



**Office of the City Manager**  
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# Memo

**To:** Members of Dublin City Council  
**From:** Community Services Advisory Commission  
**Date:** August 23, 2018  
**Initiated By:** Megan O'Callaghan, PE, Director of Public Works  
**Re:** Solid Waste Services (including Refuse, Recycling, Yard Waste) -  
Recommendations

## Summary

Staff provided an update on the procurement of Dublin's Solid Waste Services to Dublin City Council as part of their April 5, 2018 packet. The memorandum provided background information on the City of Dublin's partnership with the Solid Waste Authority of Central Ohio (SWACO) and other central Ohio communities (referred to as the "Consortium") to jointly bid solid waste services in an effort to obtain quality solid waste collection and recyclable material processing services at competitive prices. The status of the City's current Solid Waste Services contract as well as the plans for bidding future services was also provided. Specifically, staff requested input from Council regarding a proposal from SWACO outlining "best practices" to increase recycling, efficiency, and community appearance. During the April 9, 2018 City Council meeting, City Council referred the matter to the Community Services Advisory Commission (CSAC) for consideration and a recommendation. The topic of Solid Waste Services was on CSAC's May 15, 2018 meeting agenda. CSAC considered and discussed detailed information including the background about the Consortium, Dublin's current solid waste services, and procurement process presented by Dublin staff. (See attached powerpoint presentation.) SWACO representatives presented information from a regional perspective about the consortium compositions, solid waste collection service providers, collection days of the week, industry feedback, and SWACO's recommended best practices. (See attached powerpoint presentation.) The discussions concluded with CSAC voting to recommend staff and City Council consider implementing the best practices outlined in SWACO's proposal as part of the upcoming bid evaluation process. Since that meeting, staff has continued meeting with SWACO and other central Ohio communities who have been involved with the Consortium and 2018 bid process.

## Background

### Consortium

Since 2003, the City of Dublin has partnered with the Solid Waste Authority of Central Ohio (SWACO) and other central Ohio communities to jointly bid solid waste services in an effort to obtain quality solid waste collection and recyclable material processing services at competitive prices. The composition of this group, which is known as the "Solid Waste Consortium 1" or "Consortium," as well as the bid process, has evolved over the years. The Consortium currently consists of ten communities, for an approximate total of 56,000 households, including: the cities of Dublin, Bexley, Gahanna, New Albany, Reynoldsburg, Westerville and Blendon, Mifflin, Plain and Washington Townships. Dublin accounts for approximately 13,713 households.

### Existing Contract

The current "Agreement for the Collection, Transportation, and Delivery for Disposal or Processing of Residential Solid Waste, Recyclable Materials, and Yard Waste Generated within the City of Dublin, Ohio" was entered into with Rumpke of Ohio, Inc. in September of 2014. The term of the original contract was for three years and terminated on December 31, 2017 with the option to extend for 2018, as well as 2019. The Consortium bid solid waste services in 2017 and Rumpke was Dublin's only bidder. The bid for each option proposed higher per household prices per month than the one (1) year contract extension prices for 2018. As a result, the City rejected all bids and extended the contract with Rumpke for a term of one (1) year through 2018 at a rate of \$16.22 per household per month. The City also has the ability to extend the existing contract for another one (1) year term through 2019 at a rate of \$16.71 per household per month. The City paid \$2,423,445 for solid waste services for residential units, municipal facilities, and special events in 2017.

### Overview of Current Solid Waste Services

Solid waste services are critical services that are provided throughout the City on a weekly basis. These services are visible and have a significant impact on the environment. For the vast majority of Dublin, refuse collection services are provided each week on Wednesday with residents providing their own containers. Dublin's recycling collection services are provided each week on Wednesday with the City of Dublin providing and maintaining wheeled carts (blue) (majority are 64 gallon) with attached lids to residential households. Unlimited bulk collection services are also provided each week on Wednesday. Yard waste collection services are provided each week on Monday.

A pilot program was initiated in 2003 in conjunction with SWACO for the automated collection of refuse and recycling. The pilot area consists of approximately 1200 households in the areas west of Coffman Road and south of Brand Road (Dublinshire Drive, Sells Mill Drive, and Earlington Parkway) and north of Brand Road (Brandonway Drive, Coventry Woods Drive, and Windwood Drive). These households were provided wheeled carts with attached lids for refuse (green) and recycling (brown) (majority are 64 gallon). The pilot was intended to be a one-year pilot but has remained in place since that time. The residents in this pilot area were surveyed and 91% were in favor of keeping both containers and continuing the services.

According to the SWACO, Dublin has always been at the forefront of advancing recycling in the community. Dublin's recycling rate in 2017 was 47%. The only other comparable community in the region is Upper Arlington.

Earlier this year, the National Citizen Survey was conducted in partnership with the National Research Center. The survey data helps measure resident perceptions of livability, governance and City services, and is used in guiding policy decisions to enhance and continue high-quality city services and quality of life in Dublin. Overall, the City received very favorable feedback on solid waste services, including garbage collection (91% positive), recycling (86% positive), and yard waste pick-up (92% positive).

### **SWACO's Regional Perspective and Recommended Best Practices**

SWACO representatives Albert Iosue, Program Administrator, and Andrew Booker, Program Manager, were present at the CSAC meeting and shared information from a regional perspective

about the consortium compositions, solid waste collection service providers, collection days of the week, industry feedback, and SWACO's recommended best practices. SWACO is one of 52 Solid Waste Management Districts in Ohio, consisting of forty-one (41) municipalities, townships and villages in Franklin County, Ohio. SWACO's goal is to increase recycling, reduce waste and divert solid waste from disposal at the landfill.

SWACO's Solid Waste Management Plan promotes community consortiums and provides contract assistance to municipalities, townships and villages for the purpose of obtaining the collection, transportation and delivery for disposal or processing of solid waste, recyclable materials and yard waste generated by residential units, municipal facilities and during special events sponsored by political subdivisions.

Mr. Iosue shared there are three (3) consortiums in the region and outlined the composition of each consortium. There are four (4) major service providers in the region including Rumpke, Local Waste, Waste Management, and Republic Services. He shared a map that indicated which service providers service each community in the region. Most communities provide curbside recycling services (6 do not) and many now utilize larger carts which encourages more recycling. SWACO recommends that those communities that utilize 18-gallon bins convert to larger carts (either 64 or 96 gallon) to increase recycling. Mr. Iosue also shared a map that indicated the collection days for each community in the region. He explained that varying the collection days throughout the region would allow for load balancing for the service providers. Communities typically are not interested in changing their collection days.

