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Needs Assessment
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Humboldt Waste Management Authority

Community Workshop: Strategic Planning Study

Presented by
R3 Consulting Group
December 5, 2012

Presentation Agenda

- Purpose of Community Workshop
- HWMA History
- Relationship of Member Agencies
- HWMA’s Current Services, Programs, and Projects
- Strategic Plan and Public Involvement
- HWMA Opportunity Areas
- Discussion

Purpose of Community Workshop

- HWMA’s role in relation to its Member Agencies’
- Your thoughts regarding:
  - HWMA;
  - Our services;
  - Options for HWMA’s future activities; and
  - The Strategic Plan

HWMA History

Formation

- Member Agencies: Arcata, Blue Lake, Eureka, Ferndale, Rio Dell and County
- Formed in 1999, by the signing of a Joint Powers Agency Agreement
- Primary Purpose of Formation:
  - Solid Waste Disposal
  - Cummings Road Landfill

HWMA History

JPA Agreement

- SHALL: Jointly request proposals and contracts for disposal services
- MAY: Jointly develop and fund programs to provide for:
  - The construction and / or operation of facilities
  - Preparing and implementing planning documents
  - Disposal of waste and granting of franchises for waste hauling, as may be agreed to in writing and signed by any or all members
  - Planning, implementing and supervising programs which serve all or most jurisdictions

Relationship of Member Agencies

Role in HWMA

- Each Member Agency designates one representative to the Board and each representative is allowed one vote
- A majority vote constitutes an act of the Board in most matters
Relationship of Member Agencies
Role in Solid Waste System

- Administer franchise agreements with collection companies
- Determine what curbside services are offered
- Approve collection rates
- Adopt and enforce ordinances
- Implement programs, unless the Member Agency seeks the Authority’s assistance
- AB 939 reporting

**Franchised hauler services are not within HWMA’s control**

Relationship of Member Agencies: Hauler Service Areas

HWMA Services, Programs & Projects
Solid Waste Disposal

- Designate and manages landfill disposal contracts
- Manages contracts for waste transportation to landfill
- Reports waste disposal amounts to State and Member Agencies

HWMA Services, Programs & Projects
Facilities - Hawthorne Street Transfer Station

HWMA Services, Programs & Projects
Facilities - Mad River Compost Facility

HWMA Services, Programs & Projects
Facilities – Cummings Road Landfill (in Closure Process)
**HWMA Services, Programs & Projects**

**Household Hazardous Waste (HHW) Program**
- HHW permanent facility
- Mobile collection events
- Satellite collection at retailers and recycling centers
- HHW Hotline

**Grant Funding to Increase Diversion**
- Tire amnesty events
- Used oil transportation, equipment, education, and administration
- Beverage container education, publicity, staff time, and containers
- Fluorescent bulbs

**Public Education**
- K-12 recycling education
- Mass media
- Publicity of hazardous waste collection events

**Other Waste Diversion Programs**
- Carpet Pilot Collection Program
- Food Waste Pilot Collection Program
- Anaerobic Digester Project
- Recyclable Materials Processing Contract
- Recycling Market Development Zone
- Bottle & Can Buy Back Center
- Member Agency Staff Support

**Strategic Plan**

**What is the Strategic Planning Study?**
- Provides HWMA a framework to guide development, implementation, and management of new and existing programs and facilities over the next ten years

**Project Purpose**
- Document current and anticipated needs
- Identify waste reduction and diversion goals
- Describe cost effective programs and facilities to meet needs and goals
- Describe a management structure and practices to achieve needs and goals
Strategic Plan
Planning Process

HWMA Opportunity Areas
Preliminary Recommendations
1. Set diversion goals and a time frame to meet those goals
2. Continue to secure long-term disposal capacity
3. Work with Member Agencies to obtain recyclables materials processing capacity
4. Develop mixed waste processing capacity

HWMA Opportunity Areas
Preliminary Recommendations
5. Identify sustainable funding mechanism to provide stable revenue when disposal decreases and diversion increases
6. Transition to a regional reporting agency
7. Continue and / or expand current programs and provide support to Member Agencies as requested

Discussion
- Does HWMA’s services meet your community’s needs?
- What other additional services could HWMA provide in order to better meet the community’s needs?
- What HWMA services are no longer needed by the community?
- Thoughts on draft strategic plan recommended policy options?
## Summary of PAC Suggestions on and Changes Made to Draft Policies

<table>
<thead>
<tr>
<th>PAC Meeting</th>
<th>Discussion/Suggestions/Changes</th>
</tr>
</thead>
<tbody>
<tr>
<td>PAC Meeting 1</td>
<td>PAC Members supported role of PAC, the strategic planning process, potential diversion analysis, and initial list of policies.</td>
</tr>
<tr>
<td>Oct 30, 2012</td>
<td></td>
</tr>
<tr>
<td>PAC Meeting 2</td>
<td><strong>Supports Policy 1 Set a Regional Diversion Goal</strong>, and address comments on language used.</td>
</tr>
<tr>
<td>Dec 4, 2012</td>
<td><strong>Supports Policy 6 Transition to a Regional Agency</strong>, and address comments on diversion calculation.</td>
</tr>
<tr>
<td>PAC Meeting 3</td>
<td><strong>Supports Policy 2 Continue to Secure Disposal Capacity</strong>, and clarify that the RFP process allows HWMA to direct tonnage to one or multiple landfills. See PAC Meeting 4 for additional changes made regarding this policy.</td>
</tr>
<tr>
<td>Feb 13, 2012</td>
<td><strong>Supports Policy 3 Work with Member Agencies to Procure Source Separated Recyclable Materials Processing Capacity</strong>, and note that the Member Agencies are beginning to discuss combining tonnage and conducting an RFP process; clarify if the RFP should include an option to also develop a mixed waste processing facility as part of the source separated processing RFP, or if it should just be noted that the HWMA may be developing/procuring a future mixed waste processing facility, if feasible.</td>
</tr>
<tr>
<td></td>
<td><strong>Supports Policy 4 Develop Mixed Waste Processing Capacity</strong>, and add a provision for the feasibility analysis to also address economic feasibility; add an option that the HWMA may consider the potential to include source separated processing as part of any future mixed waste processing facility.</td>
</tr>
<tr>
<td></td>
<td><strong>Supports Policy 5 Implement Sustainable Funding</strong>, delete the discussion on CRV buyback program cost analysis and clarify that any restructuring of HWMA fees should also look at the program cost and benefits (i.e., CRV buyback program).</td>
</tr>
<tr>
<td></td>
<td><strong>Supports Policy 7 Continue and Expand Current Programs and Provide Support to Member Agencies as Requested</strong>, but clarify that the (C) Food Waste Diversion Pilot Project is linked with the long term outcome of the (D) Anaerobic Digestion System Project and clarify in Strategy 1.7) Explore Developing Permitted Organic Composting Capacity, the composting bridge to continue food waste collection while an anaerobic digestion strategy is developed;; clarify that (E) AB 939 Disposal Reporting would continue as is currently being done but would be incorporated into HWMA activities if the HWMA becomes a Regional Reporting Agency (Policy 6); that (K) Yearly Survey of Services and (L) Collect Franchised haulers Diversion Reporting would also be incorporated into HWMA activities if the HWMA becomes a Regional Reporting Agency (Policy 6); delete (M) Coordinate Collection Franchising as a stand alone item and revise the discussion.</td>
</tr>
</tbody>
</table>
of this item as part of (N) Model Policy Documents and stress that the HWMA could develop model franchise agreement language, but coordinating future franchising activates (i.e., re-negotiation with haulers, RFP process) would be done as a support role and as requested by a Member Agency or Agencies.

| PAC Meeting 4 | Strategic Plan, Language was modified to reflect that HWMA does not receive penalties if minimum tonnage is not delivered to the two landfills, but instead is obligated to make up the difference in tonnage on the then applicable tip rate. Recycling Market Development Zone was added to HWMA additional services, solid waste was added into the Mission Statement, the entity that HWMA should negotiate with at Mad River Compost Facility was clarified, added statement that Member Agencies are indemnified from legal action taken against HWMA, modified phases to reflect completion dates only, and added a purpose section in order to address implementation. 

Background Document, Language was modified to reflect that HWMA does not receive penalties if minimum tonnage is not delivered to the two landfills, but instead is obligated to make up the difference in tonnage on the then applicable tip rate. Additionally, the statement “Deliveries in excess of the 30,000 ton ceilings are charged the gate rates” was added to the table referencing the billings between Bettendorf Enterprises, Inc. and Dry Creek Landfill. Finally, in the table referencing the disposal agreement between HWMA and Anderson Landfill, $0.50 is modified to reflect $0.50 per ton. |
Presentation Agenda

- Project Staff
- Strategic Planning Study Process
- HWMA Background
- Potential Diversion Analysis
- Preliminary Findings & Recommendations

Presentation Limitations

The information documented in this presentation is based on data collected from a variety of sources, including the Authority, its Member Agencies, and their franchised haulers and should be considered preliminary. Data should be reviewed by the applicable parties and revised as appropriate.

Strategic Planning Study Process

Strategic Planning Goals

1. Identify materials management, waste reduction and diversion goals, over the next ten years.
2. Document the current and anticipated needs of the Authority, including its Member Agencies and rate payers, over the next 10 years.
3. Describe cost effective programs and facilities to meet those goals.
4. Describe a management structure as well as practices necessary to achieve the needs and goals of the Authority over the planning period.
Planning Advisory Committee

Members

A small number of key individuals appointed to the PAC by the Board based on their qualifications and abilities who have knowledge, interest, networks, and resources that can add significant value to the plan.

