result in a collection system that is similar to the current permit system, that is, residents would still retain a choice of haulers, albeit fewer choices, and some would continue residents may not comply with the requirements to arrange for collection with a franchisee and opt out of curbside collection altogether.

ADVANTAGES

This approach requires the least amount of change from the current system. Residents that prefer to choose their own hauler will still have some choice, although depending on the number of franchises granted, the choice may be more limited than in the current system. If the County issues multiple franchise agreements, it can retain existing haulers that have consistently met existing permit requirements so that fewer would be excluded. A final advantage is that a franchisee fee which could be collected as part of this alternative offers a consistent source of revenue to administer the franchise system and to cover the impact of private collectors on county infrastructure.

DISADVANTAGES

This alternative would present the greatest challenge to ensuring that all residents indeed have curbside collection. The County would have to invest resources to ensure that all residents have secured service (possibly based on reports by the franchisees) and impose penalties for residential property owners that do not comply. Similarly, the

County will need to monitor franchisees to ensure that they comply with the terms of the franchise agreements and penalize or revoke franchise agreements for those that do not.

With non-exclusive franchise agreements, residents may pay higher rates than with exclusive franchises or county contracts. Non-exclusive franchisees have no guarantee how many customers they will serve in a given area so it is less potential benefit from the economy of scale associated with a single hauler serving all residences in a given area. In addition, rates may not be specified in non-exclusive franchise agreements, so there is no assurance what residents will pay and that the rates will be consistent across the County. Finally, with non-exclusive franchises, more haulers may operate in the same geographic area than with exclusive franchises or contracts. This additional traffic in neighborhoods increases the likelihood of accidents and increases vehicle air emissions and impact on roads and other infrastructure.

Non-Exclusive Franchises

Summary: County issues franchise agreements to multiple haulers in a given area.

Advantages: Some residents may appreciate the choice of hauler.
Fewer haulers likely to be excluded.
Least change from current system.

Disadvantages: Limited potential for lower residential fees since less potential economies of scale.
No consistency in rates assured.
Does not limit traffic and associated impacts.
Challenging to ensure all residents have curbside service.

County Investment: 1 FTE to manage franchisees and to ensure compliance by residents

EXCLUSIVE FRANCHISES

With exclusive franchises, the County enters into an agreement with a single hauler to offer the minimum level of service to all residents within a given area. This area may be the entire county, a single solid waste district or something in between. Typically, an exclusive franchise agreement would include a negotiated price for all residents in that area. Residents would pay the franchisee the rate negotiated by the County. As with non-exclusive franchises, the County could collect a franchise fee based on gross revenue or the number of customers, to support its administrative and other solid waste management costs.

Some communities enter into exclusive franchise agreements even if they do not require residents to have curbside collection. They may do this to ensure that residents have access to a specified level of service for a guaranteed price or to limit collection vehicle traffic in an area. This approach may benefit residents with consistent service, fewer vehicles, and lower rates, but it will not achieve the goal of county-wide collection.

ADVANTAGES

If the County requires all residents to have curbside collection, it would be easier to ensure that all residents subscribe to curbside service with exclusive franchises than with non-exclusive franchises. If a resident is not receiving collection service from the one franchisee operating in a designated area, then the County could assume that they are not receiving curbside collection service at all. Also, with fewer franchisees, the County is likely to expend less effort to monitor performance of the franchisees.

If the County negotiated a rate with exclusive franchisees, all residents within a given area would be guaranteed the minimum level of service at a guaranteed price. Because franchisees would be assured of a given number of customers in a designated area (assuming all residents are required to have collection) then the rate per customer is likely to be lower than with non-exclusive franchisees. Finally, one hauler per district would reduce the number of collection vehicles operating in a given area and the associated impacts on infrastructure, safety, and the environment.

DISADVANTAGES

This approach would result in a bigger change to the current system than non-exclusive franchises since only one hauler would retain the right to operate in a given area. Some residents and/or homeowner associations currently contracting for service may object to no longer choosing their hauler. Some haulers may be excluded. However, some communities have included provisions to incentivize the inclusion of existing or small haulers as part of the franchise selection process.

If the County chooses to enter into exclusive franchise agreements and require all residents to receive curbside collection, it will need to dedicate resources to ensure that all residents are indeed participating in the mandatory, universal collection system and to enforce the requirements that they do so.

Exclusive Franchises

Summary:	County issues franchise agreements to one hauler per area to provide minimum level of service to residential customers.
Advantages	<p>Easier (than non-exclusive franchises) for residents without service to comply since County provides franchise agreement and terms.</p> <p>County negotiates fees so rates are likely to be lower and the same for all residents in given area.</p> <p>County has more oversight of franchisees (than permit holders) to ensure performance and submission of necessary reports.</p> <p>Less vehicle traffic in neighborhoods than with non-exclusive franchises.</p> <p>Easier to ensure participation by residents through franchisee reports (assuming resident participation is a requirement).</p>
Disadvantages:	<p>Some residents may prefer to retain choice of hauler.</p> <p>Some haulers may be excluded.</p> <p>County must dedicate resources to ensuring franchisee performance, reporting, etc.</p> <p>County must be committed (and dedicate resources to) enforce requirement that all residents participate for this approach to result in county-wide collection.</p>
County Investment:	1-2 FTE to administer franchise agreements, review reports, ensure residents comply, address customer complaints

COUNTY CONTRACT

In this approach, the County enters into a contract with one or more haulers (but only one per area) to provide the minimum level of service to all residents in the unincorporated county. The County bills all residents for service and pays the contracted hauler directly. Typically, the County would add a fee to the contractor's monthly rate to cover administrative costs and other solid waste management costs of the County.

