FRWD
Front Range
Waste Diversion

FRONT RANGE WASTE DIVERSION
TASP

Brighton
SUSTAINABILITY

July 23, 2024

RECYCLING AND COMPOSTING STUDY SESSION

Presented by:
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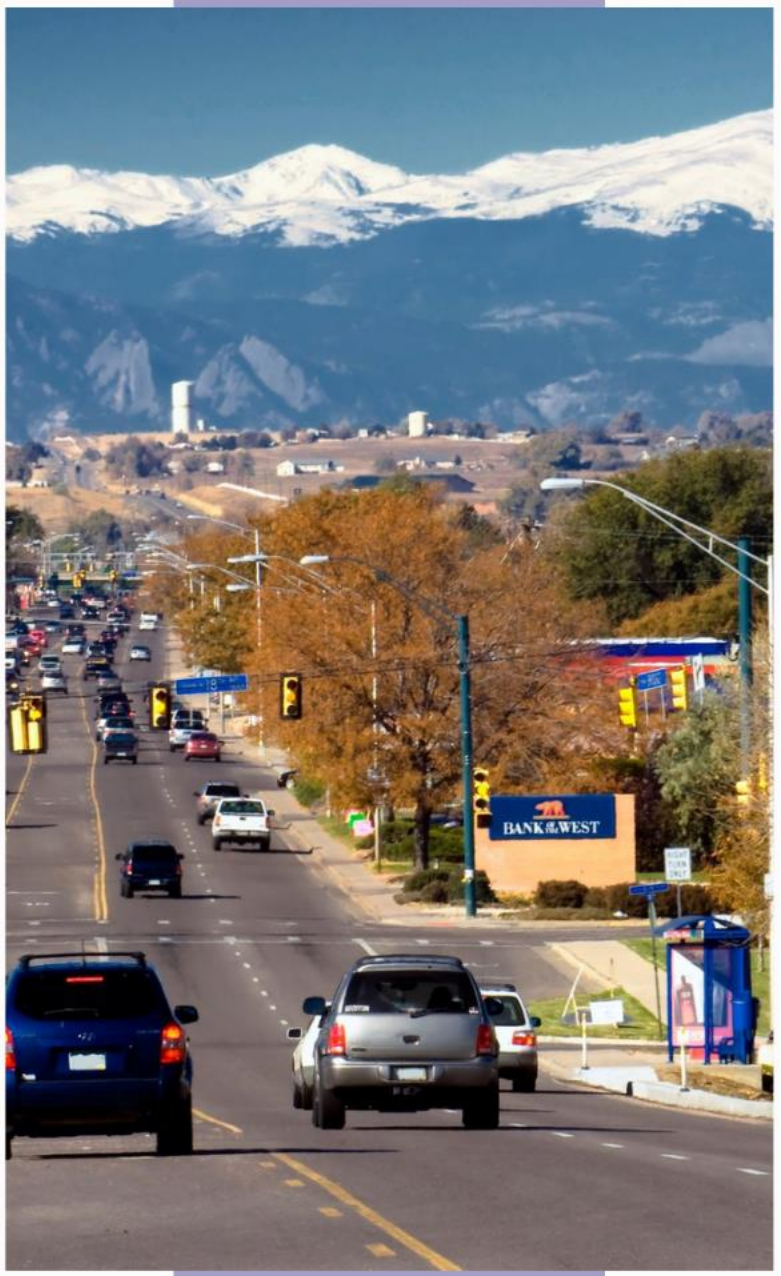


Introductions

Randy Moorman
TASP Consultant
&
Eco-Cycle
Director Policy and Community Campaigns

Laura Levesque
TASP Consultant
&
Eco-Cycle
Community Campaigns Manager

AIM OF TASP

Provide communities with resources and technical assistance needed to achieve waste diversion and reduction goals.

TASP is a part of the Front Range Waste Diversion (FRWD) enterprise grant program, administered by Colorado Department of Public Health and Environment (CDPHE) staff and the FRWD Board of Directors.

BRIGHTON PROJECT GOAL

Conduct a feasibility study for developing a contractual residential waste and recycling collection system to:

Increase waste diversion

Reduce impacts

Provide equitable and cost effective service to residents

Agenda

5 min	**ASSESSMENT OF BRIGHTON'S CURRENT RESIDENTIAL WASTE AND RECYCLING SYSTEM** • Demographics • Service availability and cost • Resident feedback
10 min	**OPTIONS FOR BRIGHTON'S WASTE AND RECYCLING SYSTEM**
10 min	**TASP RECOMMENDATIONS**
10 min	**UPCOMING STATE RECYCLING LEGISLATION**