Roles and Process

- Review and comment on Strategic Plan documents:
  - R3 will produce Working Draft documents for the PAC to review and comment on.
  - R3 will modify the Working Draft documents to reflect PAC comments.
  - R3 will submit revised Draft documents to the Board.
  - The Board will review and comment on the Draft documents.
  - R3 will modify the Draft documents to reflect the Board’s comments and any additional data that may have been gathered since the documents were first produced.
  - R3 will then produce the Final Strategic Plan documents.

Roles and Process (continued)

- Actively participate in public stakeholder process, which may include:
  - Review and comment on agenda topics for the Public Stakeholder Workshops.
  - PAC representative at Public Stakeholder Workshops:
    - Invited to attend.
    - Not required to speak or present.
  - PAC representation with one spokesperson at HWMA Board meetings:
    - Invited to attend.
    - Could speak as representative of PAC.
    - Not be required to make presentation as part of the R3 / HWMA team.

Future Meetings and Process

- 2-3 additional PAC Meetings will be scheduled over the next few months.
- Present draft documents for review and receive comments:
  - A consensus should be reached if at all possible.
  - PAC members will be welcome to submit individual opinions as part of the Stakeholder Public Workshops.

HWMA Background

Overview

- The HWMA was formed by the signing of a Joint Powers Agency Agreement (“JPA Agreement”) in 1999.
- The following jurisdictions are signatories to the JPA Agreement: Arcata, Blue Lake, Eureka, Ferndale, Rio Dell and Humboldt County (“Member Agencies”).
- The Agreement states what the role of the HWMA SHALL and MAY be:
  - SHALL: Jointly request proposals and contracts for disposal services.
  - MAY: Jointly develop and fund programs to provide for:
    - Siting, permitting, developing, constructing, maintaining, operating, funding, or contracting for the construction and / or operation of facilities.
    - Preparing and implementing an IWMP and other planning documents that meet the requirements of AB939.
    - Disposal of waste and granting of franchises for waste hauling, as may be agreed to in writing and signed by any or all members.
    - Planning, implementing and supervising programs which serve all or most jurisdictions, including facilities, special wastes and recycling market development.
HWMA Background
HWMA Disposal Programs and Facilities
- Maintains flow control of Member Agency solid waste
- Owns, manages the closure and will manage the post-closure of the Cummings Road Landfill
- Conducts CalRecycle disposal reporting on behalf of the Member Agencies
- Contracts for and manages two disposal agreements:
  - Anderson Landfill located in Anderson, CA
  - Dry Creek Landfill in Medford, Oregon
- Contracts for transportation of solid waste:
  - Eel River Disposal from Eel River T.S. to Anderson
  - Bettendorf from Hawthorne Street T.S. to both landfills
  - Bettendorf from Humboldt Sanitation T.S. to Anderson

HWMA Background
HWMA Waste Diversion Programs & Facilities
- Maintains flow control of Member Agency solid waste
- Owns, manages the closure and will manage the post-closure of the Cummings Road Landfill
- Conducts CalRecycle disposal reporting on behalf of the Member Agencies
- Contracts for and manages two disposal agreements:
  - Anderson Landfill located in Anderson, CA
  - Dry Creek Landfill in Medford, Oregon
- Contracts for transportation of solid waste:
  - Eel River Disposal from Eel River T.S. to Anderson
  - Bettendorf from Hawthorne Street T.S. to both landfills
  - Bettendorf from Humboldt Sanitation T.S. to Anderson

HWMA Background
HWMA Waste Diversion Programs & Facilities
- Contracts for recyclable material:
  - Loading, transport, processing and marketing with Solid Waste of Willits from Hawthorne Street
  - MOU with Eureka and County (certain haulers) to direct recyclables to participate in a recyclable materials processing contract
- Conducts public education:
  - K-12 education, mass media and publicity of collection events
- Provides staff support to Member Agencies
- Collects disposal data for AB 939 reporting
- Manages an Anaerobic Digester Project
- Food Waste Pilot Collection Program

HWMA Background
HWMA Funding for Fiscal Year 2012 - 2013
- Funded primarily through tip fees received at Hawthorne Street Transfer Station

- Tip Fees
  1. Tip fees charged at HWMA operations
  2. Pass-through and disposal costs collected from satellite collection facilities
  1. Green waste revenues
  2. Recycling handling and salvage fees
  3. Hazardous waste and cleanup event disposal fees

- Diversion
  Portion of the Waste Management Fee that funds four county-wide programs that HWMA administers (administration, HHW program, landfill maintenance and AB 939 programs)

- Pass-through
  Money generated from successful grant applications and money invested in closure trust funds that help offset operating expenses

- Grants / Investments
  Monies generated from successful grant applications and money invested in closure trust funds that help offset operating expenses

HWMA Background
Roles of California JPA
- Each Member Agency is allowed one Director on the Board and each Director is allowed one vote on all matters presented to the Board.
- The vote of a majority shall constitute an act of the Board in most matters.
HWMA Background
Governance (cont.)

- A vote of 70 percent is required for:
  - The construction budget for any HWMA owned facility
  - The annual operating budget of the HWMA in excess of debt service on revenue bonds and the payment to the transfer station operator
  - Any change in a budget exceeding 10% of the total amount of that budget
  - Any amendment or termination of JPA Agreement
  - Voting rules regarding the approval of contracts between the Authority and any one or more Member Agencies
  - The admission of an additional Member Agency or a substitute Member Agency including by means of assignment
  - The purchase of a landfill

HWMA Background
Member Agency Role

- Administer franchise agreements with solid waste collection companies and approve rate adjustments
- AB 939 reporting (except County and Eureka who contract with HWMA)
- Adopt and enforce ordinances
- Implement programs, unless the Member Agency seeks the Authority’s assistance
- Decide what curbside services are offered

HWMA Background
Member Agency Franchised Collectors

Six franchised haulers operate within the Member Agencies’ jurisdictions

<table>
<thead>
<tr>
<th>Hauler Service Area</th>
<th>Service Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arcata Garbage Co.</td>
<td>Arcata</td>
</tr>
<tr>
<td>Blue Lake Garbage Co.</td>
<td>Blue Lake</td>
</tr>
<tr>
<td>Eel River Disposal</td>
<td>Fortuna/Fernale</td>
</tr>
<tr>
<td>Recology</td>
<td>Garberville</td>
</tr>
<tr>
<td>Tom’s Trash</td>
<td>Willow Creek</td>
</tr>
<tr>
<td>Humboldt Sanitation</td>
<td>McKinleyville/Weott/Meyers Flat</td>
</tr>
</tbody>
</table>

* Italics denote Unincorporated Humboldt County areas

HWMA Background
State Reported Diversion Rates

- HWMA Member Agencies have a combined State reported diversion rate of 69% (2011)
- AB 341 sets a statewide 75% diversion goal by 2020
- To reach a 75% diversion rate, the HWMA Member Agencies will need to divert approximately 15,100 additional tons (17.5% of the current tonnage disposed)

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HWMA Background
Franchise Tonnage Diversion Rates
- Haulers required to provide quarterly disposal and diversion data to Member Agencies
- Limited/incomplete tonnage data provided to date
- HWMA has no control over diversion of franchised tonnage
- Franchised diversion rate ~ 17% vs. State Reported Rate = 69%

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>Franchised Tons Disposed</th>
<th>Franchised Tons Diverted</th>
<th>Franchised Diversion Rate</th>
<th>2011 CalRecycle Reported Diversion Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arcata</td>
<td>6,319</td>
<td>2,528</td>
<td>29%</td>
<td>66%</td>
</tr>
<tr>
<td>Blue Lake</td>
<td>534</td>
<td>112</td>
<td>17%</td>
<td>94%</td>
</tr>
<tr>
<td>Eureka</td>
<td>13,380</td>
<td>3,320</td>
<td>20%</td>
<td>55%</td>
</tr>
<tr>
<td>Ferndale</td>
<td>538</td>
<td>211</td>
<td>28%</td>
<td>60%</td>
</tr>
<tr>
<td>Rio Dell</td>
<td>845</td>
<td>189</td>
<td>18%</td>
<td>60%</td>
</tr>
<tr>
<td>Uninc. County</td>
<td>17,024</td>
<td>1,257</td>
<td>7%</td>
<td>77%</td>
</tr>
<tr>
<td>Total</td>
<td>38,540</td>
<td>7,618</td>
<td>17%</td>
<td>69%</td>
</tr>
</tbody>
</table>

Limited/Incomplete tonnage data provided to date

HWMA Background
Member Agency Tonnage & Diversion Rates
- HWMA wide diversion rate ~ 21% vs. State Reported Rate = 69%

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>Total Disposal</th>
<th>Facility Recycling</th>
<th>Organics Recycling</th>
<th>Franchise Recycling</th>
<th>Total Diversion</th>
<th>2011 CalRecycle Reported Diversion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arcata</td>
<td>8,239</td>
<td>434</td>
<td>413</td>
<td>2,528</td>
<td>3,375</td>
<td>29%</td>
</tr>
<tr>
<td>Blue Lake</td>
<td>539</td>
<td>29</td>
<td>27</td>
<td>112</td>
<td>158</td>
<td>24%</td>
</tr>
<tr>
<td>Eureka</td>
<td>27,123</td>
<td>1,413</td>
<td>1,345</td>
<td>3,320</td>
<td>6,078</td>
<td>18%</td>
</tr>
<tr>
<td>Ferndale</td>
<td>1,043</td>
<td>3</td>
<td>2</td>
<td>211</td>
<td>211</td>
<td>17%</td>
</tr>
<tr>
<td>Rio Dell</td>
<td>1,363</td>
<td>1</td>
<td>1</td>
<td>189</td>
<td>189</td>
<td>12%</td>
</tr>
<tr>
<td>Uninc. County</td>
<td>29,208</td>
<td>4,633</td>
<td>1,607</td>
<td>1,257</td>
<td>7,497</td>
<td>20%</td>
</tr>
<tr>
<td>Total</td>
<td>67,550</td>
<td>6,513</td>
<td>3,397</td>
<td>7,618</td>
<td>17,528</td>
<td>21%</td>
</tr>
</tbody>
</table>

Note: Franchised organics diversion has not been reported, nor have recycling drop off tonnages from ERD’s Fortuna or Redway sites.