If the County takes this approach, it may first consider the potential of piggybacking on existing municipal contracts, that is, determine whether municipalities and their contractors may consider expanding their service area to cover some or all of the unincorporated county. The terms and rates associated with this approach would need to be compared to the potential terms of an independent County contract.

ADVANTAGES

Since the County arranges for the service, this approach makes it easier for those that don't have curbside collection service now to comply since they don't have to make arrangements with the hauler, as they would with a franchise system. This approach ensures all residential properties receive curbside collection and thus the cost of service is spread equitably among all properties. As long as the County sets rates that cover the curbside collection, disposal and all other county solid waste management activities, revenue to support these activities should be relatively assured.

With a contract, the County would have more control over the services offered and the fee paid by residents. It is likely that the cost paid to the hauler would be lower since the haulers would be assured of certain amount of revenue. Also, in this system, since the County would bill residents, the hauler's rates would not include the cost of billing and collecting payments. The County would have more oversight over containers, public outreach and education, and other program characteristics resulting in a more streamlined and county-branded program. As with exclusive franchises, collection vehicle traffic, and the associated safety, environmental, and infrastructure issues would be reduced.

DISADVANTAGES

This approach requires significantly more involvement (and thus investment) on the part of the County. The County would need to solicit bids, select haulers, negotiate agreements, notify residents, send bills, collect payment (assuming the risk of non-payment), and monitor performance of the contractor(s). As with franchise agreements, some residents may object to not having their choice of hauler, especially those that already have curbside collection. In addition, some haulers are likely to be excluded if the County hires a contractor(s) although as described above, the County could incentivize inclusion of small or existing haulers in the bid process.

County Contract

Summary:	County contracts with haulers to provide minimum level of service. County bills residents and pays contracted haulers.
Advantages:	Relatively easy to ensure compliance. Rates charged by hauler likely to be lower if all residences in service area included. County can add fee to cover some or all of its solid waste management costs. County has more oversight to ensure performance and submittal of necessary reports. Less vehicle traffic in neighborhoods.
Disadvantages:	Significant expansion of County responsibility Some residents may prefer to retain choice of hauler. Some haulers may be excluded.
County Investment:	2 FTE to manage contracts, review reports, address customer complaints, bill customers and collect payment

COUNTY COLLECTION

This approach requires the most investment by Beaufort County. The County would purchase vehicles, solid waste and recycling carts, and hire supervisors, drivers, and collectors to serve all single-family residents of the County. The County would also contract with processing, transfer, and/or disposal facilities. County collection would offer the County the most control over the solid waste management system. However, it would also entail significant investment. For this reason, the County is not considering this approach further at this time.

SUMMARY

Table 3 compares several key features of the four alternatives to County oversight described above. Figure 1 shows a flow chart indicating the questions decision makers may ask to evaluate which alternative is best for Beaufort County.

Table 3 Comparison of County-Wide Collection Alternatives

	Change from current system	Resident choice of hauler	Ability to ensure compliance	County investment
Non-exclusive franchise	Medium	High	Low	Low-Medium
Exclusive franchise	Medium-High	Low	Medium	Medium
County contract ¹	High	Low	High	Medium-High
County collection	Highest	Low	High	Highest

¹ This could include piggybacking on existing municipal collection programs for some or all residents.

Table 4 shows the collection alternatives being used in the City of Beaufort and Port Royal and in benchmark counties.