In preparation for a procurement process for 2019 solid waste services, SWACO published a Request for Information (RFI) seeking input from the hauling industry to identify factors that may lead to more efficient and cost-effective collection services that ultimately result in the highest quality of service at the lowest cost with increased diversion. SWACO received responses to the RFI from eight (8) service providers. The primary barriers identified with the bidding process by the haulers included:

- too many bid options,
- too large of a consortium size,
- non-uniform service requirements by participating consortium communities, and
- day of the week limitations for collection services.

It was clear from the RFI responses that bidders desire a more simplified approach to bidding where communities are strategically grouped by common services into smaller sized groups, with an improved distribution of collection days.

SWACO has prepared the attached proposal for each of the Consortium communities outlining a plan that would reorganize the communities into smaller groupings with the goal of obtaining better bids from the haulers during the upcoming bid cycle. The proposal groups the City of Dublin with Washington Township, resulting in just over 14,000 serviced households.

SWACO's proposal also outlined several primary recommended best practices for Dublin's consideration to increase residential recycling, reduce waste, and divert Solid Waste from disposal at the landfill.

### Best Practice: Two-Cart System

Mr. Iosue explained to CSAC it is SWACO's goal to work with communities to move toward a uniform two-cart collection system. SWACO considers a two-cart system a "best practice" because it increases residential recycling, reduces blowing litter, beautifies communities, reduces worker injuries through automated or semi-automated collection, and significantly improves collection efficiency. In the long run, cart-based collection systems will help to increase recycling and hold down prices to communities due to the increased collection efficiency and fewer worker injuries. Mr. Iosue explained that a two-cart system provides several benefits to the service providers including facilitating conversion to automated collection (trucks are equipped with an automated arm that picks up the carts and dumps their contents into the truck), reduced workers compensation claims, and a more efficient collection process (reduced workers per vehicle). The benefits of a two-cart system to the community include increased recycling rates, reduced blowing litter (cleaner community), each container is the same type and color which results in improved neighborhood aesthetics and uniformity on collection day, ease of use (wheeled carts with handles), cart ownership provides increased opportunities for competition, and reduced future collection costs. The standard cart size is typically 64 gallon, with residents having the option of larger (96 gallon) or smaller (32 gallon) carts upon request.



*Current Services*



*Two-Cart System*

Four (4) CSAC members reside in the area of Dublin that is utilizing the two-cart system and are pleased with the program. The CSAC members discussed the colors for the refuse and recycling containers as well as the ownership of the containers. SWACO recommends blue recycling containers. Mr. Booker shared that blue is the nationwide industry standard for recycling containers and it is important for the recycling container to be easily recognizable to avoid confusion. Mr. Booker shared that SWACO is hoping as communities start to evolve, some communities will incorporate a third container for organics. The SWACO representatives also cited benefits to owning the containers as opposed to renting them from the service providers. Owning the containers provides communities with the opportunity to be very specific about the color and brand of container and in the event the service provider were to change the resident would continue using the same containers.

### Best Practice: Streamline Bulk Collection

Bulk collection includes items such as furniture, swing sets, appliances, and other bulky items. Dublin currently provides unlimited bulk collection services each week on Wednesday. The SWACO representatives explained that bulk collection could be streamlined by providing options such as scheduled collections, minimized number of collections per month, or utilizing a monthly fixed

collection schedule. Mr. Iosue noted that an example of streamlining the process would be to offer bulk pickup on the first collection day of the month (first Wednesday of the month). If additional bulk collection needs to be offered then it would be on the third collection day of the month (third Wednesday of the month), but the resident would need to call 72 hours prior to pick-up and schedule the bulk collection services.

#### Best Practice: Cart Contents Only

An integral part of the two-cart (automated) refuse collection system is all trash must be placed in the provided carts. The residents need to be able to contain all of their refuse and recycling within the two containers provided for it to be collected. Solid waste placed on the ground will not be collected by the contractor. This program makes residents more aware of what they can recycle, because they don't want to have trash sit for another week because it doesn't fit in the container. If a resident needs additional space for trash, they can move to a larger cart size or choose to purchase a second cart.

Mr. Iosue concluded by noting that solid waste and recycling collection and disposal costs are rising, so despite implementation of these best practices, communities could see increased costs when compared to current prices. Nevertheless, moving to smaller consortium sizes with cart-based collection is intended to hold down increasing costs with significant benefits to the region.

#### **Recommendations**

CSAC desires for Dublin to remain at the forefront of advancing recycling in the community. It is important that Dublin continue to be a leader in the region with regard to increasing recycling, reducing waste and diverting solid waste from disposal at the landfill.

After careful review and due consideration of all the information, CSAC recommends to Council that consideration be given to implementing the following solid waste service changes at the appropriate time in the future when the pricing is competitive and there is sufficient opportunity to provide comprehensive communication and education:

- 1) Move toward a uniform two-cart collection system which would increase residential recycling, reduce blowing litter, improve the appearance of the community on collection day, reduce worker injuries through automated or semi-automated collection, and significantly improve collection efficiency. Both carts would be owned by the City and the recycling cart should be blue and refuse either brown or green. It is further recommended that the standard cart sizes be 64 gallon, with residents having the option of larger (96 gallon) or smaller (32 gallon) carts upon request.
- 2) Streamline bulk collection (items such as furniture, swing sets, appliances, and other bulky items) by offering bulk pickup on the first collection day of the month (first Wednesday of the month). If a resident has additional bulk items that need picked up later in the month an additional collection could be offered on the third collection day of the month (third Wednesday of the month), but the resident would need to schedule the bulk collection by calling in advance to request the bulk collection service.
- 3) Limit collection to cart contents only. All refuse and recycling needs to be placed in the provided carts for it to be collected. If a resident needs additional space for trash, they can move to a larger cart size or choose to purchase a second cart.

