

July 23, 2024

# RECYCLING AND COMPOSTING STUDY SESSION

Presented by:  
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## Introductions

**Randy Moorman**  
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Director Policy and Community  
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**Laura Levesque**  
TASP Consultant  
&  
Eco-Cycle  
Community Campaigns Manager

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### 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.

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## 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

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## Agenda

5 min	<b>ASSESSMENT OF BRIGHTON'S CURRENT RESIDENTIAL WASTE AND RECYCLING SYSTEM</b> <ul style="list-style-type: none"> <li>• Demographics</li> <li>• Service availability and cost</li> <li>• Resident feedback</li> </ul>
10 min	<b>OPTIONS FOR BRIGHTON'S WASTE AND RECYCLING SYSTEM</b>
10 min	<b>TASP RECOMMENDATIONS</b>
10 min	<b>UPCOMING STATE RECYCLING LEGISLATION</b>

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## 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

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## #1 Demographics and Service Availability

**POPULATION**  
42,623

**HOUSEHOLDS**  
14,920

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

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**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)

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## #2 Current Recycling and Composting System

**MUNICIPAL SOLID WASTE Recycling and Compost Goals**

Region	Current (2024)	Target (2026/2030)
Front Range	16%	39% by 2026
National	32%	50% by 2030

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## Current Recycling and Composting System

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

SOURCE: 2023 WARD EVENT SURVEY

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## Current Recycling and Composting System

### Community desire for recycling and composting

2024 BRIGHTON SUSTAINABILITY SURVEY

**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")**

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## #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

**Trash Truck Traffic for Ward Event Attendees (N=61)**

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## #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)**

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## #5 Community Feedback: FOCUS GROUPS

**Participants**

5 HOAs  
8 NON-HOA

**100%**  
of participants

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

**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

**Strong support for additional services, including**



COMPOST



BULKY ITEMS



SEASONAL YARD COLLECTION









HOA residents want new system to bill through HOA fees

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


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## 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

 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

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## 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)

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## NATIONAL TRENDS

**62%**

**18%**

**6%**

**14%**

Municipally run collection
➔

Contract or franchise
➔


Open market
➔

Combination
➔

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## #1 OPEN MARKET


Voluntary, opt-in subscription-based (the status 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)

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## #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

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## 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
<b>Total Estimate</b>	<b>\$17,000,000</b>

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

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## #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

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## #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).

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## #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.

**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

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## 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.

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### 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%

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### Colorado Waste Diversion Leaders



**5 Key Elements**

- They allocate dedicated staff and funding to support waste diversion infrastructure, services, and programs.
- Every resident receives a recycling cart alongside their trash cart, typically at no extra cost.
- They conduct robust recycling education programs for residents and businesses. These programs include clear guidelines on recyclable, reusable, and compostable materials.
- 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.

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### COMPARISON OF MODELS

#### IMPACTS



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### 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)

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### 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

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### 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

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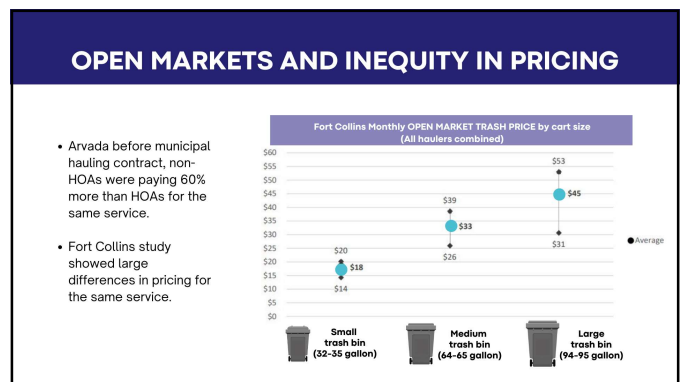


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### Comparison of Models: WASTE AND RECYCLING COSTS

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				

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### 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

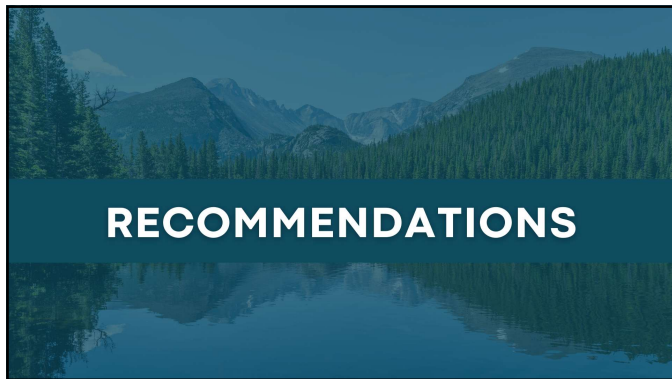
**NO PRICE HIKES**  
Protects from price hikes and gauging

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### 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, Florence, Westminster, Lakewood, Broomfield					
Recycling Drop off	Englewood, Westminster, Fort Collins, Pueblo	✔				
Mandated Recycling Ordinance	Boulder, Fort Collins	✔	✔		✔	
Municipally Run Collection	Denver, Longmont, Loveland, Northglenn, Thornton	✔	✔	✔	✔	✔
Municipally Contracted Hauler	Commerce City, Dacono, Lafayette, Louisville, Golden, Arvada, Englewood	✔	✔	✔	✔	✔

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## POLICY RECOMMENDATION OVERVIEW



#1  
City-wide Community-based Hauler Contract



#2  
Volume-based Pricing: "Pay-as-you-throw"



#3  
Waste Hauler Licensing Ordinance



#4  
Recycling Education Program

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## #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.



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## CITY-WIDE COMMUNITY-BASED HAULER CONTRACT



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

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

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.

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## 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

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## CITY-WIDE COMMUNITY-BASED PROGRAM: ADDITIONAL OFFERINGS



Curbside yard waste collection



Curbside compost collection




Curbside bulk item collection

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### 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.




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### 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.



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### 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


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### #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.


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### #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 bundled 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.

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### 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

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## #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.

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# STATE LEGISLATION IMPLICATIONS

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## PRODUCER RESPONSIBILITY

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

 <p>Provide recycling to all Coloradans <b>at no cost</b> to residents or local government starting in 2026.</p>	 <p><b>Shift the cost</b> of paying for Colorado's recycling system from taxpayers and households to product manufacturers.</p>	 <p><b>Save local governments money</b> by covering 100% of the cost of the recycling including collection, transportation and processing of materials.</p>	 <p>Municipalities with existing recycling programs can <b>choose to retain those contracts</b> and will likely be prioritized first for recycling reimbursement.</p>
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# Thank you & QUESTIONS

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