Figure 1 Decision Flow for Selecting County-Wide Collection Alternatives

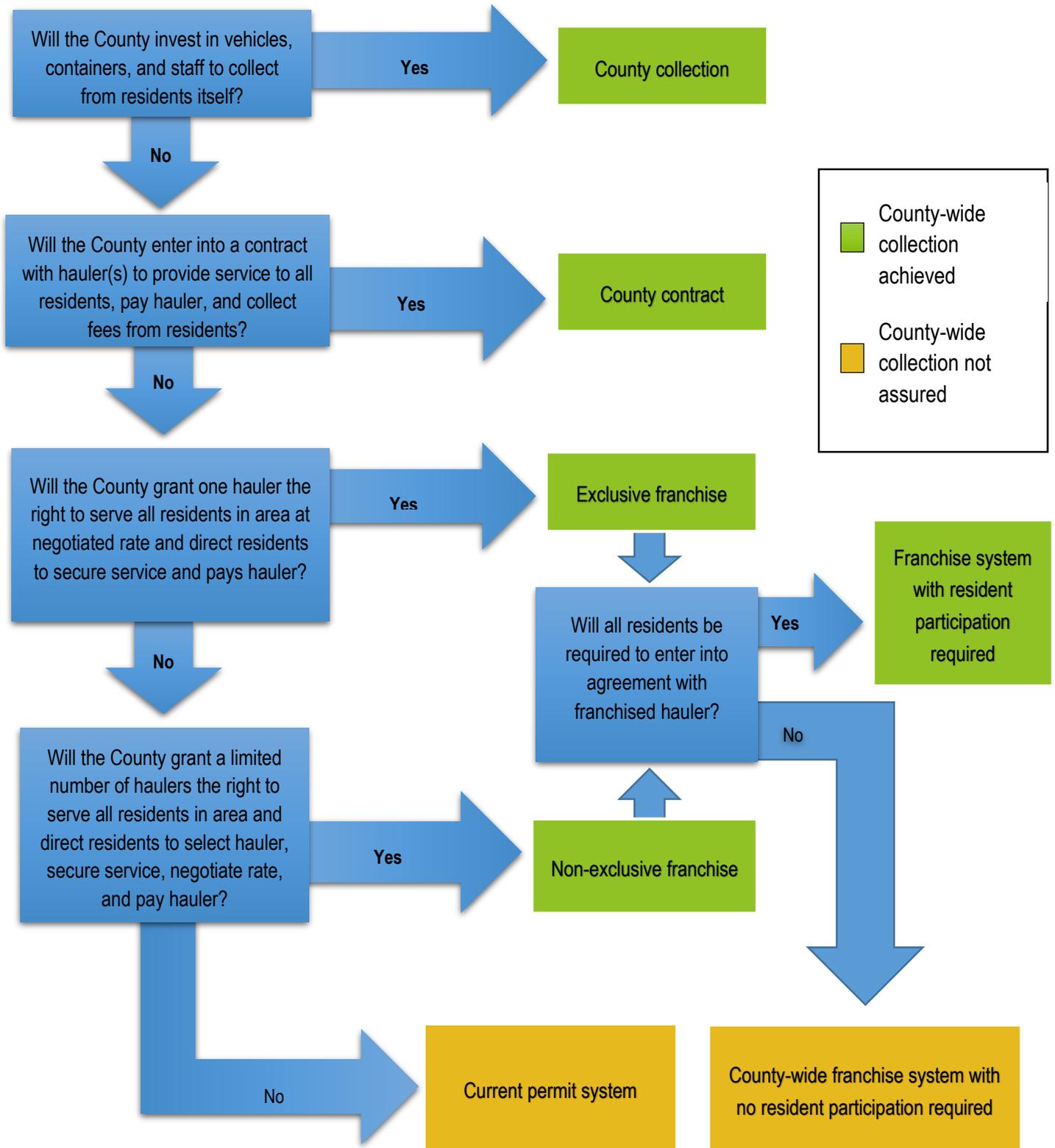


Table 4 Solid Waste Collection Arrangements in Benchmark Communities

Local Government	Arrangement (number of franchisees/contractors)	Resident participation required?	How is customer billed?
Hilton Head	Open system	No	By hauler
Cities of Beaufort Port Royal	City contract	Yes	By City on water bill
Athens-Clarke (GA) ¹	Non-exclusive franchises (7)	No	By hauler
Augusta-Richmond (GA)	Contract (3)	Yes	County bills annually on property tax
Berkeley (SC) ²	Exclusive franchise (1)	No	By hauler
Camden (GA)	Contract (1)	Yes	County bills quarterly
Charleston (SC) ²	Exclusive franchise (1)	No	By hauler for solid waste, yard trimmings, bulky items
Gwinnett (GA)	Contract (5)	Yes	County bills annually
Lexington (SC) ²	Exclusive Franchises (2)	No	By hauler
Macon-Bibb (GA)	Contract (1) – MSW/ yard trimmings Co. collection for recyclables/bulky	Yes	County bills quarterly

1 Athens-Clarke County Solid Waste Department collects from 9,640 residential units in the urban area while private haulers are required by a non-exclusive franchise agreement to offer the same level of service elsewhere but establish their own rates.
2 Only offered in selected areas

FUTURE OF CONVENIENCE CENTERS

One of the objectives of moving toward county-wide curbside collection is to “reduce and consolidate” the County’s convenience centers. Such an extensive network of convenience centers may not be needed once all residents have curbside collection of solid waste. The resources currently dedicated to collecting solid waste at 11 centers can be used to expand and repurpose remaining centers to focus on diversion and recycling. This could be done by changing what is collected at the convenience centers, reducing the number of convenience centers, or reducing the hours that the convenience centers operate. Decisions about how to consolidate convenience centers may be influenced by the outcome of the County’s evaluation to identify whether upgrades to particular convenience centers are required to comply with regulations associated with municipal separate storm sewer systems (MS4).