Potential Diversion Analysis
Overview
- How much more diversion HWMA can expect from existing and new programs and/or facilities
- Based on HWMA Waste Composition Study
- Projects additional tonnage diverted based on assumed recovery rates of targeted materials through existing and potential new programs and facilities

Potential Diversion Analysis
Options Considered
- Residential and Commercial Source Separation Curbside Programs:
  - Programs provided to all residential and commercial accounts as applicable
  - Recovery of 50% of targeted materials in waste stream
- Self-Haul, Construction & Demolition and Mixed Waste Processing:
  - Recovery of 50% of targeted materials in waste stream
- Conversion Technology
  - Anaerobic Digestion = 50% of Commercial Food Waste and Compostable Paper
  - Gasification / Pyrolysis = 100% of targeted materials

Potential Diversion Analysis
Additional Diversion Potential
- Source Separation curbside programs alone may not be sufficient to achieve a 75% diversion rate
- Providing curbside residential multi-material recycling, yard waste and food waste collection to all residential accounts and capturing 50% of targeted materials = 3.1% additional diversion
- Providing curbside commercial multi-material recycling, yard waste and food waste collection to all commercial accounts and capturing 50% of targeted materials = 2.7% additional diversion
Potential Diversion Analysis:

Key Findings – Self Haul & C&D

- Recovering 50% of targeted materials from self-haul waste stream at all public and private facilities = 2.5% additional diversion
- Recovering 50% of targeted materials from all debris box loads (including construction and demolition debris) at all public and private facilities = 1.5% additional diversion

Potential Diversion Analysis:

Key Findings – Mixed Waste Processing

- The development of mixed waste processing capacity may offer the best opportunity for realizing significant additional diversion
- Recovering 50% of targeted materials from Hawthorne Street mixed waste stream = 5.2% additional diversion
- Collecting and processing 50% of commercial food waste = 1.3% additional diversion
- Processing 100% of compatible waste stream entering HWMA’s Hawthorne Street facility with gasification / pyrolysis = 6.4% additional diversion

Preliminary Findings & Recommendations

HWMA Role and Responsibilities

- The HWMA has no Mission or Vision Statement
  - Not clear what role Member Agencies want HWMA to play now or potentially in the future
- Only clearly defined role (per purpose statement in JPA Agreement) is to secure disposal – which it has done effectively
- HWMA has taken on a number of other activities over the past 13 years including HHW management, U-waste, green waste processing and securing recyclables materials processing capacity
- HWMA has not been formally tasked with increasing diversion and plays a minimal role in supporting solid waste management at the Member Agency level

Preliminary Findings & Recommendations

HWMA Mission and Vision

Mission:
To implement a sustainable solid waste management system by supporting, developing, and promoting policies, programs, and local facilities that cost effectively reduce disposal and increase diversion in order to protect and preserve the social, environmental and economic health of our community.

Vision:
To facilitate regional coordination of solid waste management and to achieve (insert one):
- A collective State reported diversion rate of 75% by 2020;
- OR
- A regional reduction in landfilled tons of 50% by 2020 and 75% by 2025.

Preliminary Findings & Recommendations

Diversion Goals

- Collectively the Member Agencies have a State reported diversion rate of 69%; four of the five Member Agencies are currently in compliance with AB 939 diversion requirements (i.e., 50% diversion)
- Collectively the Member Agencies have a franchised/self haul waste stream diversion rate of 21%
- It is not clear how much tonnage is being diverted at the county’s public and private transfer stations

Recommendation:
The HWMA and its Member Agencies should set a minimum diversion goal and timeframe for meeting the goal

Preliminary Findings & Recommendations

Diversion Goals

- The most immediate, and cost effective diversion available within the county is through:
  - The increased capture of targeted materials through existing curbside source separation programs
  - Implementing new source separation programs where that can be done cost effectively
  - Implement mandatory or bundled service in areas that are currently only voluntary
- The HWMA has no control over this diversion. Control rests entirely with the Member Agencies and its franchised haulers

Recommendation:
The initial and most immediate focus should be the member agencies and the franchised haulers and not the HWMA.
Preliminary Findings & Recommendations
Source Separated Processing Facilities

- Existing in-county source separated recyclables (MRF) processing capacity is limited
  - Current recycling processing capacity exists only at the Eel River facility.
- The HWMA has a 5-year recyclables processing agreement with Solid Waste of Willits

**Recommendations:**
- The HWMA should work with the Member Agencies to procure competitive source separated recyclables processing capacity.
- The HWMA should only own any such facilities if cost effective private sector options are not available.

Preliminary Findings & Recommendations
Funding

- HWMA’s diversion activities are largely funded through the Countywide Program Fee and tip fees assessed on solid waste disposal tons
- As disposal tonnage decreases, the associated funding will decrease unless the Countywide Program Fee is increased or the fee is also charged on diverted tonnage
- HWMA is not limiting the use of its Satellite HHW and other programs funded through the Countywide Program Fee to Member Agency rate payers.
- Non-member agencies rate payers using those services are getting a “free ride”

**Recommendations:**
- Consider assessing the Countywide Program Fees on ALL incoming tonnage, to provide a more stable funding base (this does not necessarily mean increasing overall funding).
- Allow non-member agencies to continue to use existing HWMA programs but only if they pay for that privilege.

Preliminary Findings & Recommendations
Regional Reporting (continued)

**Recommendations:**
- The Authority and its Member Agencies should develop a standard reporting template for all franchised haulers
- At a minimum, the required information should include:
  - A quarterly accounting of all franchised tonnage broken out by service sector and material; and
  - The quarterly and annual franchised hauler diversion rate
- Similar reports should be submitted for each container site, recycling drop-off facilities, and transfer station that clearly quantify diverted tonnage by facility
- Historical annual reports should be provided by the franchised haulers for at least the prior five (5) years
- Required reports should be provided to the HWMA by the franchised hauler or Member Agency
- The HWMA should compile quarterly and annual report data received from each Member Agency and the various facilities into a quarterly and annual Countywide Tonnage Profile

Preliminary Findings & Recommendations
Mixed Waste Facilities

- The HWMA’s authority and ability to increase diversion is limited to recovery of materials from the mixed waste stream received at its Hawthorne Street Facility
- Infrastructure and operations at the Hawthorne Street Facility will be needed to increase diversion

**Recommendation:**
- The HWMA should focus its “diversion” efforts on evaluating, and pursuing as appropriate, the following facility options:
  - Mixed waste processing capacity
  - Re-use depot
  - Mixed organics (green waste and food waste) processing capacity
  - Anaerobic digestion (review currently underway)*

* Requires Member Agency approval and flow control.

Preliminary Findings & Recommendations
Regional Reporting

- The HWMA and its Member Agencies are currently “operating in the dark” as there is a lack of basic information necessary for cooperative solid waste management planning.
- Regional reporting would allow the HWMA and Member Agencies to:
  - Report program and tonnage data as a single voice
  - Gain administrative efficiency and cost savings
  - Track and organize program information in consistent format
  - Track progress towards diversion objectives
  - Access effectiveness of programs and facility diversion
  - Cooperatively plan for future compliance with AB 939
  - Smooth individual Member Agency tonnage “spikes”

Preliminary Findings & Recommendations
HWMA Management Structure

- The HWMA’s current staffing and organizational structure appears, in general, to be reasonable given its current functions and responsibilities
- It is not uncommon for JPA’s to have proportional voting with larger jurisdictions having more votes than significantly smaller jurisdictions
- The HWMA and its Member Agencies would realize additional economies of scale if Fortuna, Trinidad and / or Partner Agencies became HWMA members or took part in MOUs

**Recommendations:**
- The HWMA should maintain its current staffing and organizational structure in support of the recommended primary functions. That structure and staffing level should be reviewed periodically and adjusted if appropriate in response to any changes to the HWMA’s functions and responsibilities.
- Consider proportional voting, expanded membership, and/or MOUs.
Preliminary Findings & Recommendations
Member Agency Support-Franchise Agreements

- The majority of Member Agency franchise agreements will not expire until after 2020
- The majority of California jurisdictions’ franchise agreement terms are from 7-8 years with options to extend.