ASSESSMENT

OF CURRENT RESIDENTIAL WASTE AND RECYCLING SYSTEM

#1

Demographics and Service Availability

#2

Current Recycling and Composting System

#3

Current Waste and Recycling System Concerns

#4

Current System Costs

#5

Community Feedback: Focus Groups

#6 **Hauler Services and Interviews**

#1 Demographics and Service Availability

POPULATION
42,623

HOUSEHOLDS
14,920

- **47 HOAs (1/3 of all households)**
- **40 Metro Disticts**

7 **Haulers offering residential trash & recycling**

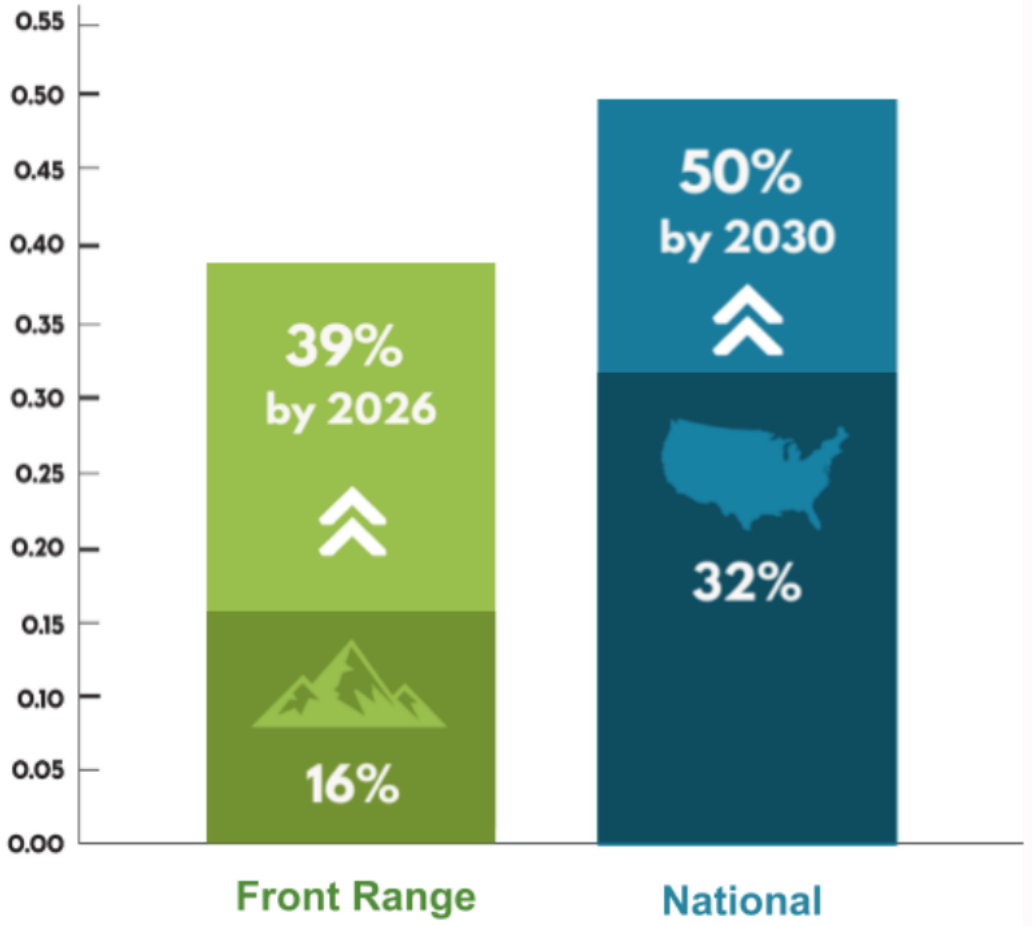
RECYCLING DROP-OFF CENTERS

- Keenesburg (operated by Arrowhead Recycling)
  - Arrowhead Recycling (preparing to close)
  - WM's Buffalo Ridge Landfill
- Ault (operated by WM)
- Arvada (operated by SustainAbility)
- Broomfield (operated by SustainAbility)

#2 Current Recycling and Composting System

MUNICIPAL SOLID WASTE

Recycling and Compost Goals



Current Recycling and Composting System

	HOA RESIDENTS	NON-HOA RESIDENTS	TOTAL RESIDENTS
Recycling included	**83%** (19 residents)	**56%** (58 residents)	**61%** (77 residents)
No recycling	**17%** (4 residents)	**44%** (45 residents)	**39%** (49 residents)

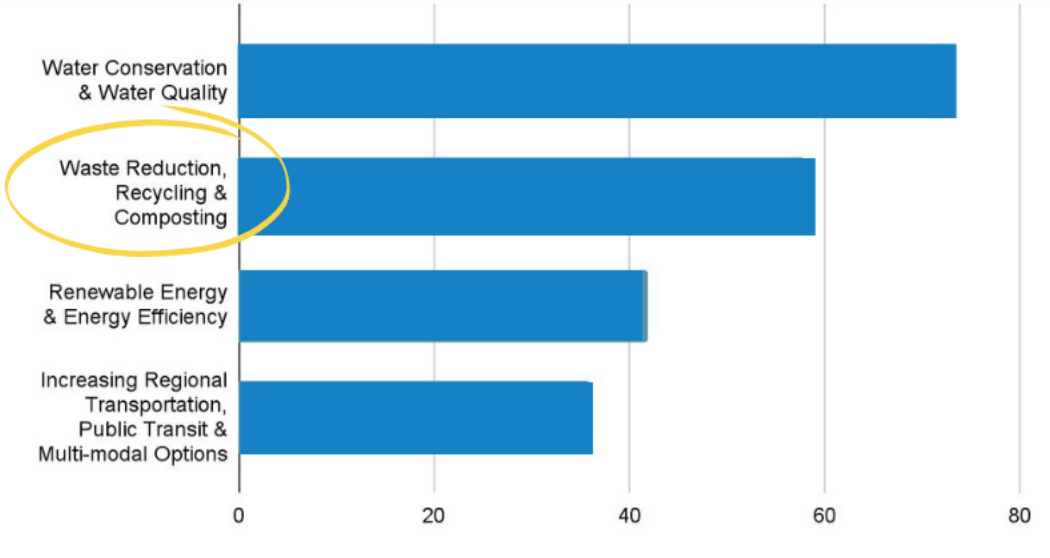
SOURCE: 2023 WARD EVENT SURVEY

Current Recycling and Composting System

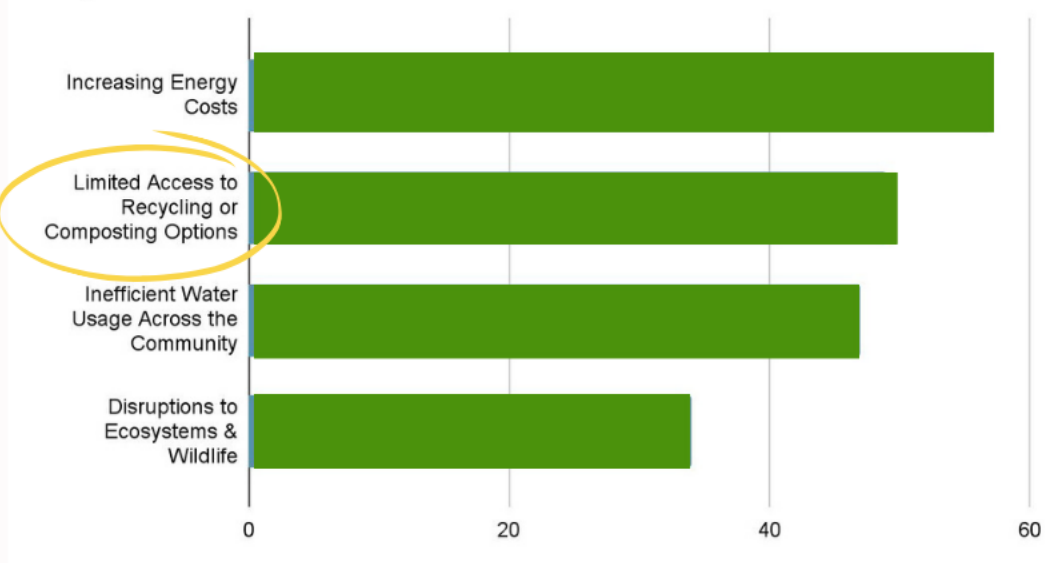
Community desire for recycling and composting