MATERIALS COLLECTED AT THE CONVENIENCE CENTERS

If the County successfully ensures that all residential properties receive weekly curbside collection of garbage, then it would not be necessary to collect solid waste at the convenience centers, although some residents may prefer to have that option available. Eliminating solid waste collection at most or all of the convenience centers would reduce the cost of operating the convenience centers by millions of dollars each year. However, if the County chooses to continue accepting solid waste at some or all of the convenience centers once county-wide curbside collection is available, then the potential for savings may be limited.

On the other hand, even if recyclables like paper and metal, plastic, and glass⁶ are collected in the curbside program, the County may want to continue to collect these materials at convenience centers. This would allow multi-family residents or businesses that may not have on-site collection of recyclables to have a place to deliver these items. Making recycling as convenient as possible for all generator types will help the County achieve waste reduction and recycling goals. If yard trimmings (leaves, grass, and small branches), appliances (which are banned from disposal) furniture, and other bulky items are not included in the curbside program or if they are only collected on a periodic basis or for an additional fee, the County may want to accept these at the convenience centers.⁷

If the County no longer accepts residential solid waste at some or all of the convenience centers, additional space, equipment, and staff may be available to expand the list of items accepted at some of the convenience centers. For example, the County may want to convert convenience centers to diversion and recycling centers, also called “Centers for Hard to Recycle Materials” (CHaRM) in some communities. Such a facility could accept items that are not collected in the curbside program and/or cannot be disposed with solid waste. Some of these may include the following (those items that are currently collected at some or all of the centers are marked with an asterisk):

- Tires*⁸
- Household hazardous materials⁹
- Fluorescent bulbs
- Electronics¹⁰
- Lead acid batteries¹¹ *
- Used oil and oil filters¹²*
- Scrap metal*
- Polystyrene
- Film plastic
- Selected construction and demolition materials
- Mattresses
- Textiles
- Other items for reuse.

Before accepting these materials, the County should ensure that they can be collected and delivered to a market (or appropriate disposal facilities if no recycling alternative is readily available) at an acceptable cost. This may mean that the County phases in the collection of some of these items over time.

REDUCING THE NUMBER OR OPERATING HOURS OF CONVENIENCE CENTERS

Currently, the County operates 11 convenience centers that together, are open 667 hours per week¹³ and receive an average of 150,000 visits per month. Several of the convenience centers need costly upgrades to address environmental and safety concerns.

⁶ At the time this report was prepared, several single-stream programs in the southeast were excluding or discouraging the inclusion of glass bottles and jars in their curbside collection programs due to processing issues and weak markets. Quite a few of these programs were adding or increasing glass collection capabilities at their convenience centers instead of including it in their curbside programs.

⁷ Yard trimmings and appliances are currently accepted at some centers.

⁸ Whole tires are banned from disposal currently collected at the convenience centers and transported to a permitted central collection site, the Beaufort County Tire/Baler Building. The waste tires are then transported for recycling by SCDHEC registered haulers.

⁹ Currently the County works with citizen groups to hold one day events and the Town of Hilton Head holds an annual collection event.

¹⁰ Electronics are banned from landfill disposal and currently collected in one-day events in the county.

¹¹ Lead-acid batteries are banned from landfill disposal

¹² Used oil is banned from landfill disposal

¹³ Seven of the centers are open six days per week while the other four are open four days per week. The centers are 11.5 hours each day they operate.

If the convenience centers are no longer used as a primary disposal option for residents, the County could reduce the number of centers and/or the hours of operation without increasingly the likelihood of illegal disposal. Although the County is likely to face some objection from citizens that have grown accustomed to have the convenience centers nearby and open full-time, the current level of operation of 11 centers is a costly proposition when all residents have curbside collection of solid waste. Residents can hold onto recyclables or other items for a couple of days without posing a health risk or usually, a tremendous inconvenience.

The County may want to consider several factors when it decides which facilities could be consolidated or operate on reduced hours. These may include the degree to which the centers are used now; the capital costs required to upgrade the centers to meet environmental and safety needs (including upgrades related to MS4 permitting); and the distance from other convenience centers. If the County phases in curbside collection by area (e.g. solid waste districts), it may want to reduce or consolidate operations at the convenience centers located where curbside solid waste collection becomes available. For example, as all residents in solid waste districts 6, 7 and 9 receive weekly curbside collection of solid waste and recyclables, the County may want to stop accepting solid waste at Gate, Shanklin, Bluffton, and Pritchardville convenience centers, expand other materials collected at these sites, and eventually reduce the number of convenience centers and the hours of operation at the centers that remain.

COSTS AND FUNDING

Any of the alternatives for county-wide curbside collection would require a change in county solid waste management costs and in the way that residents pay for them. Currently, residents with curbside collection in the unincorporated area of the County pay their hauler for collection only. The County pays for the cost of disposal of residential solid waste which amounts to approximately \$2.4 million per year using general revenues raised through property taxes. General revenues are also used to pay for operation of the convenience centers and all other solid waste management costs incurred by the County. This section of the report addresses the likely costs of county-wide curbside collection and how funding for solid waste management may be structured under such a system.