Recommendations:
- The Member Agencies should not enter into franchise agreements of more than a 10 year term. Long term agreements offer little, if any, significant benefit and severely limit a member agency’s ability to negotiate contractual changes from a position of strength.
- More effective franchise agreement terms and conditions should be incorporated into any new or extended franchise. These terms should:
  - Be aligned with HWMA and member agency strategic solid waste management goals
  - Provide member agencies with more effective control of services and rates
  - Establish real and meaningful hauler performance standards including minimum diversion rates and with associated incentives and/or liquidated damages

Discussion
The HWMA should:
1. Set diversion goals
2. Continue to secure long term disposal capacity
3. Work with the Member Agencies to procure competitive source separated recyclables processing capacity
4. Develop mixed waste processing capacity
5. Adopt sustainable funding
6. Transition to a regional reporting agency
7. Provide support to Member Agencies as requested
Humboldt Waste Management Authority
Planning Advisory Committee Meeting

Presented by
R3 Consulting Group
December 4, 2012

Meeting Agenda
- Purpose of PAC
- Review of Process
- Review and Discussion of Recommended Policies
- Next Steps

Purpose of PAC
PAC Review of Strategic Plan Documents
- PAC receives and reviews policy documents, and provides comments to HWMA

Strategic Plan
Project Purpose
1. Document the current and anticipated needs of the Authority, including its Member Agencies and rate payers, over the next 10 years
2. Identify waste reduction and diversion goals, over the next ten years
3. Describe cost effective programs and facilities to meet those needs and goals
4. Describe a management structure (organization and staffing) as well as practices (monitoring and reporting procedures) necessary to achieve the needs and goals of the Authority, over the next 10 years

Review of Process
Recommended Policies to be Reviewed by PAC
The HWMA should:
1. Set diversion goals
2. Continue to secure long term disposal capacity
3. Work with the Member Agencies to procure competitive source separated recyclables processing capacity
4. Develop mixed waste processing capacity
5. Adopt sustainable funding
6. Transition to a regional reporting agency
7. Provide support to Member Agencies as requested

Review of Process
Policies Reviewed this Meeting
- Policy 1: Set a Regional Diversion Target of 75% and a Reduction of 15,000 Tons of Disposal by 2020
- Policy 6: Assume Regional Reporting Responsibilities

Appendix C - 15
Policy 1: Set Regional Diversion Goal

Background
- HWMA established to secure disposal
- Member Agencies implement the majority of diversion activities
- AB 939 mandates each jurisdiction reduce waste 50% by 2000
- AB 341 sets a State recycling goal of 75% by 2020 & requires CalRecycle to issue a plan to meet goal

Rationale
- Supports transition from disposal-based to sustainable materials management-based organization
- Demonstrates commitment to the recovery of materials
- Assists in the coordination of regional waste management programs
- CalRecycle’s revisions may negatively impact individual Member Agencies’ diversion rates

Implementation
- Step 1: Calculate baseline diversion rate
  - 69% based on 2011 CalRecycle preliminary diversion rates
- Step 2: Establish diversion goal
  - State 75% by 2020 goal = 15,000 tons HWMA waste reduced
- Step 3: Adopt a Mission Statement
- Step 4: Become a Regional Agency
- Step 5: Implement programs to achieve goal
- Step 6: Measure progress
Policy 1: Set Regional Diversion Goal

Challenges

- Challenging to achieve without an increase of coordinated solid waste diversion efforts
- Should be implemented in conjunction with expanding HWMA’s mandate to include being a AB 939 regional agency

Potential Costs

- HWMA and Member Agencies:
  - Increased staff time devoted to the adoption of the regional diversion goal
- HWMA:
  - Staff time spent reporting progress to Member Agencies

*This policy alternative would need further review of costs-The full range of cost benefits have not yet been identified

Policy 1: Set Regional Diversion Goal

Discussion

Policy 6: Transition to Regional Agency

Background

Regional Agency: Legal partnership, approved by CalRecycle, formed specifically to meet the requirements of AB 939

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Current Responsibility</th>
<th>HWMA = Regional Agency Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>50% Diversion Mandate</td>
<td>Member Agencies – individual diversion</td>
<td>HWMA – cumulative Member Agency diversion</td>
</tr>
<tr>
<td>Planning Documents</td>
<td>Member Agencies</td>
<td>Member Agencies</td>
</tr>
<tr>
<td>Quarterly Disposal Reports</td>
<td>HWMA - MOU with County</td>
<td>HWMA – responsible to CalRecycle</td>
</tr>
<tr>
<td>AB 939 Annual Report</td>
<td>Member Agencies – individual reports</td>
<td>HWMA – single report for all Member Agencies</td>
</tr>
</tbody>
</table>

Rationale

- 50 Percent Diversion Mandate:
  - Cumulative diversion would be submitted to CalRecycle, benefiting Member Agencies with lower diversion
  - Individual Member Agency tonnage “spikes” would smoothed
- Planning Documents:
  - May save staff time by eliminating individual Member Agency revisions
- Quarterly Disposal Report:
  - Disposal report accuracy may increase by eliminating any current disposal misallocations to individual jurisdictions
- AB 939 Annual Report:
  - Single AB 939 Annual Report submitted to CalRecycle, eliminating the need for individual Member Agencies to report independently

Implementation

- CalRecycle requires JPA Agreement revision:
  - List of Member Agencies and description of HWMA
  - Description of method by which any civil penalties imposed will be allocated among the Member Agencies
  - Contingency plan that shows how Member Agencies will comply with the requirements if HWMA is dissolved
  - Description of the duties and responsibilities of each Member Agency to comply with the requirements
  - A description of source reduction, recycling and composting programs to be implemented by the Regional Agency
Policy 6: Transition to Regional Agency

**Implementation**

- Revising the JPA Agreement requires:
  - Decide penalty allocation
  - Revise JPA Agreement
  - Obtain Member Agency approval
  - Obtain CalRecycle approval

**Challenges**

- Each Member Agency governing body would need to agree to this policy before implementation occurs

**Potential Costs**

- HWMA and Member Agencies:
  - Staff time and legal review: amending the JPA Agreement
- Member Agencies:
  - Following CalRecycle approval, Member Agencies could see decreased staff time associated with reporting
- HWMA:
  - Increase in costs associated with preparing Electronic Annual Report on behalf of all participating Member Agencies

*This policy alternative would need further review of costs. The full range of cost benefits have not yet been identified

**Discussion**

**Next Steps**

- R3 produces draft policies and delivers to PAC for review
- Additional one to two PAC meetings to review and discuss draft policy options
Humboldt Waste Management Authority

PAC Meeting 3

Presented by
R3 Consulting Group
February 13, 2013

Meeting Agenda

- Process to Date
- Schedule
- Review and Discuss Recommended Policies
- Next Steps

PAC Process to Date

<table>
<thead>
<tr>
<th>Date</th>
<th>Meeting</th>
<th>Description</th>
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<tr>
<td>October</td>
<td>PAC #1</td>
<td>Introduction and Overview of 7 Policies to be Reviewed</td>
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<tr>
<td>December</td>
<td>PAC #2</td>
<td>Policy 1: Set Diversion Goals, Policy 6: Transition to a Regional Reporting Agency</td>
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<td>February</td>
<td>PAC #3</td>
<td>Policy 2: Continue to Secure Long Term Disposal Capacity</td>
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<tr>
<td>March</td>
<td>PAC #4</td>
<td>Policy 3: Work with Member Agencies to Procure Recyclable Materials Processing Capacity</td>
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<tr>
<td>March</td>
<td>PAC #5</td>
<td>Policy 4: Develop Mixed Waste Processing Capacity</td>
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<td>March</td>
<td>PAC #6</td>
<td>Policy 5: Adopt Sustainable Funding</td>
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<td>March</td>
<td>PAC #7</td>
<td>Policy 7: Provide support to Member Agencies as requested</td>
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<tr>
<td>March</td>
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<td>Draft Strategic Plan</td>
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Upcoming Schedule

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<tr>
<td>PAC #3 Meeting on Policies 2, 3, 4, 5 &amp; 7</td>
<td>Feb. 13th</td>
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<tr>
<td>HWMA Board Meeting on SP Process Update</td>
<td>Feb. 14th</td>
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<tr>
<td>R3 Provide Final Draft SP to HWMA Staff</td>
<td>Feb. 20th</td>
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<tr>
<td>Intake Staff Provide Comments to R3 on Draft SP</td>
<td>March 1st</td>
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<tr>
<td>R3 Incorporate Comments and Submit Draft to HWMA</td>
<td>March 8th</td>
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<tr>
<td>Transmit Draft SP to PAC</td>
<td>March 11th</td>
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<td>Final HWMA Staff PAC Comments Due on Draft SP</td>
<td>March 20th</td>
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<tr>
<td>R3 Incorporate Final Comments and Submit Final Draft to HWMA Staff</td>
<td>April 3rd</td>
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<tr>
<td>Transmit Final Draft SP to HWMA Board</td>
<td>April 4th</td>
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<tr>
<td>HWMA Board Review of Draft Strategic Plan</td>
<td>April 11th</td>
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<tr>
<td>Final HWMA Board and Staff Comments Due on Draft SP</td>
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<tr>
<td>R3 Incorporate Final Comments and Submit Final SP To HWMA</td>
<td>April 30th</td>
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<tr>
<td>Transmit Final SP to Board</td>
<td>May 2nd</td>
</tr>
<tr>
<td>HWMA Board Approval of Strategic Plan</td>
<td>May 9th</td>
</tr>
</tbody>
</table>

Policy 2: Continue to Secure Disposal

- HWMA established to secure disposal
  - Anderson Landfill: June 1, 2014
  - Dry Creek Landfill: November 1, 2016
- HWMA should competitively procure capacity
  - 10 years secured by January 1, 2014
- No "put or pay" agreements
- Challenge
  - Negotiating cost effective extensions to contracts
- Costs depend on terms and conditions