2024 BRIGHTON SUSTAINABILITYSURVEY

Top focus area



Top concern



Waste reduction, recycling and composting was the second most selected priority (behind "*Water Conservation & Water Quality*")

Limited access to recycling and composting was the second most selected sustainability concern (behind *"Increasing Energy Costs"*)

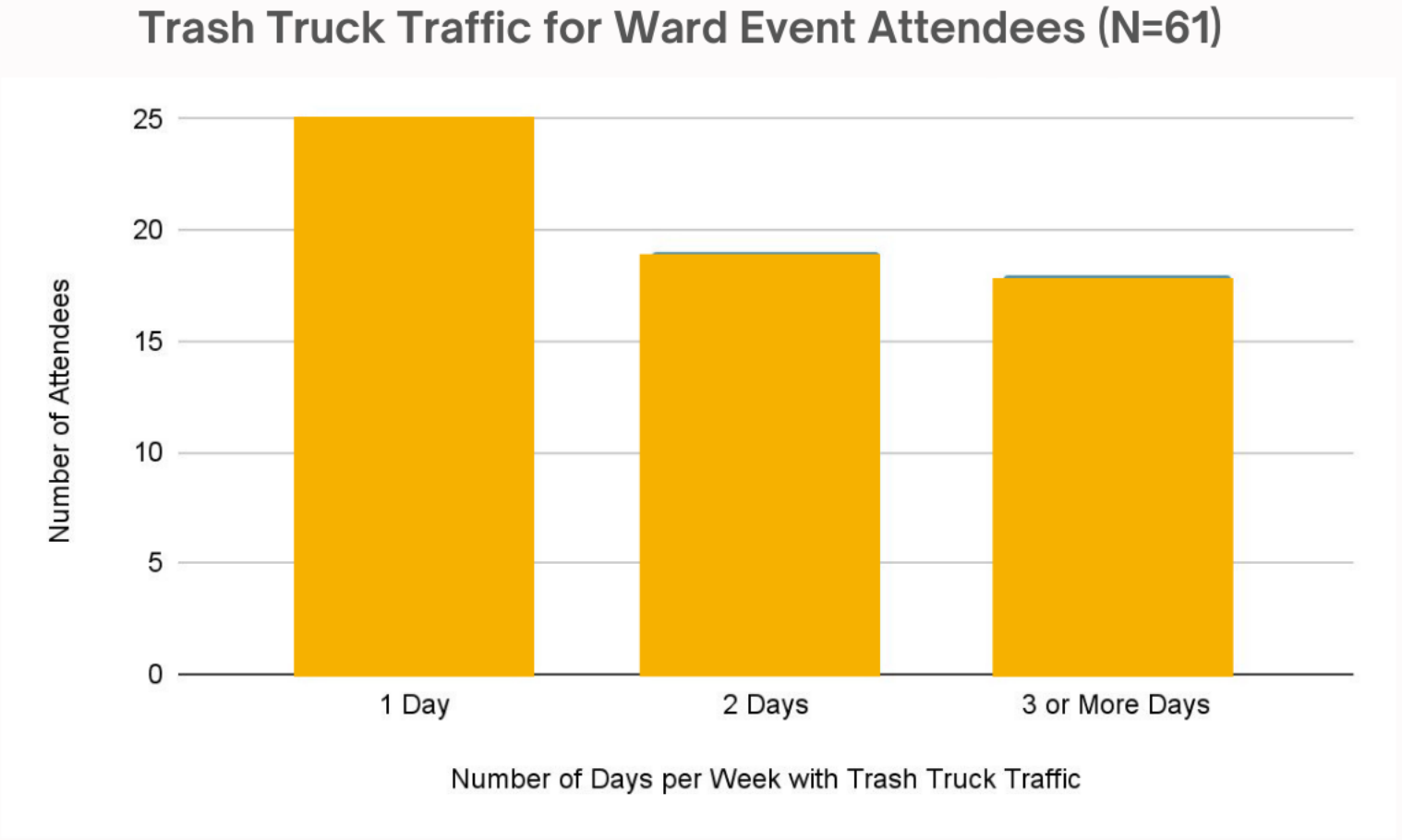
#3 Current Waste and Recycling Concerns

Concerns include road damage, illegal dumping, and illicit discharges

60% **of Ward Event Survey respondents voiced concerns of street damage**

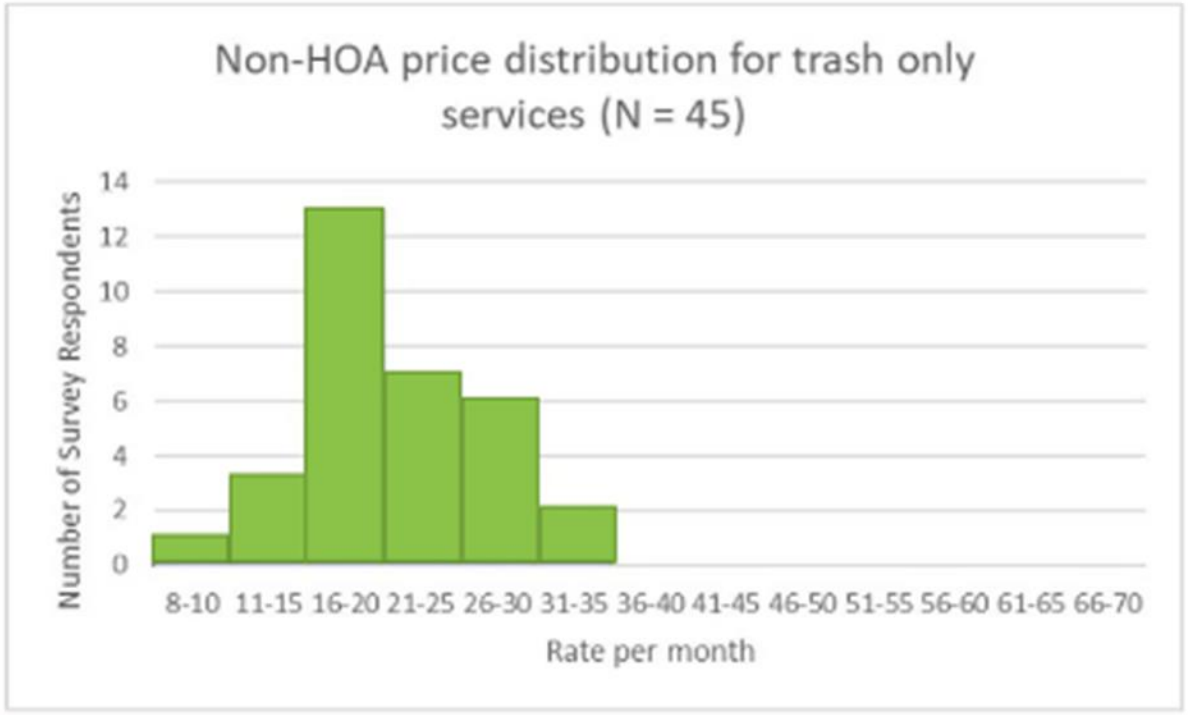
50% **raised concerns of air quality issues from trash trucks**

Staff reported increase of illegal dumping, illicit discharges, and road damage from trash trucks, requiring additional staff time and clean up costs

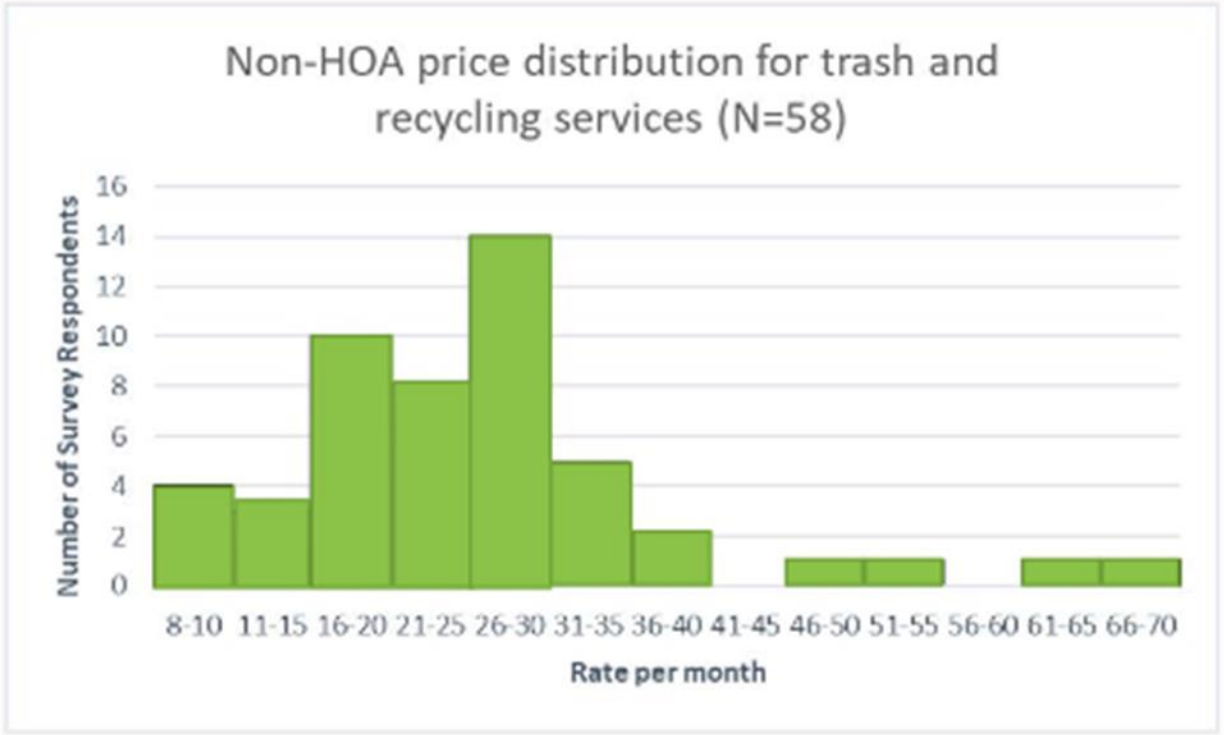


#4 Current System Costs

Range of service cost for non-HOA homes
WITH JUST TRASH
($8-35 PER MONTH)



Range of service cost for non-HOA homes
WITH BOTH TRASH AND RECYCLING
($8-67 PER MONTH)



#5 Community Feedback: FOCUS GROUPS

Participants

5 HOAs
8 NON-HOA

are receptive to changing the current system to a more city-organized program

Strong support for additional services, including

COMPOST

BULKY ITEMS

SEASONAL YARD COLLECTION

Motivation for changing the system:

- Better pricing / less price hikes
- Reduce truck traffic
- Save money on road maintenance
- Reduce pollution
- Improve public health
- Reputable customer service

HOA residents want new system to bill through HOA fees

#6 Hauler Services and Interviews

Many haulers expressed support for a city-organized program since it simplifies processes, increases efficiency, is more cost-effective, and allows the hauler to provide additional services.