RESIDENTIAL RATES

Table 5 shows that the monthly rates paid by residents in Hilton Head, Port Royal and the City of Beaufort and in the benchmark counties across the southeast range from between \$15 and \$25 per household per month.¹⁴ Residents in some counties, like Charleston and Berkeley counties, pay an annual assessment or user fee to the County in addition to the monthly rate they pay to the franchisee.

Some of the factors that influence rates charged to residents for curbside collection include, but are not limited to:

- whether additional services, such as collection of yard trimmings or bulky items is included in the minimum level of service;
- whether all households are required to receive and pay for the service;
- the number and density of households served;
- the distance to and tipping fee at the landfill and recycling facilities where materials are delivered;
- whether solid waste and recycling carts are provided by the hauler; and

¹⁴ According to research conducted for this report, weekly curbside collection of recyclables may add \$2 to \$2.50 per household per month; weekly yard trimmings collection may add \$1 to \$5 per household per month; and weekly bulk item collection may add 75 cents to \$1.50 per household per month depending on the service area, number of households and specifics of the level of service provided.

- whether the hauler or the county bills customers and collects payment.

These examples show that the services provided to residents and the way fees are collected from residents to pay for these services vary widely. However, from these examples, Beaufort County can discern what the range of residential rates may be under different collection arrangements and different funding approaches.

Table 5 Solid Waste Rates in Benchmark Communities

Local Government	Monthly rate	Notes about monthly rate
Hilton Head	\$27.50 plus \$3 for container rental ¹	Does not include disposal which is paid by the county
Beaufort (City) Port Royal	\$16.20	Does not include disposal which is paid by the county
Athens-Clarke (GA)	\$22 ² plus \$1 for container rental	Franchisees required to offer volume based rates County collects 60 cents per month from each residence for waste minimization activities
Augusta-Richmond (GA)	\$25.88	
Berkeley (SC)	\$11.55 ³	Additional solid waste user fee on tax bill ⁴
Camden (GA)	\$15	County retains \$3 and pays for disposal
Charleston (SC)	N/A	Additional \$99/year to all residents covers curbside recycling, convenience centers, disposal, MRF, composting, HHW, administration
Gwinnett (GA)	\$19.07 ⁵	County retains \$1.25 for administration, recycling, education
Lexington (SC)	\$15.95 - \$23.50 depending on service area	Franchise fee of \$1.25 per household per quarter to County
Macon-Bibb (GA)	\$20	\$11 paid to contractor for weekly solid waste and yard trimmings collection County retains \$9 to cover collection of recyclables, bulky and administrative costs

1 Based on quote by haulers operating in area. In 2014, the *Island Packet*, the local newspaper quoted rates equal to \$26 to \$52 per month, the higher rates for backdoor service which is common in Hilton Head.
2 Based on published rates for one franchisee. This is the fee for 96-gallon garbage cart and 20-gallon recycling bin. Athens-Clarke County requires volume based rates so fees are less for smaller carts.
3 \$8.95 for weekly garbage and \$2.60 for every other week recycling
4 For "financing the construction of, including reserve funds, and the operation and maintenance of the solid waste recycling and disposal system"
5 Yard trimmings collection offered for additional fee not to exceed \$10/month.

FUNDING APPROACHES FOR THE FUTURE

As described above, under the current solid waste collection system, residents in the unincorporated County with curbside collection pay their hauler directly. This fee, which is negotiated between the hauler and the resident (or the resident's homeowner association) is intended to cover the cost of collection. General revenue supports the cost of all other solid waste management activities, including disposal of residential solid waste, operation of the convenience centers, public education and outreach, abatement of litter and illegal dumping, and solid waste planning, reporting and administration. However, since these costs are not shown as a separate line item on the property tax bill, residents are not aware of the true cost of solid waste management supported by county taxes. Thus, the move to any system in which residents that currently do not have curbside collection receive a separate

bill for this service will have to be accompanied by public outreach and education that conveys the actual costs of solid waste management.

One of the chief concerns with the current approach to funding disposal, which comprises approximately half of the County's solid waste management budget, is that the County is only supposed to pay for disposal of *residential* solid waste from *Beaufort County*. Landfill scale operators rely on drivers of trucks entering the landfill to identify the source and origin of the waste in the vehicle but often, collection vehicles serve residential and commercial customers or customers from more than one jurisdiction on the same route. Thus, it is not possible to verify that the amount that Beaufort County pays for disposal truly covers the cost of disposal of residential waste from Beaufort County and nothing else.