CSAC believes that utilizing best practices such as a two-cart system, streamlining bulk collection, and "cart contents only" solid waste collection will result in more recycling and better community aesthetics and competitive bids in the region over the next decade. CSAC believes the benefits of these program changes, including the improved appearance of the community on collection day and reduction in environmental impacts, would far exceed any minor inconveniences that may be experienced by residents. A comprehensive communication and education campaign in advance of implementing any program changes would be critical to the success of the program. Therefore, CSAC encourages Dublin staff and City Council to look favorably upon bid options that propose implementing these best practices as they review and consider the collection bids that were received on July 25, 2018.

CSAC appreciates the work and time dedicated to this discussion by Dublin and SWACO staff who participated in the CSAC meeting and would like to thank SWACO for their programs and assistance. CSAC understands the importance of solid waste services and impact on the environment and appreciates the opportunity to review Dublin's current services and the best practices recommended by SWACO.



# SOLID WASTE SERVICES (Refuse, Recycling, and Yard Waste)

Megan O'Callaghan, PE, Public Works Director

May 15, 2018



EVERYTHING GROWS HERE.



## AGENDA

- Background
  - Consortium
  - Existing Contract
- Overview of Solid Waste Services
- SWACO
  - Introduction
  - Regional Perspective
  - Best Practices
- 2018 Bid Process



EVERYTHING GROWS HERE.



## SOLID WASTE CONSORTIUM

Since 2003

Volume based bidding

Approx. 56,720 residential households

- Dublin accounts for 13,713

10 Consortium Members:

- City of Bexley
- City of Dublin
- City of Gahanna
- City of New Albany
- City of Reynoldsburg
- City of Westerville
- Blendon Township
- Mifflin Township
- Plain Township
- Upper Arlington
- Washington Township



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## EXISTING CONTRACT

Original, 3-Year contract with Rumpke began in 2015 with options to extend for 2018 and 2019

- Contracts provide for "Collection and disposal or processing of Refuse, Recyclable" Materials, and Yard Waste
- Services are provided to:
  - Residential Units,
  - Municipal Facilities, and
  - Special Events



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## EXISTING CONTRACT

Consortium went out to bid in 2017

- Rumpke was the only bidder and proposed higher prices than the 1-Year extension prices for 2018
- City rejected all bids and extended the contract through 2018 at \$16.22 per household per month

City also has ability to extend the contract through 2019 at \$16.71 per household per month



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## COSTS

Rumpke contract

- \$16.22 per household per month
- Dublin's bill for 2017 was \$2,423,445

PLUS

Dublin's costs to replace and maintain Recycling carts approximately \$40,000 (average)



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## OVERVIEW OF SOLID WASTE SERVICES





## SUMMARY OF SERVICES

### Refuse Collection

- Wednesday
- Residents provide

### Recycling

- Wednesday
- Dublin provides and maintains - majority 64 gallon, wheeled, attached lid



EVERYTHING GROWS HERE.



## SUMMARY OF SERVICES

### Bulk

- Unlimited
- Wednesday

### Yard Waste

- Monday



EVERYTHING GROWS HERE.



## SUMMARY OF SERVICES

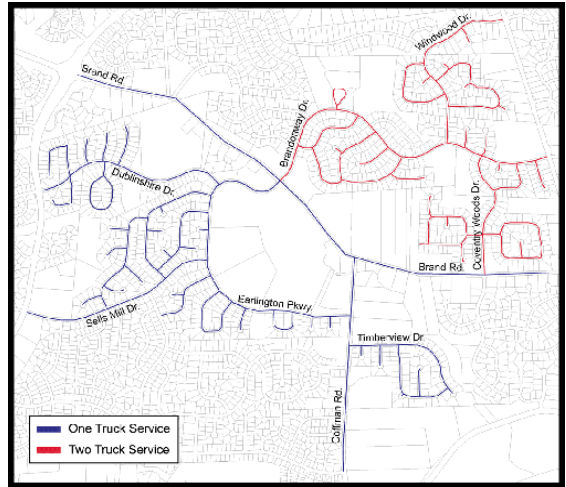
### Automated Collection Pilot initiated in 2003

- Residents provided wheeled carts for Refuse and Recycling (majority 64 gal)
- 2 routes of 600 households each
- Automated trucks

### Positive Resident Feedback:

- 91% in favor of continuing
- Recycling increased

Residents in these pilot areas still have those containers



EVERYTHING GROWS HERE.



## SUMMARY OF SERVICES

Typical



Automated Pilot Area



EVERYTHING GROWS HERE.



## 2018 NATIONAL CITIZENS SURVEY

**THE NCS™**  
The National Citizen Survey™

Dublin, OH  
Dashboard Summary of Findings  
2018

	Percent positive
Garbage collection	91%
Recycling	86%
Yard waste pick-up	92%



EVERYTHING GROWS HERE.



## SOLID WASTE AUTHORITY OF CENTRAL OHIO (SWACO)

Andrew Booker, Programs Manager  
Albert Iosue, Programs Administrator



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## 2018 Bid Process

- Consortium has been meeting monthly since January
- Bid Collection and Delivery separate from Recyclables Processing
- **Recycling Services bid opening May 17**
- **Collection Services bid opening July 25**
- Goal is to announce successful bidder by September 3

\* City also has ability to extend the contract through 2019 at \$16.71 per household per month



EVERYTHING GROWS HERE.