Haulers request cities to provide recycling education, comprehensive and uniform service offerings, and incentives such as volume based trash pricing (PAYT)

Name of hauler	Services
Waste Management	
Waste Connections	
Republic Services	

Name of hauler	Services
Summit Waste & Recycling	
HBS Trash	
BCD (Best Cleaner Disposal)	
5280 Waste Disposal	

ASSESSMENT FINDINGS

Most HOA residents have access to recycling while many non-HOA residents do not

Community shows a strong desire to recycle and compost more and have greater access to recycling services

$8–$67 per month

Residents pay a wide range for similar services

All haulers provide recycling, but there is an additional cost that can be a barrier

Community has a desire to reduce road damage, trash truck traffic, illegal dumping and illicit discharges

Residents in focus groups and haulers support changing the system

Options for Brighton's RESIDENTIAL TRASH AND RECYCLING SYSTEM

1. Open Market (status quo)
2. Municipally run collection
3. Municipally managed drop-off site
4. Mandated hauler recycling ordinance
5. Municipally contracted hauler (city-wide, community-based)

NATIONAL TRENDS

62% Municipally run collection

18% Contract or franchise

6% Open market

14% Combination

#1 OPEN MARKET

Voluntary, opt-in subscription-based (the staus quo)

How does it work?

Requires resident to find a hauler and request recycling at an additional cost.

Problems

Multiple haulers servicing the same area can increase heavy truck traffic, causing wear and tear on roads, increase GHG, and road maintenance costs.

Examples

Brighton, Fort Lupton, Firestone, Westminster, Lakewood, Broomfield (anticipated to start a municipally contracted hauler in April 2025)

#2 MUNICIPALLY RUN COLLECTION

City or Town operates its own waste and recycling collection service using its own trucks, staffing, hauling, and administration.

How does it work?

City would haul trash to a landfill and recycling to a material recovery facility and pay fees to tip at these locations.

Problems

City would need to build infrastructure for maintaining and fueling a fleet of trash and recycling trucks, purchase and maintain carts, hire drivers and maintenance crew, run billing and customer service systems.

Examples

Denver, Longmont, Loveland, Northglenn, Thornton

MUNICIPALLY RUN COLLECTION
COST ESTIMATE FOR BRIGHTON

Initial Capital Cost

Carts	$2,100,000
Vehicle Fleet	$3,000,000
Building Construction	$10,000,000
Land Acquisition	$2,000,000
Total Estimate	$17,000,000

Ongoing Annual Costs

Landfill Disposal	$400,000
Recycling Processing	$160,000
Personnel	$177,000
Operations, Maintenance, Administration	$2,432,500
Capital Outlay	$1,411,000
Total Annual Costs	$4,580,500

#3 MUNICIPALLY MANAGED RECYCLING DROP-OFF SITE

Provides residents with access to recycling for common recyclable materials and often Hard-To-Recycle materials

How does it work?

Some communities have drop off sites managed by private businesses, others have volunteer-managed drop off sites.

Problems

Brighton had a drop-off site that cost approximately $10,000 annually for the roll off services in 2015. The program was discontinued because of dumping of non-recyclable items at the drop-off site. Windsor, Northglenn and Aurora all recently closed their drop-off sites because of low participating and high costs ($120,000 annually).

Examples

Erie, Boulder, Westminster, Fort Collins

#4 MANDATED HAULER RECYCLING

How does it work?

Municipal ordinance requiring haulers in an open market to provide residential curbside recycling service bundled in with regular trash collection at no additional cost.

Problems

Tends to drive up costs for residents because haulers in an open market do not have a high density of customers and adding recycling increases costs.

Examples

Boulder and Fort Collins (however, Fort Collins is transitioning to a municipal contracted service in September 2024).

#5 MUNICIPALLY CONTRACTED HAULER
CITY-WIDE, COMMUNITY-BASED APPROACH

How does it work?

Municipality coordinates curbside trash and recycling on behalf of its residents through a municipal contract with hauler(s).
Residents do not have to separately request to have recycling collection; it is included automatically, at no additional charge.

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Problems

While residents can choose to opt-out, haulers will charge an opt-out fee to cover their costs.

Examples

Commerce City, Dacono, Lafayette, Louisville, Golden, Arvada, Edgewater

COMPARISON OF MODELS

WASTE DIVERSION

NATIONAL RECYCLING WINNER

MUNICIPALLY RUN OR CONTRACT HAULER MODELS

Over **70% of U.S. cities have municipally organized waste & recycling collection**. These cities collection **100 POUNDS MORE RECYCLING** per household per year.

COMPARISON OF WASTE AND RECYCLING PROGRAMS IN THE FRONT RANGE

Top Colorado Residential Recycling and Composting Rates (2021)

Municipality	Population	Service Model	Recycling + Composting Rate
Loveland	79,000	Municipally run	58%
Longmont	98,000	Municipally run	42%
Boulder	103,000	Mandated hauler	37%
Golden	20,000	Municipally contracted hauler	33%
Lafayette	31,000	Municipally contracted hauler	31%

Colorado Waste Diversion Leaders

They allocate dedicated staff and funding to support waste diversion infrastructure, services, and programs.

They conduct robust recycling education programs for residents and businesses. These programs include clear guidelines on recyclable, reusable, and compostable materials.

5 Key Elements

Every resident receives a recycling cart alongside their trash cart, typically at no extra cost.

They use volume-based pricing for trash, charging based on trash volume.

They provide convenient drop-off centers or curbside services for food and/or yard debris.

COMPARISON OF MODELS

IMPACTS

Comparison of Models:
ROAD IMPACTS

Open market systems have the greatest negative impact on roads.

Each trash truck is equivalent to 1,000 to 1,400 vehicles per day in terms of road damage.