The Solid Waste and Recycling Board recognized the shortcomings of the current system of paying for residential disposal when it made the following recommendation to the County Council on July 2015:

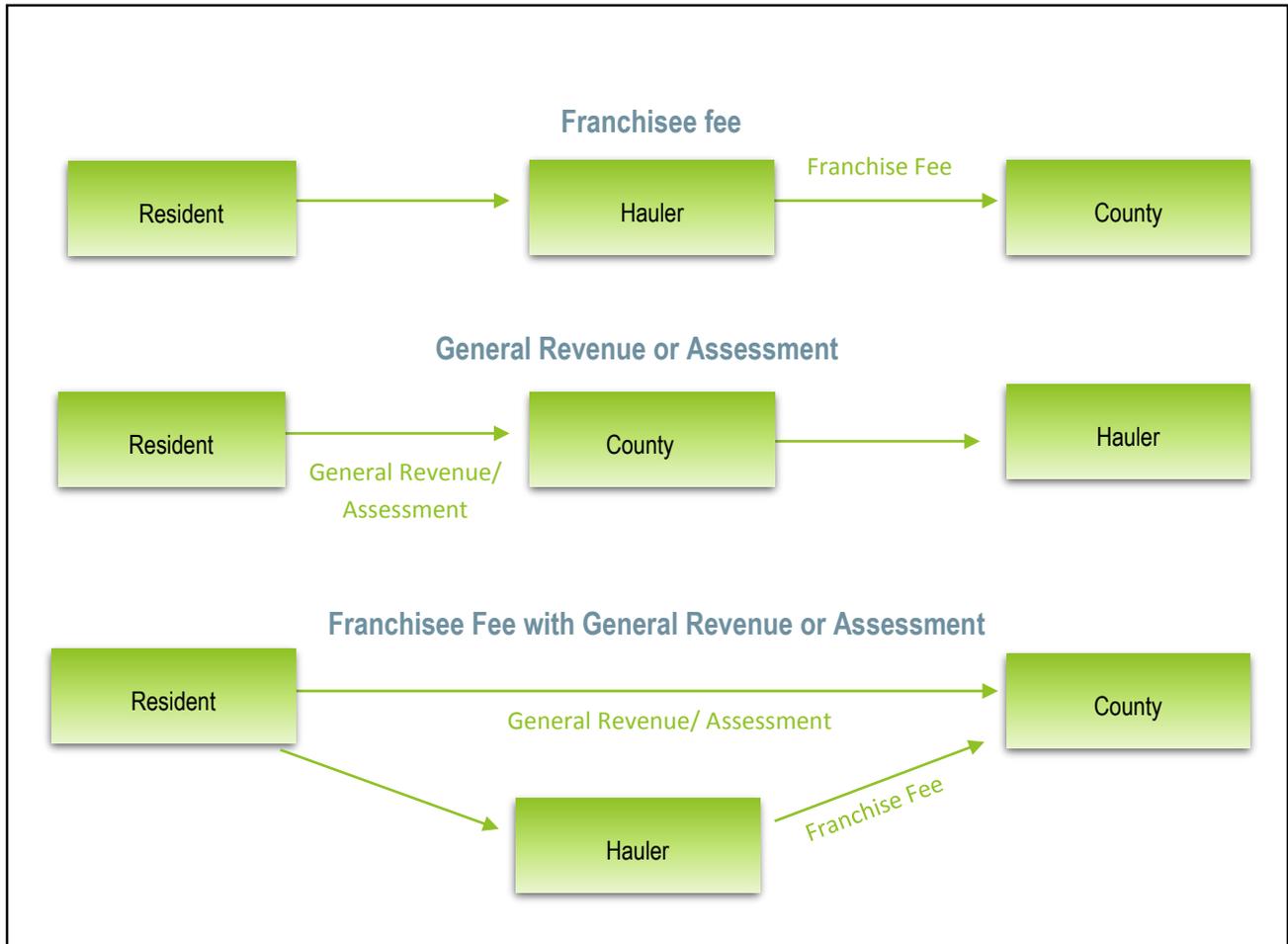
“The Board also recommends that the County suspend the practice of paying for waste disposal other than waste collected from County Convenience Centers, effective July 1, 2016.”

Beaufort County could consider the following approaches to funding its solid waste management costs in the future.

- The hauler collects rates from residential customers and pays a franchise fee to the County to support some of the county solid waste management activities. The fee is typically a percent of gross revenues or a fee per household served. The amount of revenue from a franchisee fee is relatively assured if all residents have service but not if residents have the option of curbside collection service. This approach works well with *exclusive or non-exclusive franchise agreements* and is similar to the arrangement in *Lexington County*.
- The County uses general revenues or collects an assessment or user fee to cover all solid waste management costs and pays the contractor the negotiated rate for the services it provides. This approach works well when the *County contracts* for solid waste collection and is the system used in *Augusta-Richmond County, Camden County, Gwinnett County, and Macon-Bibb County*.
- In this approach, which is a combination of the two approaches above, the County collects a franchise fee from franchisees to cover county costs specifically associated with curbside collection (and the impact the franchisee has on county infrastructure) and continues to use general revenue, or a new assessment or user fee to cover other county solid waste management services, such as operation of convenience centers. This approach works well with *exclusive franchise agreements*, especially if all residents are not required to have curbside collection, because residents that have curbside collection pay the County costs associated with that service while all county residents pay the cost of solid waste services benefitting all residents. This is the funding approach used in *Berkeley County and Charleston County*.