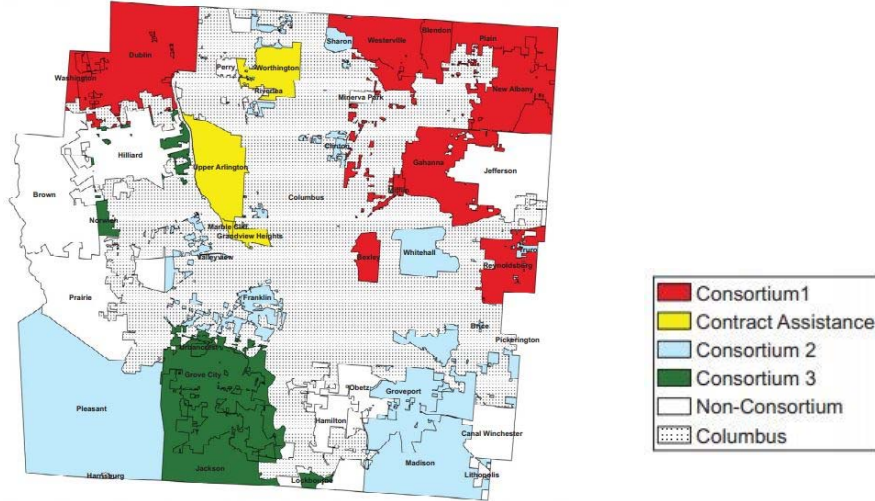


## Introduction

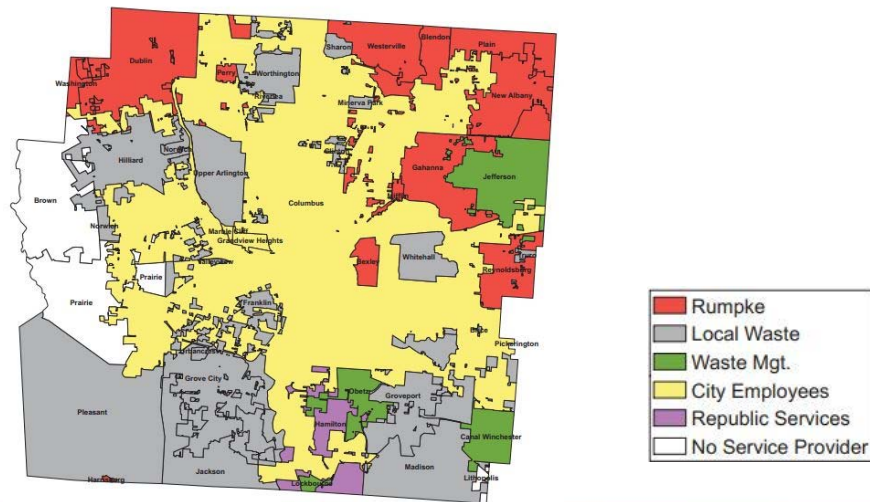
SWACO is one of 52 Solid Waste Management Districts in Ohio, consisting of forty-one (41) municipalities, townships and villages in Franklin County, Ohio. **SWACO's goal is to increase recycling, reduce waste and divert solid waste from disposal at the landfill.**

SWACO's Solid Waste Management Plan promotes community consortiums and provides contract assistance to municipalities, townships and villages for the purpose of obtaining the collection, transportation and delivery for disposal or processing of solid waste, recyclable materials and yard waste generated by residential units, municipal facilities and during special events sponsored by political subdivisions.

# Solid Waste Consortium Communities



# Solid Waste Collection Service Providers







# Industry Input

January 8, 2018, SWACO published a Request for Information (RFI) seeking input from the hauling industry to identify factors that may lead to more efficient and cost-effective collection services that ultimately result in the highest quality of service at the lowest cost with increased diversion.

SWACO received responses to the RFI from eight (8) waste hauling companies. The primary barriers identified to the bidding process by the haulers included:

- Too many bid options
- Too large of a consortium size
- Non-uniform service requirements by participating consortium communities
- Day of the week limitations for collection services.



# Recommended Community Groupings

Bexley New Albany Plain Twp. Mifflin Twp.  9,004 HH	Gahanna Reynoldsburg  19,917 HH	Westerville Blendon Twp.  13,700 HH	Dublin Washington Twp.  14,099 HH
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## Best Practices

A **two-cart system** is considered a “best practice” because it increases residential recycling, reduces blowing litter, beautifies communities, reduces worker injuries through automated or semi-automated collection, and significantly improves collection efficiency.

## Collection Cart Benefits

### Collection Benefits:

- Collection best practice – convert to automated collection
- Reduced workers compensation claims
- More efficient collection process

## Collection Cart Benefits

### Community Benefits:

- Increased recycling rates - larger container
- Reduced blowing litter – cleaner community
- Neighborhood uniformity
- Reduce future collection costs
- Ease of use – wheeled carts with handles
- Cart ownership provides increased opportunities for competition



## Collection Cart Benefits



No Cart System



2 Carts System



## Best Practices

**Streamline bulk pickup** (furniture, swing sets, appliances, and other bulky items) by providing an option such as scheduled collections, minimized number or collections per month, or utilizing a monthly fixed collection schedule.

## Best Practices

**“Cart contents only”** which means that all solid waste must fit into the collection cart for it to be collected. Solid waste placed on the ground will not be collected by the contractor. If a resident needs additional space for trash, they can move to a larger cart size or choose to purchase a second cart.

## Best Practices

- 5-year bids to secure the lowest price
- Recycling education requirements
- Multi-family complexes

**Thank You**

## **Introduction**

Since 2005, SWACO has offered technical assistance to communities interested in working collectively to bid solid waste, recycling, and yard waste collection and disposal services, with the goal of combining the bidding power of multiple communities to obtain improved services at more competitive prices. Dublin is part of “Consortium #1”, which consists of the cities of Bexley, Dublin, Gahanna, New Albany, Reynoldsburg, and Westerville; and the Townships of Blendon, Mifflin, Plain and Washington.

In 2017, Consortium #1 Communities rebid for trash, recycling, and yard waste collection services. While numerous bid options were made available to potential contractors, only one viable bid was received, and it did not meet the needs of the communities. An evaluation of the bid process was necessary to assure better bid results in the future.

After listening to comments from haulers during the 2017 Consortium #1 bid process, discussing the results with Consortium #1 members, and realizing that the make-up of the Consortiums<sup>1</sup> is a product of when each community joined, SWACO has addressed the task of determining if there are more strategic groupings of the Consortium communities. On January 8, 2018, SWACO published a Request for Information (RFI) seeking input from the hauling industry to identify factors that may lead to more efficient and cost-effective collection services that ultimately result in the highest quality of service at the lowest cost with increased diversion.

SWACO received responses to the RFI from eight (8) waste hauling companies. The primary barriers identified to the bidding process by the haulers included:

- Too many bid options
- Too large of a consortium size
- Non-uniform service requirements by participating consortium communities
- Day of the week limitations for collection services.

It was clear from the RFI responses that bidders want a more simplified approach to bidding where communities are strategically grouped by common services into smaller sized groups, with an improved distribution of collection days. Based upon the recommendations above, SWACO has proposed to reconfigure consortium communities into smaller, more manageable bidding groups. Listed below is the bid plan for your community.

## **Consortium Grouping**

It is proposed that the City of Dublin be grouped with Washington Township for the next bid cycle, resulting in just over 14,000 serviced households. This proposal is based upon uniformity of services, number of households, geographic location, and days of the week. All communities within Consortium #1 have been reorganized into smaller groupings with the goal of obtaining better bids from the haulers during the next bid cycle. As this process moves forward, individual groupings may be adjusted based on feedback from the communities.