20% of road damage was caused by trash trucks
(recent Fort Collins study)

Comparison of Models: ROAD IMPACTS

Model	Road damage and maintenance costs
Municipally Run Collection	Decreases
Municipally Contracted Hauler	Decreases
Municipally Managed Drop-Off Site	Neutral
Mandated Recycling Ordinance	Increases
Open market	Increases

Comparison of Models:
REDUCTIONS OF ILLEGAL DUMPING & ILLICIT DISCHARGES

Model	Illegal Dumping	Illicit Discharges
Municipally Run Collection	Decreases	Decreases
Municipally Contracted Hauler	Decreases	Decreases
Municipally Managed Drop-Off Site	Increases	Neutral
Mandated Recycling Ordinance	Decreases	Decreases
Open market	Increases	Increases

COMPARISON OF MODELS

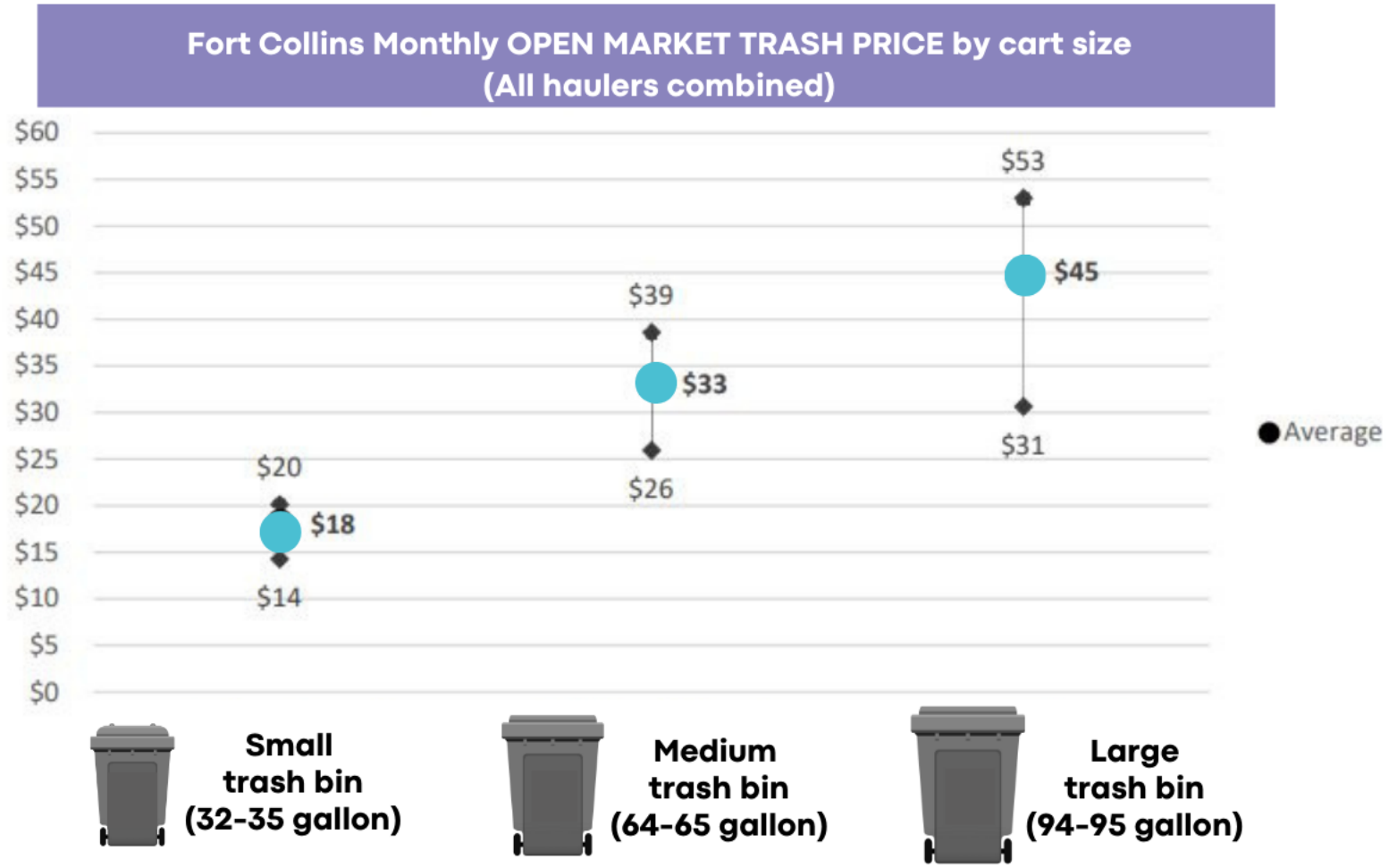
WASTE AND RECYCLING COSTS

Comparison of Models:
WASTE AND RECYCLING COSTS

Model	MEDIAN PRICE PER MONTH						
	$12-$15	$16-$19	$20-$23	$24-$27	$28-$31	$32-$35	$36-$39
Open market			Brighton average	Brighton average		Fort Lupton	Brighton median
Mandated Recycling Ordinance						Fort Collins	
Municipally Run Collection		Northglenn, Thornton					
Municipally Contracted Hauler	Johnstown, Dacono, Lochbuie	Arvada	Hudson				

OPEN MARKETS AND INEQUITY IN PRICING

- Arvada before municipal hauling contract, non-HOAs were paying 60% more than HOAs for the same service.
- Fort Collins study showed large differences in pricing for the same service.



MUNICIPALLY RUN AND MUNICIPALLY CONTRACTED HAULER MODELS

LOWER COSTS
from economies of scale and higher density of customers

FAIR
Contracted hauling is conducted through a fair and competitive bidding process

EQUITABLE AND TRANSPARENT RATES
are established

SAVES TIME
Residents do not have to shop around for a hauler

NO PRICE HIKES
Protects from price hikes and gauging

Comparison of Waste and Recycling Programs

Model	Where it occurs	Increases access to recycling	Potential to add compost	Reduces road damage & costs	Reduces clean up costs for illegal dumping & illicit discharges	Provides lower & more equitable pricing
Open market	Brighton, Fort Lupton, Firestone, Westminster, Lakewood, Broomfield					
Recycling Drop off	Erie, Boulder, Westminster, Fort Collins, Pueblo	✓				
Mandated Recycling Ordinance	Boulder, Fort Collins	✓	✓		✓	
Municipally Run Collection	Denver, Longmont, Loveland, Northglenn, Thornton	✓	✓	✓	✓	✓
Municipally Contracted Hauler	Commerce City, Dacano, Lafayette, Louisville, Golden, Arvada, Edgewater	✓	✓	✓	✓	✓