Figure 2 illustrates how revenue would be collected from residents and flow to the hauler and the County under each of these funding approaches. Each offers a way for the county to collect funds to support its activities. Under any of the curbside collection alternatives, the County will retain responsibility for some aspects of solid waste management. This may be as limited as administration of contracts and solid waste management planning or as extensive as continuing to operate some or all of the convenience centers and paying for disposal of residential waste. In any case, the County will need to retain an assured source of revenue to support these activities under a county-wide curbside collection system.

Figure 2 Approaches to Funding Residential Solid Waste Management



SELECTED APPROACH

Based on the evaluation of alternatives presented in this report, County staff recommends the following approach in order to achieve the Solid Waste and Recycling Board's recommendations to "phase out Convenience Center use in Beaufort County", "complete transition to a sustainable curbside system for waste collection and recycling", and to "suspend the practice of paying for waste disposal other than waste collected from County Convenience Centers."

MINIMUM LEVEL OF SERVICE

All residents of the County should be provided a minimum level of curbside collection service that includes the following:

- Weekly curbside collection of solid waste. Backdoor service for those that are not physically able to deliver their garbage cans to the curb.
- Weekly curbside collection of recyclables. Although the materials to be collected for recycling will be defined based on market conditions at the time that the County initiates the county-wide program, the materials are likely to include cardboard, paper, plastic containers, and metal cans and possibly glass bottles and jars mixed in one container.
- Quarterly collection of bulky items (appliances, furniture, etc.).

Additional services such as backdoor collection (for those able to bring their container to the curb but prefer not to do so) and yard trimmings collection would be available for an additional fee to all residents.

COUNTY OVERSIGHT

The County should require all residents to have the minimum level of curbside service and the County should competitively procure an exclusive franchise agreement with one hauler in each solid waste district to provide that service. The franchise agreement should stipulate the fees that residents in that district would be charged for the minimum level of service and any additional service. The County should designate staff to ensure that franchisees adhere to the conditions of the franchise agreements and to ensure that all residents receive the minimum level of curbside collection service from the franchisee.

It is anticipated that the exclusive franchise agreements would be implemented in two phases. The first phase would include the more densely populated areas where the current open collection system is particularly problematic, mostly likely including districts 6, 7, and 9. The second phase would include solid waste districts 5 and 8.

FUTURE OF CONVENIENCE CENTERS

MSW collection should be phased out at convenience centers as universal curbside collection becomes available in the area served by those centers. Some of the convenience centers should be converted to recycling and diversion centers as they stop handling MSW and accept materials that are not easily collected at the curb, such as electronics, household hazardous materials, and carpet and other textiles. Recyclables also should continue to be accepted at the recycling and diversion centers, including those that are accepted in the single-stream curbside program and those materials that processors may not accept in the single stream mix. The latter may include film plastic and

perhaps glass containers. Other convenience centers should be closed, especially those that historically received MSW only or those that may need costly upgrades to comply with MS\$ permit conditions.

COSTS AND FUNDING

As the County moves toward universal curbside collection for residents, disposal costs for residential solid waste should be incorporated into the fee charged by franchisees to residents. At the same time, the cost of disposal of residential solid waste collected at the curb in the municipalities should be shifted from the County to those residents.

The County should charge a franchise fee to franchisees to cover the cost to administer the county-wide curbside collection system and to recover the cost of any impact of collection on County infrastructure. General revenues should continue to cover other County solid waste management costs including operating the recycling and diversion centers, solid waste planning and reporting, abatement of litter and illegal dumping, and public education and outreach.

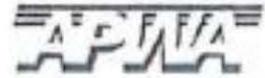
NEXT STEPS

If County decision makers accept the recommendations of staff, County staff will begin implementation with the goal of providing curbside collection of solid waste and recyclables for all residents by July 1, 2020. The first steps will be to revise the County ordinance, as necessary, to implement the changes; work with municipalities and private haulers to incorporate disposal costs for residential solid waste into their fee structure for curbside collection; educate residents about universal curbside collection and its benefits; and begin the process of selecting exclusive franchisees for the first phase of universal collection in solid waste districts 6, 7, and 9.

APPENDIX A
MEMORANDUM FROM SOLID WASTE AND
RECYCLING BOARD TO COUNTY COUNCIL
JULY 2015



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:

1. 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. Stormwater 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 transport/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.
 - f. 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 *GKubic*
Joshua Gruber, Deputy County Administrator/Special Counsel *JG*
Monica Spells, Asst. Co. Administrator, Civic Engagement *MS*
Eric Larson, Division Director, Environmental Engineering *EL*
Eddie Bellamy, Director, Public Works *MB*
James S. Minor, Jr. Solid Waste Manager *JSM*