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<sup>1</sup> There are currently 3 Consortiums in Franklin County

## **Current Solid Waste, Recycling, & Yard Waste Provisions**

The City of Dublin currently has solid waste and recycling collected from each household on Wednesday. Yard waste is collected on Monday. The current waste hauler is Rumpke and the per household per month price is \$16.22 for 2018, with one last option extension year for 2019 at a price of \$16.71 per household per month. Currently, each homeowner provides their own solid waste container (except for 1,000 +/- households that have 64-gallon carts from a previous pilot program) and each household has a 32-gallon, 64-gallon, or 96-gallon recycling cart.

## **Increasing Recycling, Efficiency, and Community Appearance through Best Practices**

SWACO's goal is to increase recycling, reduce waste and divert Solid Waste from disposal at the landfill. In 2013, New Albany and Plain Township switched from 18-gallon recycling bins to 96-gallon recycling carts and increased average recycling volumes by 27.36% and 35%, respectively. More recently, the following communities converted from 18-gallon recycling bins to 64-gallon or larger recycling carts in an effort to increase recycling: Grove City, Jackson Township, Norwich Township, and the Villages of Lockbourne and Urbancrest. It has been demonstrated repeatedly in central Ohio and throughout the country that converting to carts results in significantly higher recycling rates for those communities.

SWACO's goal is to work with Consortium Communities to move toward a uniform two-cart collection system wherever possible. A two-cart system is considered a "best practice" because it increases residential recycling, reduces blowing litter, beautifies communities, reduces worker injuries through automated or semi-automated collection, and significantly improves collection efficiency. In the long run, cart-based collection systems will help to increase recycling and hold down prices to communities due to the increased collection efficiency and fewer worker injuries.

## **Bidding Options**

Two (2) bidding options are proposed for Dublin & Washington Township. Upon receiving bids for both options, each community will have the ability to choose the best option for their community. The bid options are listed below:

### **Option 1**

The first bid option requires the waste hauler to provide every household with a 64-gallon recycling cart and provide unlimited solid waste and yard waste collection. Each household will provide their own solid waste and yard waste receptacles. The hauler will collect all municipal solid waste, recycling, and yard waste left at the curb without limitation.

Bulk pickup (furniture, swing sets, appliances, and other bulky items) will be streamlined by providing an option such as scheduled collections, minimized number or collections per month, or utilizing a monthly fixed collection schedule.

All collection days will remain the same.



Option 2

The second bid option requires the waste hauler to provide every household with a solid waste cart and a 64-gallon recycling cart. The bids will include pricing for various solid waste cart sizes (35-gal, 64-gal, and 96-gal). Each community may choose to provide their residents with one standard solid waste cart size or provide residents with multiple cart size options. Option 2 is defined as “cart contents only” which means that all solid waste must fit into the collection cart for it to be collected. Solid waste placed on the ground will not be collected by the contractor. If a resident needs additional space for trash, they can move to a larger cart size (if offered by the community) or choose to purchase a second cart. All bids will include pricing for additional carts and each community can decide to offer additional carts to their citizens, to provide larger cart sizes, or to keep every household uniform with a two-cart system, thus promoting more recycling and less waste generation. The hauler will collect all recycling and yard waste left at the curb without limitation.

Bulk pickup (furniture, swing sets, appliances, and other bulky items) will be streamlined by providing an option such as scheduled collections, minimized number or collections per month, or utilizing a monthly fixed collection schedule. (Same as Option 1).

All collection days will remain the same. (Same as Option 1).

As previously indicated, two-cart systems help to reduce costs over time due to increased collection efficiencies and result in improved community appearance and less blowing litter. Many communities conclude that community appearance is significantly improved as a result of adopting a two-cart system.

Without two-cart system:



With two-carts system:



## **Contract Provisions**

All bid options will include the following basic provisions:

- 5-year bids to secure the lowest price
- A consistent set of city services included for each community
- Recycling education requirements
- Pricing options for recycling will also be offered to local business and multi-family apartment complexes, although neither will be required to use the service. The successful bidder will agree to provide recycling to local business and multi-family apartment complexes at the bid prices and contract directly with those business and multi-family apartment complexes that voluntarily choose to participate in the program.

## **Conclusion**

Bidding services in smaller groups with uniform services and fewer bid options is intended to result in more competitive bid prices. Utilizing best practices such as recycling carts and “cart contents only” solid waste collection will result in more recycling and better community aesthetics. Working together with central Ohio communities to adopt these best practices will ultimately result in more diversion from the landfill and a better recycling rate, helping central Ohio become a leader in waste diversion.

It is important to note that all solid waste and recycling collection and disposal costs are rising, so despite implementation of these best practices, communities could see increased costs when compared to current prices. Nevertheless, moving to smaller consortium sizes with cart-based collection is intended to hold down increasing costs with significant benefits to the community.

Dublin’s participation in Consortium #1 has been successful in obtaining competitive bid prices. The proposal to reorganize communities in Consortium #1 for this round of bidding will assist in bringing uniformity of services for all of Consortium #1, and providing strategic options for future bids to obtain competitive pricing over the next decade.



# Community Services Advisory Commission

May 15, 2018

Minutes

**Commission Members:**      **Present:**      Marilyn Baker, Ann Bohman, Steve Dritz,  
Christine Gawronski, Elizabeth McClain, Thomas Strup  
**Absent:**      Stephanie Hall

**Staff Members Present:**      Michelle Crandall, Assistant City Manager  
Nick Plouck, Management Assistant  
Megan O’Callaghan, Public Works Director  
Rob James, Director of Streets & Utilities  
John Babyak, Streets & Utilities Operations Administrator  
J.M. Rayburn, Planner I

**Guests:**      Albert Iosue, PE, Programs Administrator, SWACO  
Andrew Booker, Programs Manager, SWACO

## Call to Order

Mr. Strup established that a quorum was present and called the meeting to order at 6:31 p.m.

### I. Selection of Chair and Vice Chair

Mr. Strup asked if there were any nominations for Chair. Ms. Baker nominated Mr. Strup for chair. Mr. Strup asked if there were any other nominations. There being no other nominations, Ms. Bohman seconded the nomination for Mr. Strup as chair. All in favor, Mr. Strup was elected chair.