Policy 3: Procure Regional Source Separated Recyclables Processing

- Current agreements
  - Transportation and processing: expires September, 2016
  - MOU: HWMA, Eureka, County
- Implementation
  - Work with Member Agencies and issue RFP
- Challenges
  - Member Agencies need to agree on and adopt a new MOU
  - Agreement on and weighting of the evaluation criteria
  - Accurate tonnages by point-of-origin necessary
- Costs of RFP process: $80,000 - $200,000
### Policy 3: Procure Regional Source Separated Recyclables Processing

**Benefits**
- Keep tonnage together = greater economies of scale
- Could provide stable, low cost processing
- Could facilitate development of local infrastructure and job creation

### Policy 4: Develop Mixed Waste Processing Capacity

**Hawthorne Street Transfer Station**
- 59,570 tons of mixed materials passed in 2012
- A mixed waste facility may increase diversion of Authority controlled material up to 5% (89% to 75% diversion)

**Implementation steps**
1. Increase floor sort operations
2. Install a mechanical sorting line
3. Conduct mixed waste feasibility study and space utilization study

**Challenges**
- Facility at Hawthorne = additional infrastructure and operations
- Facility at alternative site = procurement of new site

**Costs:**
- Floor sort operations: $0 - $100 per ton
- Mixed material MRF: $100 - $150+ per ton processing, $3 million – $11 million capital costs
- Feasibility study
- Space utilization study
- Site preparation
- Site acquisition (if needed)
- Environmental review

### Policy 5: Adopt Sustainable Funding

**Countywide Programs Funding Options**
1. Continue Countywide Program Fee on disposal
2. Transition to individual fees that target users
3. Generator fees
4. Parcel fees
5. Combination of any or all of the above

**Other Recommendations**
- Examine CRV program cost: Estimated 2010 net annual cost approximately $40,000
  - If CRV program is unable to be sustainably funded, consider discontinuing the program
- Review Fee Structuring:
  - Review how program fees are built
  - Consider adequacy of covering program activities
  - Identify new strategies to support program expenses
Policy 7: Continue and/or Expand Current Programs and Support Member Agencies

- **Continue**:
  - A. HHW Program
  - B. CalRecycle Grant Administration
  - C. Food Waste Diversion Pilot
  - D. Anaerobic Digestion System Project
  - E. AB 939 Disposal Reporting
  - F. EPR / Product Stewardship Program
  - G. Manage Mad River Compost Facility

- **Expand**:
  - H. Satellite Universal Hazardous Waste Collections
  - I. Public Education
  - J. Materials Reuse at Transfer Station

- **Provide additional support, as requested**:
  - K. Conduct Yearly Survey of Services
  - L. Collect Franchised Haulers Diversion Reports
  - M. Coordinate Collection Franchising
  - N. Develop Model Policy Documents

These services may assist in the development of regional diversion programs.

**Next Steps**
- If necessary to complete policy review, schedule additional PAC meeting
- R3 produces draft Strategic Plan and delivers to PAC for review
- Additional PAC meeting to review and discuss draft strategic plan

**Expanded Policy 7**
- Details of Policy 7 A-N programs:
  - Continue
  - Expand
  - New
Policy 7A: HHW Program

- Program components:
  - Permanent HHW facility, mobile HHW collection events & HHW Hotline
- Funding:
  - HHW Program Fee charged on all Solid Waste
- Challenges:
  - Non-member agency use of programs
  - Retaining trained local staff
  - Maintaining sufficient funding as solid waste tons decline
- Potential costs:
  - Ongoing - staffing, training, equipment, transport, disposal
  - Future capital improvement - may be offset by grants

Policy 7B: Administration of Grants

- Used oil: $25,000 in FY 12
  - Applied for on behalf of Member Agencies
  - Supports collection of used oil and filters and prevention of storm water contamination
- Tire: $50,000 in FY 12
  - Applied for on behalf of Member Agencies
  - Support proper disposal of tires
- Beverage container: $19,000 in FY 12
  - Applied for on behalf of Humboldt County
  - Funds used for classroom education and recycling bins
- Challenges:
  - Contingent upon available funding from State of California
  - Grant requirements changes over time

Policy 7C: Food Waste Diversion Pilot

- Tool to gather collection logistic and cost data:
  - Food waste collected from commercial producers in Eureka and HSU
- Funded through end of 2013:
  - EPA Climate Showcase Communities Grant + HWMA match
- Implementation Steps:
  1. Complete remaining funded work
  2. Board to provide future direction on permanent program
- Challenges:
  - Providing cost effective collection and processing
- Potential costs:
  - Dependent on the establishment of a permanent program and associated fee rate schedule

Policy 7D: Anaerobic Digestion Project

- Convert food waste into energy & fertilizer:
  - September, 2012: Design Services RFP released
- Funding:
  - Solid waste tip fees and one-time contributions from Eureka and PG&E
- Implementation steps:
  1. Develop schedule, cost/benefit analysis & financing strategy
  2. Secure control of feedstock, facility, and permitting
- Challenges:
  - Developing cost effective collection and processing
  - Securing funding and feedstock
- Potential costs:
  - Capital improvement costs

Policy 7E: AB 939 Disposal Reporting

- HWMA submits AB939 disposal reports to CalRecycle:
  - On behalf of Humboldt County, through an agreement
  - HWMA collects, aggregates, and allocates the disposal tonnage data
- Funding:
  - AB 939 Fee charged on all solid waste
- Challenges:
  - Collecting AB 939 Fee on self-hauled waste
  - Access to disposal tonnage information
- Potential costs:
  - Costs are budgeted annually. No additional costs are anticipated

Policy 7F: EPR / Product Stewardship

- Extended Producer Responsibility (EPR):
  - Long-term solution to manage waste products
  - Shifts the end-of-life burden to producer or brand owner
- HWMA role:
  - Member of California Product Stewardship Council
  - Participating in Carpet Stewardship Pilot Program
  - Conducting negotiations for Paint Stewardship Program
- Potential costs:
  - Depends on success of California’s EPR programs and future legislation
Policy 7G: Manage Mad River Compost

- Mad River Compost Facility:
  - Operation agreement renews June 30, 2013 for 7 year term
  - Permitted to accept greed materials only (not food waste)

- Implementation steps:
  1. Begin the process of negotiating or extending agreements
  2. Conduct feasibility study of accepting food waste

- Challenges:
  - Negotiating cost effective extensions
  - Permitting, if food waste is to be accepted
  - Feedstock limitations

- Potential Costs:
  - Depend on terms and conditions of extended/new contracts
  - Permitting and facility upgrades, if food waste is accepted

Policy 7H: Satellite U-Waste Collection

- Background:
  - Satellite retail and transfer stations collect universal waste

- Funding:
  - HHW Program Fee, general tip fee revenue, and grants

- Challenges:
  - Non-member agency use of programs
  - Maintaining sufficient funding

- Potential Costs:
  - Universal waste recycling costs may increase over time
  - Potential offset of costs if grants, or cost-shares can be obtained

Policy 7I: Public Education

- Current Public Education:
  - HHW education, recycling section in yellow pages, HWMA website

- Opportunities:
  - Mandatory commercial recycling (AB 939)
  - Construction diversion (CALGreen)
  - Waste reduction
  - Expand HWMA website

- Challenges:
  - Staff requirements and funding

- Potential Costs:
  - Staff time may be offset by cost-shares or resource shares

Policy 7J: Promote Materials Reuse

- Pull materials from HWMA tip floor for reuse

- Options:
  - Donate materials to existing reuse outlets
  - HWMA open reuse store

- Implementation Steps:
  1. Assess amounts and quality of salvaged materials
  2. Decide on appropriate option for reuse

- Challenges:
  - Construction materials may not be appropriate for thrift stores
  - Developing a cost-efficient reuse facility, if appropriate

- Potential Costs:
  - Possible transportation costs to deliver materials
  - Capital costs associated with new facility, if appropriate

Policy 7K: Conduct Yearly Survey

- Benefits:
  - Increase knowledge of regional solid waste system
  - Use as a planning tool for regional programs and services
  - Used as a negotiation tool for franchised services and rates

- Implementation Steps:
  1. Prepare the survey in an electronic document form
  2. Email the information to Member Agency
  3. Compiled responses posted on HWMA’s website

- Challenges:
  - Receiving responses to requested information

- Potential Costs:
  - Staff time designing the survey and compiling results

Policy 7L: Collect Diversion Reports

- Benefits:
  - Show a regional view of the amount of materials being diverted
  - Data can be used to measure and track curbside diversion programs and the success of regional programs

- Implementation Steps:
  1. HWMA collect and compile diversion reports from Member Agencies
  2. HWMA compare information to past countywide tonnage to track

- Challenges:
  - Obtaining requested information

- Potential Costs:
  - Staff time collecting, compiling and analyzing information
Policy 7M: Coordinate Franchising

- **Benefits:**
  - Uniform service standards and programs
  - Economies of scale during the procurement process
  - Decrease in Member Agency staff time

- **Implementation Steps:**
  1. HWMA conducts a competitive procurement process
  2. Member Agencies finalize franchise agreements
  3. HWMA or Member Agencies implement and manage franchise agreements

- **Challenges:**
  - Obtaining requested information

- **Potential Costs:**
  - Staff time collecting, compiling, and analyzing information

Policy 7N: Develop Model Documents

- **Benefits:**
  - Could increase likelihood of wide adoption
  - Save Member Agencies’ time and costs.