RECOMMENDATIONS

POLICY RECOMMENDATION OVERVIEW

City-wide Community-based Hauler Contract

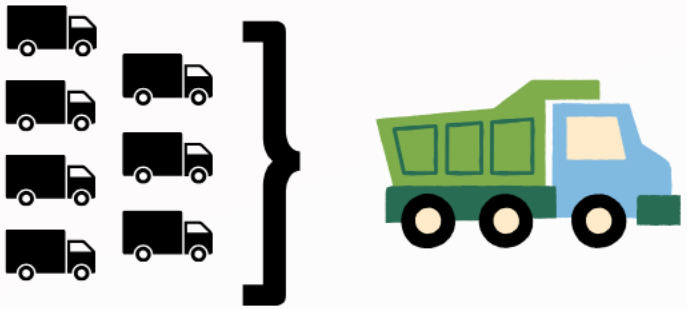
Volume-based Pricing: "Pay-as-you-throw"

Waste Hauler Licensing Ordinance

Recycling Education Program

#1 CITY-WIDE COMMUNITY-BASED HAULER CONTRACT

Provides most benefits addressing diversion, impact and cost priorities.



- Doesn't come with the **capital and operational cost** of municipally run system.
- Changes system **from many haulers to one contracted hauler** or selected haulers each assigned to a specific geographical area.
- Hauler(s) are chosen through a **competitive bid**.
- The hauler(s) would provide **waste and recycling services** (with additional options to include **compost, yard trimmings and bulk item collection**) to all single family residential homes in Brighton.

CITY-WIDE COMMUNITY-BASED HAULER CONTRACT

More and more Colorado cities have transitioned to guaranteed recycling services over the past 7 years.

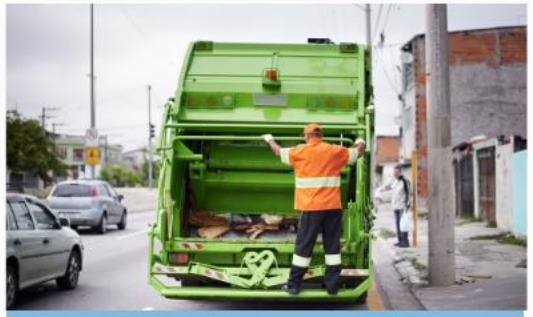
Arvada
Avon
Commerce City
Dacono
Durango
Edgewater
Erie
Fort Collins
Frederick
Fruita
Golden
Greenwood Village
Johnstown
Lafayette
Lone Tree
Louisville
Montrose
Rifle
Steamboat Springs
Sheridan
Superior

No community in the country which has adopted a city-wide community-based waste and recycling program has switched back to an open market system.

CITY-WIDE COMMUNITY-BASED PROGRAM:
BENEFITS TO RESIDENTS

Saves money

More opportunity to recycle



Reduce trash truck traffic and road damage

Reduces illegal dumping

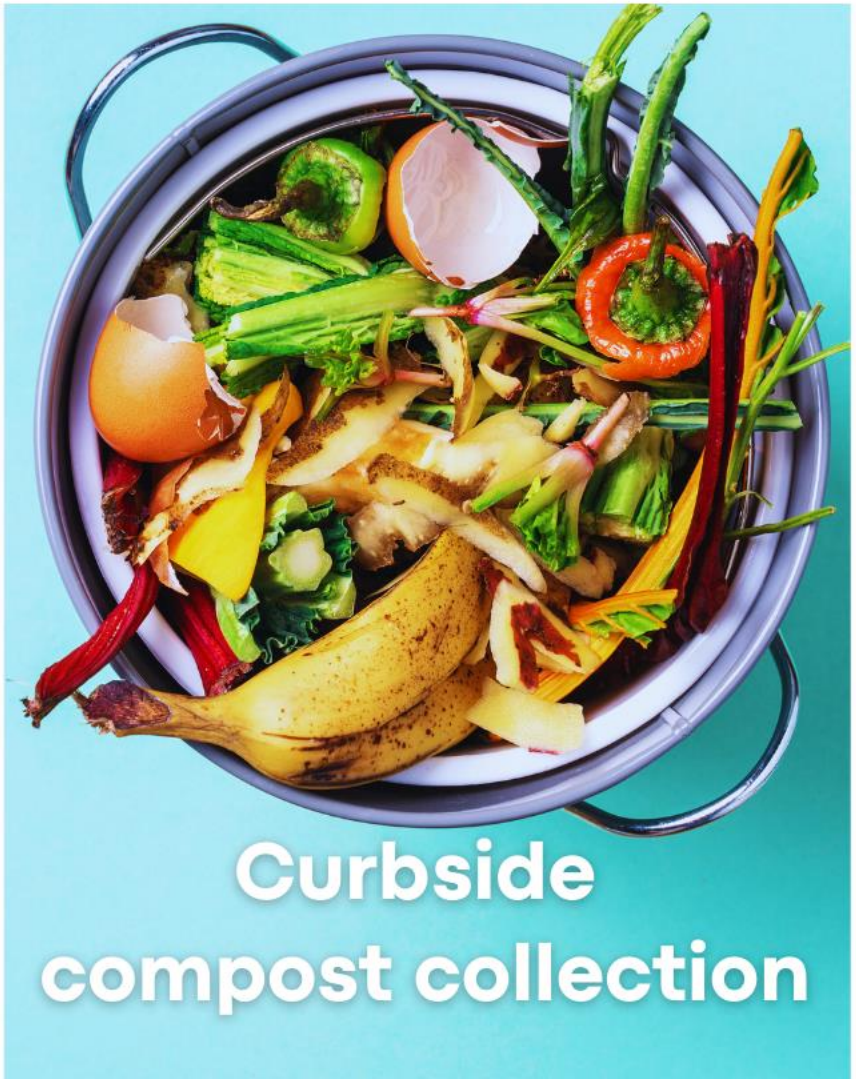
Potential for bulk item and compost collection

Prevent sudden price hikes

Customer service accountability

Recycling traceability

CITY-WIDE COMMUNITY-BASED PROGRAM:
ADDITIONAL OFFERINGS



CITY-WIDE COMMUNITY-BASED PROGRAM:
WHAT 'OPT-OUT' MEANS FOR RESIDENTS

Residents can elect not to use the city contracted services by "opting-out" of the program