Ms. Bohman nominated Ms. Baker for vice chair. Mr. Strup asked if there were any other nominations for vice chair; there were none. Ms. Hall seconded the nomination for Ms. Baker as vice chair. All in favor, Ms. Baker was elected vice chair.

### II. Public Comments on Items Not on the Agenda

None

### III. Approval of Meeting Minutes

Minutes from the March 13 and April 10 meetings were previously distributed via email for review. Mr. Strup asked if there were any changes to the March minutes. There were none. All in favor, the March 13 meeting minutes were approved.

Mr. Strup asked if there were any changes to the April minutes. Ms. Baker and Ms. McClain each had one minor change to the minutes. Ms. Baker motioned to approve the minutes with the changes. Mr. Dritz seconded the motion. All in favor, the April 10 meeting minutes were approved.

#### **IV. Solid Waste Services (including Refuse, Recycling, Yard Waste)**

Ms. O'Callaghan introduced herself to the commission, along with staff members: Rob James (Director of Streets & Utilities) and John Babyak (Operations Administrator). She explained that Mr. James and Mr. Babyak administer the solid waste services on a day-to-day basis and they work very closely with Rumpke (the City's contractor) for solid waste services, which include refuse/trash, recycling, and yard waste. Ms. O'Callaghan commented that solid waste is a very important service that touch the lives of every resident within the City of Dublin on a weekly basis. Typically the only feedback staff receives is when services are missed or when the City changes something in the service provided.

Ms. O'Callaghan will be providing a presentation on the City's solid waste services (attached). She plans to provide some baseline information on the City of Dublin's solid waste services, as well as the contracting process and mechanisms that the City goes through to obtain the services the City offers. Staff will be asking for any feedback from this commission on current services and some feedback on the suggested best practices that SWACO (Solid Waste Authority of Central Ohio) has identified.

Ms. O'Callaghan provided some background information regarding the Solid Waste Consortium. The City of Dublin has been a member since 2003. SWACO has been coordinating this effort for the region. The reason for the consortium is to help provide better pricing by increasing the volume of procurement. Currently the consortium consist of eleven different communities which includes approximately 56,720 residential households.

Ms. O'Callaghan explained the original contract for the consortium was a three year contract that went into effect at the beginning of 2015. In 2017 we had to make a decision to go out for bidding or to extend the contract for two additional years through 2018 and 2019. The current contract provides for collection and disposal or processing of refuse, recyclable material and yard waste. Current services are provided to residential units, municipal facilities and for all of the City's special events. The consortium did decide to go out for bid in 2017 at the end of the three year contract. There was only one bid submitted which was Rumpke (the current contractor). The bid prices that that Rumpke submitted for a new contract were proposed at a higher prices than the contract pricing for the extended contract price. The bids were rejected and the consortium made the decision to extend through 2018. There is still the option to extend the contract through 2019 with a minor cost increase going from \$16.22 per household per month to \$16.71 per household per month if we decide to take that option. Ms. O'Callaghan explained that the City pays the entire amount for the solid waste services to the City residents. The total cost for 2017 for all three services was \$2,423,445. The City rolled out recycling containers to City residents a few years ago and we are currently replacing and maintaining those carts. The City spent an additional \$40,000 for those cost last year.

Ms. Baker asked what the cost was for each recycling cart. Mr. James commented that the cost is approximately \$50 per cart.

Ms. O'Callaghan provided a summary for the City's current standard solid waste services.

- Refuse collection is provided every Wednesday
- Refuse collection containers are provided by the resident
- Recycling collection is also provided every Wednesday
- Dublin provides and maintains wheeled carts with attached lids for recycling. The majority of the recycling carts are 64 gallon

- Dublin provides unlimited bulk pickup provided every Wednesday (not all communities provide unlimited bulk and some communities provide scheduled bulk pickup only)
- Yard waste collection is on Monday. In 2005 yard waste was on Wednesday (same as yard refuse and recycling), but residents provided feedback that yard cleanup is generally done over the weekend and they didn't like having the yard waste sitting at the curb until Wednesday. The decision was made by Council to negotiate with Rumpke to change the yard waste day to Monday and pay an additional fee to do so.

Ms. O'Callaghan said the City also started an automated collection pilot that was initiated in 2003. This consist of 2 routes of 600 households each. These residents were provided a wheeled cart for refuse and a wheeled cart for recycling and automated trucks are used to collect refuse and recycling from these two routes. 91% of the residents are in favor of continuing this service and recycling has increased in this area. The residents on these two routes still have those containers and the pilot continues.

Mr. Ditz asked how brown and green were the determined for the pilot program colors. Mr. Babyak replied that those were the only colors available at the time of the pilot program. Blue recycling containers were not available at that time.

Ms. Hall asked why recycling increased in the pilot program areas. Mr. Booker (SWACO) commented that when you are using automated trash service, the resident needs to be able to contain all of their refuse and recycling within the two containers provide. This program makes the resident more aware of what they are throwing away and what they are recycling, because if they fill up their refuse containers first, then the trash overflow will have to wait to be picked up the following week if it doesn't fit in the containers. With an automated program and containers, the residents are not able to throw trash bags out for refuse pickup. Ms. O'Callaghan also commented it makes residents think more about what can be recycled so they are putting more in the recycling containers which is decreasing their refuse pickup.

Ms. O'Callaghan said when the City of Dublin conducted The National Citizen Survey in 2018 the results were favorable that the City received a 91% for garbage collection, 86% for recycling and 92% for yard waste pickup.

Ms. Gawronski asked if the City has any plans to extend the pilot program areas. Ms. O'Callaghan commented the Mr. Iosue and Mr. Booker will be able to discuss this as they start their presentation.

Ms. O'Callaghan introduced Andrew Booker, Programs Manager at SWACO and Albert Iosue, Programs Administrator at SWACO. Ms. O'Callaghan commented that Mr. Iosue will be presenting about the regional perspective and some best practices that SWACO is recommending for consideration.