- **Implementation Steps:**
  1. Determine Member Agency interest
  2. Conduct best practices research
  3. Receive direction from Board and draft model document
  4. Post and issue for Member Agency approval

- **Challenges:**
  - Drafting a document to satisfy needs of all Member Agencies
  - Approval from each Member Agency required to implement

- **Potential Costs:**
  - Staff time researching, drafting and reviewing documents
Humboldt Waste Management Authority

PAC Meeting 4

Presented by
R3 Consulting Group
March 20, 2013

Meeting Agenda

- Process to Date
- Upcoming Schedule
- Organization of Strategic Plan
- Mission and Vision Statement
- Organization of Strategies

PAC Process to Date

<table>
<thead>
<tr>
<th>Month</th>
<th>Meeting #</th>
<th>Date</th>
<th>Agenda Settings</th>
</tr>
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<tr>
<td>October</td>
<td>PAC Meeting #1</td>
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</tr>
</tbody>
</table>
| December  | PAC Meeting #2 | December 20th | Policy 1: Set Diversion Goals  
Policy 6: Transition to a Regional Reporting Agency                                   |
| February  | PAC Meeting #3 | February 20th | Policy 2: Continue to Secure Long Term Disposal Capacity                           
Policy 3: Work with Member Agencies to Procure Recyclable Materials Processing Capacity |
| February  | PAC Meeting #4 | March 20th   | Policy 4: Develop Mixed Waste Processing Capacity                                  
Policy 5: Adopt Sustainable Funding                                                  
Policy 7: Provide support to Member Agencies as requested                              |

Upcoming Schedule

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<tr>
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<th>Date</th>
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<tr>
<td>Final PAC Meeting (#4) to Review Draft Strategic Plan</td>
<td>March 20th</td>
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<td>R3 Incorporates Final PAC Comments</td>
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</tbody>
</table>
Mission Statement

The mission of HWMA is to implement a sustainable, regional materials management system in order to protect and preserve the social, environmental and economic health of our community by supporting, developing and/or promoting policies, programs and facilities that cost effectively eliminate generation, reduce disposal and increase diversion to achieve a state-reported diversion rate of 75 percent and a 15,000 ton reduction in landfilled materials by 2020.

Vision Statements

The following vision statements will guide support of HWMA’s mission:

- Support regional processing of source separated recyclables;
- Increase cost effective diversion from landfill at HWMA owned, operated, or managed facilities;
- Secure cost effective long-term disposal capacity;
- Continue/expand HWMA programs that promote waste reduction and diversion;
- Provide program support to HWMA Member Agencies; and
- Manage HWMA facilities and programs in a financially sustainable manner.

Organization of Strategies

General

- Seventeen Strategies
- Four Areas of Focus:
  1. Infrastructure – solid waste or waste diversion facilities
  2. HWMA Programs – programs directly operated by the HWMA
  3. Support Programs – HWMA support of MA programs
  4. Funding – sustainable funding of HWMA programs
- Three Phases:
  1. Phase I: Immediate (2013 - 2014)
## Phase 1: Immediate (2013-2014)

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Focus</th>
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<tbody>
<tr>
<td>1.1</td>
<td>Secure long-term disposal capacity</td>
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<tr>
<td>1.2</td>
<td>Procure regional source-separated recyclables processing capacity</td>
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<tr>
<td>1.3</td>
<td>Evaluate development of the AD treatment system project</td>
</tr>
<tr>
<td>1.4</td>
<td>Renegotiate contracts related to Mad River Compost Facility</td>
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<tr>
<td>1.5</td>
<td>Increase tip-floor diversion operations</td>
</tr>
<tr>
<td>1.6</td>
<td>Examine food waste diversion pilot program</td>
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<tr>
<td>1.7</td>
<td>Explore developing permitted organic composting capacity</td>
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<tr>
<td>1.8</td>
<td>Set a regional diversion target of 75%</td>
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<tr>
<td>1.9</td>
<td>Assume regional reporting responsibilities</td>
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## Phase 2: Intermediate (2015-2018)

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<tr>
<th>Strategy</th>
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<tbody>
<tr>
<td>2.1</td>
<td>Expand satellite universal hazardous waste collections</td>
</tr>
<tr>
<td>2.2</td>
<td>Promote reuse at Hawthorne Street Transfer Station</td>
</tr>
<tr>
<td>2.3</td>
<td>Conduct annual survey of Member Agency services</td>
</tr>
<tr>
<td>2.4</td>
<td>Compile franchised haulers’ diversion reports</td>
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<tr>
<td>2.5</td>
<td>Develop model policy documents for Member Agencies</td>
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<td>2.6</td>
<td>Expand public education</td>
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<td>2.7</td>
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## Phase 3: Long-Term (2019-2023)

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<tbody>
<tr>
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<td>Develop mixed waste processing capacity</td>
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Thank you PAC members for your time and feedback during HWMA’s strategic planning process!
Policy 1: Set Regional Diversion Target of 75% and a Reduction of 15,000 Tons of Disposal by 2020

Background
At the time of its formation, the Humboldt Waste Management Authority (Authority or HWMA) was established to secure economical, long-term and out-of-county solid waste disposal agreements, and to focus on Cummings Road Landfill closure operations, with waste diversion not being considered an essential function of the Authority. As stated in the Joint Exercise of Powers Agreement (JPA Agreement), HWMA’s primary function is to arrange for disposal services. Over the past 13 years, the Authority has taken on a number of specific diversion related activities and programs; however, the majority of local waste diversion activities are still being implemented by HWMA’s individual Member Agencies, through their local franchise hauling agreements.

Accordingly, the HWMA manages the State-mandated quarterly reporting of disposal tonnages on behalf of Member Agencies, and the Member Agencies measure diversion individually through annual diversion reports.

AB 939 (Sher, 1989) mandated that each California jurisdiction reduce their waste by 50 percent by 2000. After the passage of AB 939, each California city and county was required to set a numerical figure that established their baseline disposal and diversion rate. These figures have carried forward for purposes of calculating Member Agencies’ diversion rates annually and reporting them to CalRecycle.

Figure 1.A illustrates the HWMA Member Agencies’ 2011 CalRecycle preliminary diversion rates, and the calculated HWMA cumulative regional diversion rate of 69 percent\(^1\). Five of the six Member Agencies are currently in compliance with AB 939 diversion requirements (i.e., 50% diversion of solid waste from landfills).

\(^1\) Should other entities, including Trinidad or Fortuna, be included in the regional diversion target, this cumulative diversion rate would be changed.
Table 1.A shows the amount and the percentage of tons disposed that was contributed by each Member Agency to the total HWMA tons disposed in 2011. It should be noted that on a regional basis, the largest gains in diversion will come from Member Agencies that contribute the most to the total HWMA disposal amount.

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>2011 Tons Disposed</th>
<th>% of Total 2011 Tons Disposed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arcata</td>
<td>8,106</td>
<td>10%</td>
</tr>
<tr>
<td>Blue Lake</td>
<td>582</td>
<td>1%</td>
</tr>
<tr>
<td>Eureka</td>
<td>29,190</td>
<td>37%</td>
</tr>
<tr>
<td>Ferndale</td>
<td>2,639</td>
<td>3%</td>
</tr>
<tr>
<td>County</td>
<td>37,252</td>
<td>47%</td>
</tr>
<tr>
<td>Rio Dell</td>
<td>1313</td>
<td>2%</td>
</tr>
<tr>
<td><strong>Total HWMA Tons Disposed</strong></td>
<td><strong>79,082</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

In 2010, the State legislature passed Assembly Bill 341 (Chesbro), which set a State-wide recycling goal of 75 percent by 2020, and CalRecycle is required to issue a plan outlining strategies to meet that goal. There will be no change to the individual jurisdiction AB 939 compliance measurement; however, policy options developed by CalRecycle in response to AB 341 may impact jurisdiction diversion rates and program options. Preliminary drafts suggest that CalRecycle is considering changes to the way that it currently calculates diversion, including disallowing certain materials that have traditionally counted towards a jurisdiction’s diversion rate, such as alternate daily cover (“ADC”) and alternative intermediate cover at California.
landfills, material transformed at California transformation facilities, and used-tire derived fuel at California facilities.

**Rationale**

HWMA is exploring a transition from being a disposal-based organization to becoming a sustainable materials management-based organization. Setting a diversion target demonstrates a commitment to the recovery of materials from the solid waste stream by serving as a numerical expression of that commitment.

Establishing a diversion target assists in the coordination of regional waste management programs. Progress toward the diversion target may then be measured and documented, with modifications being made to regional programs if satisfactory progress is insufficient. Without this measurement system, HWMA and Member Agencies would be unable to accurately assess the results of regional diversion programs.

CalRecycle’s potential revisions to calculating diversion may negatively impact individual HWMA jurisdictions’ diversion rates. In consideration of this, there is an increasing need for regional diversion programs and a pooling of Member Agency resources to meet the State target of 75 percent.

**Implementation**

In order to establish a diversion target, the following should be undertaken:

**Step 1: Calculate the Baseline Diversion Rate**

The current CalRecycle reported disposal tonnage information for each Member Agency can be used to calculate a cumulative HWMA disposal and diversion rate. The HWMA cumulative diversion rate is 69 percent when calculated using the preliminary 2011 CalRecycle reported diversion rates shown in Figure 1.A.