APPENDIX B
COUNTY-WIDE COLLECTION APPROACHES
IN OTHER COMMUNITIES

Local Government	Population (2014) ¹	Arrangement	Resident participation required?	Services	Monthly rate	How is customer billed?	Notes about monthly rate
Hilton Head	40,075	Open system	No	Weekly garbage Weekly recyclables	\$27.50 plus \$3 for container rental ²	By hauler	Does not include disposal which is paid by the county
Beaufort (City) Port Royal	13,139 11,870	City contract	Yes	Weekly garbage Weekly recyclables	\$16.20	By City on water bill	Does not include disposal which is paid by the county
Athens-Clarke (GA) ³	120,938	Non-exclusive franchises (7)	No	Weekly garbage Weekly recyclables	\$22 ⁴ plus \$1 for container rental	By hauler	Franchisees required to offer volume based rates County collects 60 cents for waste minimization activities
Augusta-Richmond (GA)	196,741	Contract (3)	Yes	Weekly garbage Weekly recyclables Weekly yard trimmings Weekly bulky items	\$25.88	County bills annually on property tax	
Berkeley (SC) ⁵	198,205	Exclusive franchise (1)	No	Weekly garbage Every other week recyclables	\$11.55 ⁶	By hauler	Additional solid waste user fee on tax bill ⁷
Camden (GA)	52,027	Contract (1)	Yes	Weekly garbage Weekly recyclables	\$15	County bills quarterly	County retains \$3 and pays for disposal
Charleston (SC)	381,015	Exclusive franchise (1)	No	Weekly garbage Weekly yard trimmings On call bulky items (no more than every other week) Every other week recyclables (by County, county-wide)	N/A	By hauler for solid waste, yard trimmings, bulky items	Additional \$99/year to all residents covers curbside recycling, convenience centers, disposal, MRF, composting, HHW, administration

Local Government	Population (2014) ¹	Arrangement	Resident participation required?	Services	Monthly rate	How is customer billed?	Notes about monthly rate
Gwinnett (GA)	877,922	Contract (5)	Yes	Weekly garbage Weekly recyclables Weekly bulky items	\$19.07 ⁸	County bills annually	County retains \$1.25 for administration, recycling, education
Lexington (SC)	277,888	Exclusive Franchises (2)	No	Weekly garbage Every other week recyclables On call bulky items (no more than monthly)	\$15.95 - \$23.50 depending on service area	By hauler	Franchise fee of \$1.25 per household per quarter to County
Macon-Bibb (GA)	153,905	Contract (1) – MSW/ yard trimmings Co. collection for recyclables/bulky	Yes	Weekly garbage Weekly recyclables Weekly yard trimmings Weekly bulky items	\$20	County bills quarterly	\$11 paid to contractor for weekly solid waste and yard trimmings collection County retains \$9 to cover collection of recyclables, bulky and administrative costs

1 Estimated 2014 population, U. S. Census Bureau Quickfacts. County population includes entire county population including municipalities.

2 Based on quote by haulers operating in area. In 2014, the *Island Packet*, the local newspaper quoted rates that equaled \$26 to \$52 per month, the higher rates for backdoor service which is common in Hilton Head.

3 Athens-Clarke County Solid Waste Department collects from 9,640 residential units in the urban area while private haulers are required by a non-exclusive franchise agreement to offer the same level of service elsewhere but establish their own rates.

4 Based on published rates for one franchisee. This is the fee for 96-gallon garbage cart and 20-gallon recycling bin. Athens-Clarke County requires volume based rates so fees are less for smaller carts.

5 Only offered in selected areas

6 \$8.95 for weekly garbage and \$2.60 per year for every other week recycling

7 For “financing the construction of, including reserve funds, and the operation and maintenance of the solid waste recycling and disposal system”

8 Yard trimmings collection offered for additional fee not to exceed \$10/month.



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: Dan Duryea, Chairman Solid Waste and Recycling Citizen Advisory Board

SUBJ: Curbside Waste and Recycling Collection Alternatives

Date: April 28, 2016

BACKGROUND: In a memo dated July 23, 2015, the Solid Waste and Recycling Citizen Advisory Board recommended to County Council that 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. In addition, the Board recommended that the County suspend the practice of paying for waste disposal other than waste collected from County Convenience Centers effective July 1, 2016. The recommendations were presented to the Executive Committee of County Council on September 9, 2015. Staff received direction from the Council committee to retain our solid waste consultant to develop a report for Council, laying out the alternatives to accomplish these tasks.

FOR ACTION: Public Facilities Committee meeting occurring on May 16, 2016.

RECOMMENDATION: The Solid Waste and Recycling Citizen Advisory Board and County staff recommends that the Public Facilities Committee of Beaufort County Council approves and recommends to County Council the attached staff recommendation to implement curbside collection of waste and recycling in all unincorporated solid waste Districts (5, 6, 7, 8 & 9) by June 30, 2020. In addition, County staff will coordinate with the municipalities and all concerned to eliminate payment by Beaufort County for residential waste disposal (other than waste collected at County Convenience Centers) by June 30, 2020.

CC: Gary Kubic, County Administrator
Josh Gruber, Deputy County Administrator/Special Counsel
Eric Larson, Division Director Environmental Engineering
David Wilhelm, Public Works Director
James S. Minor, Jr. Solid Waste Manager

Attachment: (1) Abby Goldsmith Resources Report and Staff Recommendation dated March 2016