Mr. Iosue commented that Ms. O'Callaghan provided a great past history of the City's solid waste program since 2003. He explained that SWACO has been partnering with the City since 2003 and the City of Dublin was the driver of the first consortium. There are now three consortiums. Dublin has always been at the forefront of advancing recycling in the community. Dublin's recycling rate in 2017 was 47%. The only other comparable community is Upper Arlington. Mr. Iosue explained that SWACO is one of 52 solid waste districts in Ohio, created by state law in 1989. All counties are required to be

part of a solid waste district. Mr. Iosue explained that in addition providing solid waste programs there are additional programs offered, such as:

- E-waste recycling / pharmaceutical diversion / political sign drives
- Community & event grants for recycling
- Recycling container loan program
- Provide educational workshops
- Help reduce illegal dumping and littering (ECTF)

Mr. Iosue discussed how the consortiums are broken up into three separate consortiums. He also said there is an area where SWACO provides contract assistance in helping certain communities put their bid packets together so they can get better services at lower costs. The three consortiums are broken down to include the following:

- Consortium #1 (10) – Dublin, Bexley, Gahanna, New Albany, Reynoldsburg, Westerville, Blendon, Mifflin, Plain, & Washington
- Consortium #2 (8) – Groveport, Whitehall, Brice, Clinton, Madison, Pleasant, Truro, Sharon (Valleyview in 2018)
- Consortium #3 (5) – Grove City, Jackson, Norwich, Urbancrest, Lockbourne (Hamilton in 2018)

Mr. Dritz asked if each consortium is paying the same for household. Mr. Iosue said they are not. Consortium #3, for example, is in the same community as the land fill so mileage would be less to transport, so their cost is lower as opposed to a community that is in a different location. Also it is a competitive bidding process, it depends on the market and when the bidding takes place. Ms. O’Callaghan added that it also depends on what services each community wants to provide.

Mr. Iosue shared a map of the solid waste collection service providers. There are four major providers (Rumpke, Local Waste, Waste Management and Republic). The yellow area in the middle showing indicating City employees refers primarily to the City of Columbus. Grandview Heights and Marble Cliff also provide their own service. The service providers are broken out based on the consortium they provide services for. The white areas are townships, which typically allow their residents to choose their own provider. There are currently only about five townships that are not a part of a consortium.

Mr. Iosue explained that within the SWACO district most communities offer a 64 or 96 gallon recycling container. There are a few that only have 18 gallon containers, but they are encouraged to change to larger containers to increase recycling. There are only a handful of areas that do not offer curbside recycling.

Mr. Iosue commented that collection days are scattered throughout the district. Various collection days allow for load balancing for the haulers. The days of the week can be a major issue with the haulers. They would like to choose the collection days of the week to balance their loads. In January 2018 SWACO published a Request for Information (RFI) seeking input from the hauling industry to identify factors that may lead to more efficient and cost-effective collection services that ultimately result in the highest quality of service at the lowest cost with increased diversion. SWACO received responses from eight waste hauling companies. The barriers identified to the bidding process include:

- Too many bid options
- Too large of a consortium size
- Non-uniform service requirements by participating consortiums communities

- Day of the week limitation for collection services

Mr. Iosue commented that after receiving input from the waste hauling companies and continually meeting with the communities, it has been decided that we are going to break up the consortium. The haulers requested more consistent services and the smaller size within a consortium. We tried to break the communities up so they included between 10,000 – 20,000 households and we looked at the geographical location. We also looked at the day of the week each community requests services. The ultimate goal is to get better pricing. The recommended community groupings for the consortium are as follows:

- Bexley, New Albany, Plain Township, Mifflin Township
- Gahanna, Reynoldsburg
- Westerville, Blendon Township
- Dublin, Washington Township

Mr. Iosue presented some best practices for the City to consider when bidding the new contract for the City.

#### **Two-cart system**

- Increases residential recycling (preferred to distribute larger containers)
- Reduces refuse collection
- Beautifies communities and promotes uniformity
- Reduces blowing litter
- Reduces worker injury through automated or semi-automated collection
- Improves efficiency

Ms. Baker asked if the pilot program currently in Dublin is automated or semi-automated. They have someone that rolls the carts over to the truck. Mr. Iosue replied that the City currently is semi-automated because there is any employee rolling the cart and putting them on a docking station that lifts them to dump. A completely automated system has an arm on the truck that latches on the container and picks it up and empties the container.

Mr. Dritz asked who would provide the carts. Mr. Iosue commented that Ms. O’Callaghan will discuss more in detail late when she discusses the bid processes. The community can supply the containers; the hauler can provide the containers and the end of the contract the hauler gets them back or the hauler can provide the containers and at the end of the contract the resident keeps containers. Also SWACO is looking at getting grants through the recycling partnership for our communities that are in the consortium to help with some of the carts or cost.

#### **Streamline Bulk Pickup**

- Utilize a monthly fixed collection schedule
- Minimize number of collections per month
- Includes larger items such as furniture, appliances, etc. (does not include trash that does not fill in the refuse container)

Mr. Iosue noted that an example of streamlining the process would be to offer bulk pickup on the first collection day of the month (first Wednesday of the month). If an additional day needs to be offered

then it would be on the third collection day of the month (third Wednesday of the month), but the resident would need to call 72 hours prior to pick-up and schedule it.

Ms. McClain asked if there would be an additional piece for the residents so they are made aware of the change. Mr. Iosue replied that SWACO will work with the community hauler who is required to send out educational pieces to the residents. At the end of the day it will come down to the community and how they want to enforce that with the residents.

Mr. James commented that was one of the concerns for staff regarding is regarding bulk pickup being reduced. If the hauler doesn't pick it up in a timely manner then staff will end up going out and picking it up, especially during Christmas with Christmas trees. Mr. Iosue replied that in the bid documents the collection day after Christmas and the collection day after the 4<sup>th</sup> of July is unlimited. The resident can put anything they want out to the curb and it will be all be picked up. He also replied that live Christmas trees are different, because they are considered a part of yard waste and they are picked up for several weeks up through January. Ms. O'Callaghan replied the City does a lot of education about disposing of Christmas trees throughout the holiday season.

### **Cart Contents Only**

- All solid waste must fit into collection cart for it to be collected
- Solid waste placed on the ground will not be picked up
- Residents can move to a larger size cart or choose to purchase a second cart if desired
- Encourages more recycling; therefore less waste is collected

Mr. Iosue commented that having a cart contents only system makes people think before they put everything in the trash. It makes them more aware of what they can recycle, because they don't want to have trash sit for another week because it doesn't fit in the container.