**Step 2: Establish Diversion Target**

HWMA and Member Agencies have the following three options related to the diversion of materials:

1. **The HWMA can maintain focus on the disposal of Member Agency waste, and continue current waste diversion programs.** Maintaining the status quo will have no effect on increasing regional diversion;

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2 The United States Environmental Protection Agency defines sustainable materials management as “a systemic approach that seeks to reduce materials use and their associated environmental impacts over their entire life cycle, starting with extraction of natural resources and product design and ending with decisions on recycling or final disposal”.

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2. **The HWMA can establish a diversion target for the diversion of materials that pass through its facilities.** Achieving a high regional diversion rate without Member Agency action will be difficult;

3. **The HWMA and its Member Agencies can establish a regional diversion target.** Achieving a high regional diversion rate will be more obtainable with Member Agency cooperation, as they oversee franchised tonnage and are able to pass local ordinances.

R3 recommends that the HWMA and its Member Agencies establish a regional diversion target by using the calculated collective State-reported diversion rate of 69 percent, shown in Figure 1.B, above, to calculate the reduction in disposal that would need to be achieved in order to align itself with the State-wide 75 percent recycling goal. As shown in Table 1.B, below by measuring progress based on the 2011 preliminary CalRecycle reported diversion rate, the Authority would need to collectively reduce disposal by an additional 15,104 tons to reach a 75 percent diversion rate by 2020.

<table>
<thead>
<tr>
<th>Table 1.B HWMA Cumulative State Reported Diversion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tons Diverted³</td>
</tr>
<tr>
<td>Tons Disposed ⁴</td>
</tr>
<tr>
<td>Diversion Rate</td>
</tr>
</tbody>
</table>

Step 3: Adopt a Mission Statement

HWMA does not have a mission statement, other than the original purpose statement found in the 1999 JPA incorporation agreement. We recommend the Authority develop and adopt a mission statement, and that the diversion target be included and adopted as part of the Authority’s statement. Each Member Agency could also adopt the same diversion target within the scope of its material collection and processing, as HWMA is reliant upon Member Agencies’ cooperation and coordination to meet a 75 percent diversion rate target. Curbside diversion programs, authorized by Member Agencies, will be a critical part of a 75 percent target.

Step 4: Become a CalRecycle-approved Regional Reporting Agency

As a result of the proposal that the HWMA use a “regional” diversion rate in Step 1 and Step 2, above, this policy will be most effective if implemented in conjunction with the transitioning of the HWMA to a Regional Reporting Agency (See Policy 6).

³ Numbers based on 1991 CalRecycle diversion baseline.
⁴ Numbers based on annual disposal reports from Humboldt County transfer stations and waste generators.
Step 5: Implement Programs to Achieve the Target

The programs recommended in Policies 2 through 7 support the transition of the HWMA from a disposal-based organization to a sustainable materials management-based organization. The implementation of these policies and additional diversion programs will assist in achieving the regional diversion target.

Step 6: Measure Progress

The Authority should measure progress of the diversion target in conjunction with CalRecycle reporting requirements. HWMA could be responsible for the Regional Agency disposal reporting, compile and analyze the tonnage information reported to CalRecycle, and issue annual reports to Member Agencies. Individual Member Agency diversion rates would continue to be tracked.

Challenges

A regional diversion target will be challenging to achieve without an increase of coordinated solid waste diversion efforts. Member Agency franchise services, policies, facilities, and financial strategies should all be realigned, where appropriate, to support diversion efforts.

Because this is a “regional” diversion target, this policy should be implemented in conjunction with expanding HWMA’s role to include being an AB 939 Regional Agency (Policy 6).

Potential Costs

Initially, setting a diversion target could impact both HWMA and Member Agency costs, due to increased staff time by the HWMA and Member Agencies devoted to the adoption of the regional diversion target. HWMA staff time will also be spent reporting progress to Member Agencies.

This policy alternative would need further review of costs. The full range of cost benefits have not yet been identified.
Policy 2: Continue to Secure Long Term Disposal Capacity

Background

Humboldt Waste Management Authority’s (Authority or HWMA) Joint Exercise of Powers Agreement states that the purpose of HWMA is to jointly request proposals and contract for solid waste disposal services. Accordingly, HWMA is given flow control\(^1\) of its six Member Agencies’ solid waste.

Member Agencies’ solid waste is delivered to two out-of-county landfills: Anderson Landfill in Anderson, CA and the Dry Creek Landfill in Medford, OR. HWMA contracts directly with Anderson Landfill for disposal; however, in regards to Dry Creek Landfill, the disposal agreement is between Bettendorf Enterprises (who provides transportation of the solid waste) and Dry Creek Landfill, with a separate agreement between HWMA and Dry Creek Landfill that guarantees Dry Creek Landfill will reserve sufficient solid waste disposal capacity at the landfill for HWMA.

In the case of both landfills, HWMA has entered into “put or pay” agreements that contractually oblige the HWMA to either “put” predefined minimum amounts of disposal annually at a fixed price or to “pay” for the shortfall. While these “put or pay” clauses protect the disposal facility operators guaranteeing revenues, they put the HWMA at risk for penalties if it is not able to deliver the required amount of materials.

Tables 2.A and 2.B provide an overview of the contractual agreements related to Anderson Landfill and Dry Creek Landfill, respectively.

<table>
<thead>
<tr>
<th>Table 2.A</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contractual Obligations Related to Disposal at Anderson Landfill(^2)</td>
</tr>
<tr>
<td><strong>Disposal Agreement</strong></td>
</tr>
<tr>
<td><strong>Term</strong></td>
</tr>
<tr>
<td>January 1, 2003 to June 1, 2014</td>
</tr>
<tr>
<td><strong>Tonnage Requirements</strong></td>
</tr>
<tr>
<td>Minimum of 42,000 per year, with penalties that apply if minimum tonnage is not achieved. For each additional 10,000 tons per year delivered to Anderson by the HWMA (up to 72,000 tons per year), the disposal rate is decreased by $0.50.</td>
</tr>
<tr>
<td><strong>Charge</strong></td>
</tr>
<tr>
<td>Increased annually based on 100 percent of the change in CPI.</td>
</tr>
<tr>
<td><strong>Billings</strong></td>
</tr>
<tr>
<td>Anderson bills HWMA directly for all tonnage tipped.</td>
</tr>
<tr>
<td><strong>Transportation Agreements</strong></td>
</tr>
<tr>
<td><strong>Bettendorf Enterprises, Inc.</strong></td>
</tr>
<tr>
<td>HWMA contracts directly with Bettendorf Enterprises, Inc. to transport solid waste from the Hawthorne Transfer Station and from the Humboldt Sanitation facility in McKinleyville to Anderson. HWMA pays Bettendorf per trip. Transportation rates are adjusted annually based on 75 percent of the change</td>
</tr>
</tbody>
</table>

\(^1\) Under the JPA Agreement, Member Agencies must contractually require that franchised haulers deliver all solid waste to the HWMA’s directed landfill or transfer stations.

\(^2\) Agreements were initially executed between Waste Solutions Group & Landfills, and then assigned to HWMA after Waste Solutions Group & Landfills buyout.
in CPI and the fuel surcharge is adjusted monthly based on a fixed fuel price of $3.00 per gallon. The agreement expires June 1, 2014.

| Eel River Disposal | HWMA contracts directly with Eel River Disposal (ERD) to transport solid waste from the Eel River Transfer Station in Fortuna, CA to Anderson, CA. HWMA pays ERD per ton disposed, adjusted annually based on the change in CPI. The fuel surcharge is adjusted monthly based on a fixed fuel price of $3.00 per gallon. ERD, in return, pays satellite facility fees per ton disposed, as reported in their billing for hauling |

| HWMA contracts directly with Eel River Disposal (ERD) to transport solid waste from the Eel River Transfer Station in Fortuna, CA to Anderson, CA. HWMA pays ERD per ton disposed, adjusted annually based on the change in CPI. The fuel surcharge is adjusted monthly based on a fixed fuel price of $3.00 per gallon.ERD, in return, pays satellite facility fees per ton disposed, as reported in their billing for hauling. |

### Table 2.B
**Contractual Obligations Related to Disposal at Dry Creek Landfill**

<table>
<thead>
<tr>
<th>Landfill Disposal Capacity Guarantee Agreement between HWMA and Dry Creek Landfill</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Term</strong></td>
</tr>
<tr>
<td><strong>Tonnage Requirements</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Disposal Agreement between Bettendorf Enterprises, Inc. and Dry Creek Landfill</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Term</strong></td>
</tr>
<tr>
<td><strong>Billings</strong></td>
</tr>
<tr>
<td><strong>Charge</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Transportation Agreement between HWMA and Bettendorf Enterprises, Inc.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>General</strong></td>
</tr>
<tr>
<td><strong>Charge</strong></td>
</tr>
</tbody>
</table>

**Recommendation**

*The HWMA should competitively procure disposal by issuing a Request for Proposals (RFP) to disposal sites throughout the region.*

HWMA has succeeded in its purpose to secure disposal capacity for its Member Agencies. However, HWMA has less than eighteen months (as of January, 2013) of disposal capacity remaining under contract with Anderson Landfill and less than four years of disposal capacity remaining under contract with Dry Creek Landfill. As Anderson Landfill currently receives the majority of Member Agencies’ solid waste, there is a need to secure adequate and reliable disposal capacity for future needs.