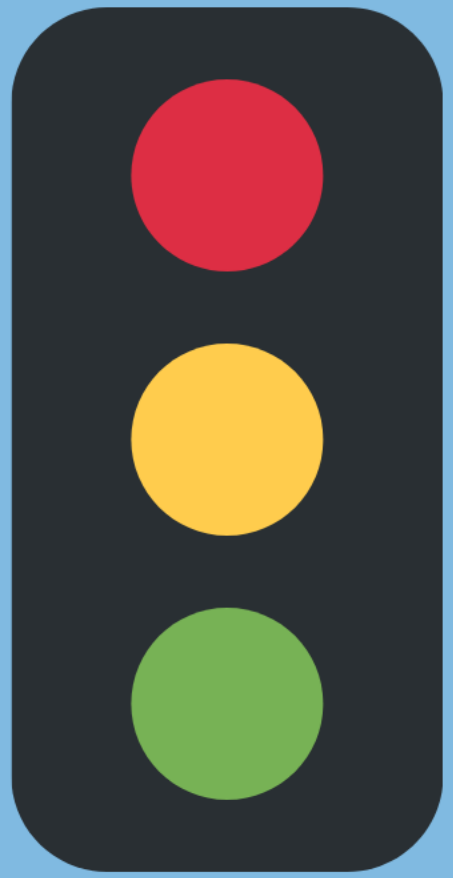
- Those who choose to "opt-out" may be **charged a monthly opt-out fee**.
- The **opt-out fee ensures that the hauler can cover its capital costs** (i.e. trucks and drivers) to provide services to the entire city.
- Residents who choose to opt-out could **still benefit from any supplementary services,** such as compost, bulk item pick-ups, and bi-annual yard waste collections.

CITY-WIDE COMMUNITY-BASED PROGRAM:
HOA AND METRO DISTRICTS

HOAs and Metro Districts which already provide waste and recycling services can maintain their existing contract or opt-into the city program.

- Current contract must include waste and recycling collection.
- If the City adds supplementary services such as compost, bulk item pick-ups, and/or bi-annual yard waste collection, the HOA or Metro District may be required to participate in the City's collection of those services at a fee.
- HOAs and Metro Districts without a recycling collection or those formed after the city ordinance may be required to participate in the City program.

CONTRACT WOULD SERVE . . .



Contract would NOT apply to:

- Multi-family complexes of 8-units or more
- Businesses
- Construction sites, industrial recycling

Contract MAY apply to:

- Homeowner Associations that contract for trash and recycling services now
  - Could opt-in to city contract at end of existing contract
  - City could require HOAs to join at end of existing contract

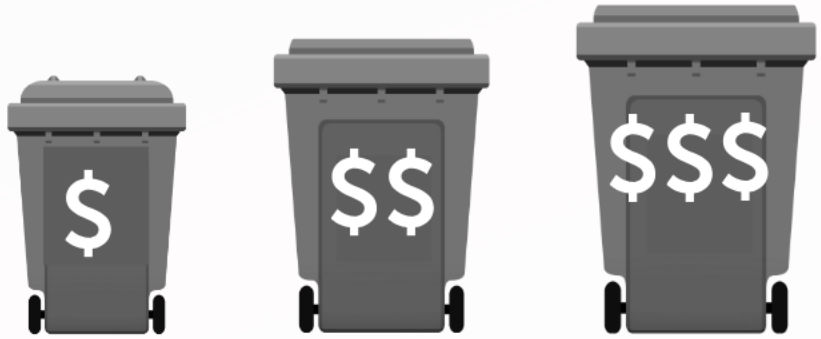
Contract WOULD apply to:

- Single-family homes, duplexes, townhomes
- Multi-family complexes of 7 units or fewer

#2 VOLUME-BASED PRICING (PAY-AS-YOU-THROW)

Volume-based pricing adjusts rates based on the trash cart size: the larger the trash cart, the more it costs

Recycling is included or bundled in at no additional cost.



Trash then becomes priced similarly to other utilities: the more someone uses the utility (more water, electricity), the more that someone will pay.

#3 WASTE HAULER LICENSING ORDINANCE

Requires all haulers (residential and commercial) to be licensed to operate in the city.

Ensures equitable services are offered by **requiring recycling to be bunded or included into any trash hauling service without additional fees.**

Provides mechanism to track data (i.e. recycling rate)

Holds haulers accountable for illicit discharges and other damages to city infrastructure by enabling city to revoke licenses for violations.

EXAMPLES OF HAULER LICENSING IN THE FRONT RANGE

City	County	Program name	Fee
Dacono	Weld	Refuse Hauler's License	$300 + $2,000 bond
Loveland	Larimer	Solid Waste Hauler's License	$100/vehicle
Westminster	Adams - Jefferson	Solid Waste Collection License	$250 / solid waste vehicle $100 / recyclable materials
Fort Collins	Lafayette	Solid Waste Collector License	$1.35 / month / customer
Broomfield	Broomfield	Trash & Rubbish Hauling License	$150.00 + $1.00 / truck sticker, $1,000 bond
	Adams County	Solid Waste Hauler License	1-3 hauling vehicles = $100* 4-9 hauling vehicles = $300 10+ hauling vehicles = $600

*Solid Waste Haulers that are recycle-only or compost-only haulers are capped at the $100 level even if they operate with more than three vehicles

#4 RECYCLING EDUCATION

Should accompany any new program or policy to ensure its effectiveness and long term success.

Will not move the needle alone, but is most effective when accompanied with policy.

Should be designed to engage all populations.

Can visibly demonstrate Brighton's sustainability commitment.

Can reduce contamination and increase participation.

STATE LEGISLATION IMPLICATIONS

PRODUCER RESPONSIBILITY

In 2022, the Colorado State legislature passed HB22-1355 that will:

Provide recycling to all Coloradans **at no cost** to residents or local government starting in 2026.

Shift the cost of paying for Colorado's recycling system from taxpayers and households to product manufacturers.

Save local governments money by covering 100% of the cost of the recycling including collection, transportation and processing of materials.

Municipalities with existing recycling programs can **choose to retain those contracts** and will likely be prioritized first for recycling reimbursement.

Thank you
&
QUESTIONS