### **Other Best Practices**

- Bid out a 5-year contract to secure the lowest pricing (in the past we have bid out a 3-year contract with two 1-year extensions)
- Requiring educational requirements about recycling and we are requiring that haulers send out a recycling survey once per year so we can determine participating percentages.
- A section is added in the bidding documents at the very end for all communities to get services at their municipal facilities. Multi-family complexes are not required to enter into contracts for these services, but we are adding it in case there are complexes that would like to offer these services, then the hauler would have to honor the pricing for multi-family complexes.

Mr. Dritz asked how often the fuel surcharge is updated. Mr. Iosue commented that it is updated quarterly. Mr. Dritz asked if there are any other surcharges in the contract. Mr. Iosue replied that the only other variables are government pass through fees, such as Ohio EPA solid waste fee or SWACO landfill tipping fees. If these entities raise their fees then the hauler is not obligated to pay the cost of that increase they can pass it on to the resident.

Ms. O'Callaghan asked for feedback on the best practices from the commission members.

### **Two-cart System (including "cart content only" option)**



There are four CSAC members in the current pilot program. They all are in favor of it. Ms. Gawronski noted that it would take some education to get residents on board and to understand the new process. She said her neighborhood communicated a lot through their homeowners association. It does look much nicer and uniform throughout the neighborhood.

Mr. James recommended making sure the specifications regarding the carts has a good life expectancy but also a good quality, so the residents don't get issued cheap carts. Mr. Iosue noted that has been discussed. There are four major cart manufacturers and they all make carts at a very high standard and if they have them with a 10-year warranty life; that is sufficient for the bid specifications.

Ms. O'Callaghan commented that there was also discussion about the colors for the refuse and recycling containers. Currently the pilot programs uses brown and green, but there are also residents that have blue recycling containers. Ms. O'Callaghan said most of the haulers offer blue, but there is one hauler that offers a red recycling container. Mr. Gawronski and Ms. Baker commented that brown and green would be a more subtle color and Ms. Baker added that blue or red would be more of an eyesore.

Mr. James asked what would happen with all of the blue recycling carts the City already owns. Ms. O'Callaghan commented that there is language in the bid documents that would allow the City to keep and use the blue recycling carts that are in place and only choose a color for the trash cart. Mr. Iosue also commented in the specifications if the hauler provides the cart, they are also responsible for maintaining the cart of the five-year contract.

Ms. Baker asked why SWACO has suggested only one color for recycling. Mr. Iosue commented that it is the nationwide industry standard. Ms. O'Callaghan also commented that it's recognizable color. So if you go anywhere and see a blue container, it will be recognized as the recycling container.

Mr. Booker commented that SWACO looked at different options in regards to availability for purchase versus rental. The other advantage to purchasing the containers is that the community can be very specific about what color and brand the community wants. Mr. Booker noted that there doesn't seem to be real reason behind blue being the color but it has become the standard. One of the things that SWACO does is develops educational resources that are provided to all of the communities, so if we are providing different containers and different colors to different communities it's very confusing for SWACO to send a unified message to residents. People don't necessarily live, work and play in the same community so we want residents to see a similar message regardless of what community they are in. The best practice for recycling containers is the standard color of blue. Also, SWACO is hoping as communities start to evolve, some communities will have a third container for organics.

Ms. O'Callaghan commented that if there are any changes made based on the new contract, there will be a communication and implementation plan that will need to be developed.

The group had some discussion about the "cart content only" option and the pros and cons. A few of the discussion points are as follow:

- Allows for full automation
- Residents will be more cautious of what they are disposing of
- Residents can get an additional refuse container if needed or a larger container

Ms. Bohman asked if there has been any discussion about recycling containers in the parks. Mr. Iosue replied that within the contract there is an exhibit "E" which has information about recycling at municipal facilities. We encourage communities to add recycling containers to exhibit in areas such as parks. The recycling would be collected on the same day as residential collection.

Ms. Baker asked if SWACO works with the school districts. Mr. Iosue said they have added their second consortium for schools. They now have eight school districts within Franklin County participating in a consortium.

Mr. O'Callaghan said she has heard many positive comments from this commission. She asked if anyone was opposed to the two-cart system. No one was opposed.

### **Streamline Bulk Pickup**

Mr. Iosue asked if there were any questions or issues with streamlining the bulk pickup.

Ms. Gawronski commented that there may be some complaints at first, but residents will just need to adjust to it. Ms. Hall also commented that she did not even realize it was unlimited.

Ms. O'Callaghan said changing to once a month seems like a big jump when the City did offer unlimited, we negotiated the second pickup based on need so it doesn't seem too drastic of a change. We also discussed just having two automatic pickups without having to call for the second pickup, but we decided we would have the second be by request only and see how much it is used.

### **Five-Year bid**

Mr. Dritz asked why we would go from a three-year contract with the renewal option of two years to a five year option with no renewal option. Mr. Booker said it leaves the haulers with some uncertainties and there are not guarantees what the two year extensions will be the same pricing. State law requires municipalities cannot have more than a five-year contract.

This best practice made sense to everyone and there was no further discussion or objections.

### **Recycling Education**

The commission concurred and was in favor of the education component.

### **Multi-family complexes**

The commission was in agreement with this option being included in the bid contract.

Ms. O'Callaghan explained that the recycling services bid would open on May 17 and the collection services bid will open on July 25. The goal is to announce the successful bidder by September 3. She also noted the City does have the option to extend the contract through 2019 at the rate of \$16.71 per household per month if necessary. Ms. O'Callaghan thanked the commission for their time and input regarding this topic and she would update the commission on the results of the bid openings.

## **V. Other Items of Interest**

Ms. Bohman commented that she has some recreation center brochures if some of the commission members are able to help distribute them. Ms. Baker will distribute some to the Dublin Library, Ms. Hall will deliver some to the Dublin Chamber of Commerce and the Dublin Convention and Visitors

Bureau and Ms. Bowman will deliver some to the Ohio University/College of Health Sciences and Professions and make sure that City Hall has some available.

**VI. Next Meeting – June 12, 2018**

The next meeting of CSAC will be held on Tuesday, June 12, 2018

**VII. Adjournment**

There being no further business, the meeting was adjourned at 8:31 p.m.

Respectfully Submitted by:



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Marja Keplar, Administrative Support III

Attachments: Guest Sign-in Sheet  
Solid Waste Services Presentation  
SWACO Presentation