The selection of disposal facility(ies) should be based on the best value at the lowest monetary and environmental cost to the HWMA and its stakeholders.
The Authority should not include any tonnage delivery requirements ("put or pay") in future disposal contracts, as they put HWMA at risk for penalties should disposal tonnages be reduced through the implementation of new regional diversion programs or policies.

**Implementation Steps**

1. HWMA should immediately begin the process of either renewing the current disposal contract(s), or procuring alternative disposal capacity by issuing an RFP. A minimum of 10 years of disposal tonnage capacity should be secured no later than January 1, 2014.

**Challenges**

Negotiating cost effective extensions to existing contracts or securing new contracts, both for landfill capacity and long-distance transportation from Humboldt County to an out-of-county location.

**Potential Costs and Benefits**

Costs will depend on the terms and conditions of extended or new contracts.
Policy 3: Work with Member Agencies to Procure Regional Source Separated Recyclables Processing Capacity

Background

Humboldt Waste Management Authority (HWMA) currently has an Agreement with Solid Wastes of Willits (SWOW) for the loading, transportation, processing, and marketing of recyclable materials from the Hawthorne Street Transfer Station. This five-year agreement expires September 5, 2016, with an optional two-year extension available if mutually agreed to by both parties. The agreement contains a 180-day cancellation clause at the option of HWMA, but does not contain a cancellation option for SWOW. Per the agreement, SWOW pays HWMA a minimum of $8.00 per ton of recyclable materials.¹

A Memorandum of Understanding (MOU) was adopted in June 2011 and approved between HWMA, the City of Eureka, and the County of Humboldt that requires Eureka and the County² to direct their franchised haulers to deliver recyclable materials to either the Hawthorne Street Transfer Station or to a facility under SWOW’s control. It is at the discretion of other Member Agencies as to whether they enter into the MOU.

At the time that SWOW bid on the recycling contract, it was also transporting Mendocino County-generated woodwaste (biomass) by truck to Eel River Power’s biomass plant in Scotia, CA. SWOW proposed that, instead of returning to Willits empty, those trucks would back-haul recyclable materials from Hawthorne Street Transfer Station, resulting in cost savings.

In October 2012, Eel River Power’s biomass plant announced that it would be suspending activity due, in part, to potential regulatory changes and uncertainty in the market. Unless the Eel River Power’s biomass plant resumes operations, or SWOW is able to obtain alternative backhaul sources, such as biomass customers, the company will continue to send empty trucks to the Hawthorne Street Transfer Station to load the recyclable materials and transport the materials back to Willits. Higher transportation costs are not being passed on to SWOW’s customers.

Existing in-county co-mingled, single stream recyclables processing capacity is currently limited to the Eel River Disposal and Resource Recovery’s Material Recovery Facility (MRF) in Fortuna, CA. The former Arcata Community Recycling Center’s Samoa MRF, which ceased operations in January 2012, is presently listed for sale by Umpqua Bank, and if purchased with the intent of resuming processing operations, could be a future regional processing facility.

¹ This amount is adjusted quarterly by a revenue sharing plan using a weighted average Composite Market Value.
² Due to the Unincorporated County’s multiple collection franchise agreements, only certain haulers are directed to deliver recyclable materials to the appropriate facility.
Recommendation

*HWMA should work with its Member Agencies to procure regional source separated recyclables processing capacity through a competitive proposal process.*

While HWMA currently has available recyclable materials processing capacity through its processing agreement with SWOW, local long-term options to procure required processing capacity are preferable, if not necessary, for the following reasons:

- The current agreement with SWOW was intended by the HWMA to be an interim solution and is set to expire September 5, 2016;
- A long-term commitment could facilitate development of local recyclable processing infrastructure;
- A long-term local commitment could aid in creating local jobs, with add-on benefits to the local economy (e.g., local suppliers could also benefit); and
- A long-term commitment could result in stable and predictable low-cost processing.

Additionally, if additional Member Agencies were to enter into the MOU economies of scale may be provided for during the procurement process, resulting in increased services at lower cost.

Implementation Steps

1. HWMA should continue to work with its Member Agencies to include in the current MOU source separated recyclables collected from Arcata, Blue Lake and Northern Unincorporated County. Each Member Agencies could be asked to direct its franchised source separated recyclables to a facility(ies) chosen as a result of a competitive proposal process.

2. HWMA should develop and issue a Request for Proposal (RFP) and conduct a competitive proposal process for regional source separated recyclables processing capacity:
   a. The RFP should be structured to provide options for private ownership and operations, or public ownership and private operations and in-county or out-of-county facility locations. A contract would govern specific operational requirements and allowable costs regardless of ownership.
   b. In addition to traditional evaluation criteria for qualifications, technical feasibility, and costs, the RFP should also include evaluation criteria that promotes in-county facility(ies), in-county job creation, and in-county use of processed recyclables.
   c. Public or private ownership should be determined based on outcome of the RFP process.

3. The RFP process could begin in late 2013 with a completion date of August 2014. This would require the MOU be finalized prior to the issuance of the RFP. This schedule will provide approximately 24 months for an existing in-county facility(ies) to be modified as
may be needed, or a new facility to be built. This schedule would also allow the current agreement with SWOW to be extended if additional time is needed to complete the RFP process or if results from the RFP process were not acceptable.

Challenges

- The Member Agencies would need to agree on and adopt a new MOU directing source-separated recyclables as a pre-condition of any RFP process;
- Agreement and weighting of the evaluation criteria may require significant discussion by the Member Agencies;
- Accurately reported current and projected tonnages of source separated recyclables by point-of-origin will be necessary to promote the most cost-effective processing capacity; and
- The location of a facility(ies) will greatly affect transportation costs (transfer or direct haul) as part of any tip fee cost or revenue share.

Potential Costs and Benefits

Cost to conduct an RFP process could range from $80,000 - $200,000 depending on the role of HWMA staff, Member Agencies’ staff, and any needed outside experts.

A long-term commitment by the Member Agencies for in-county source separated processing facility(ies) could result in stable competitive costs for processing; however, that cost may exceed that of the current contract with SWOW.
Policy 4: Develop Mixed Waste Processing Capacity

Background

Floor Sort Operations

Floor sort operations are performed when a load of materials are dumped on the tipping floor of a facility by the customer, and facility employees pull out recoverable materials such as cardboard, metal and wood by hand.

Mechanical Sorting Operations

Mechanical sorting can be performed by different methods, and is often referred to as mixed waste Material Recovery Facility (mixed waste MRF). Examples of mechanical sorting operations are as follows:

1. A simple conveyor belt system, often targeting construction and demolition debris and potentially other un-compacted self-haul and debris box loads where employees handpick recoverable materials that move across the conveyor and deposit the material into below grade storage bins; and/or

2. Fully automated equipment such as a trommel or a star screen that mechanically extracts and/or separates materials, in combination with manual sorting.

Hawthorne Street Transfer Station and Mixed Waste

The Hawthorne Street Facility includes the transfer station, recycling center, and Permanent Household Hazardous Waste Facility, and is situated on six and a half (6.5) acres of property. The Authority also owns an undeveloped four (4) acre parcel, which is comprised of two (2) acres of wetlands, on the north side of Hawthorne Street. The transfer facility is utilized by the public (self-hauler) and the majority of the county’s garbage collectors (franchise haulers) to drop off mixed waste. Mixed waste delivered by franchised haulers and debris boxes (including construction and demolition debris) are dropped off in a separate area from that of self-haul loads.

The Hawthorne Street facility is fully developed and constrained for space between the three operations. Within the transfer station building itself, space is maximized between franchise and self-hauling garbage drop off, drop off and contaminant removal for the pilot food waste program, salvage bins for self-haul recyclables, and curbside recycling drop off along with the necessary heavy equipment operations for moving, sorting and loading of materials. Within the recycling center’s building, space is also challenged due to self-haul recycling drop off bins, source separated cardboard, e-waste, universal waste, other recycling services, and baled materials.
In 2012, 59,571 tons of mixed waste were received and passed through the Hawthorne Street Transfer Station, accounting for over 80 percent of Humboldt County’s waste. While a small amount of material recovery is able to occur through current floor sorting operations, HWMA does not mechanically process any loads to recover materials, and consequently is diverting a limited amount (about 370 tons in 2011).

**Recommendation**

*R3 recommends that HWMA increase the sorting of mixed waste delivered to the Hawthorne Street Transfer Station to increase recovery of recyclable and compostable materials. This should begin with an immediate increase in floor sorting operations of non-compacted materials, followed by the development of mechanical sorting operations to sort municipal mixed waste delivered to the facility, as deemed appropriate and examination/recommendation of space requirements.*

HWMA’s authority and ability to directly increase diversion is limited to recovery of materials from the mixed waste stream received at its Hawthorne Street Transfer Station; therefore, additional or expanded methods should be utilized to capture recyclable materials. The most effective way to achieve this is by processing the mixed waste that is delivered to Hawthorne Street Transfer Station.

As a first step, increasing existing floor sorting diversions is the simplest and most immediate way to increase diversion of materials at Hawthorne Street. HWMA currently has dedicated staff on-site to observe self-haul customer loads. These staff members also recover limited materials from those loads and could be directed to increase the amount of sorting that is occurring physically on the floor.

Longer term, construction of a mix material MRF to process materials through a mechanical processing line would result in the greatest increase in diversion. For example, if the Authority mechanically processed all loads of solid waste\(^1\) and achieved a 50 percent capture rate of targeted materials\(^2\), an estimated 13,889 additional tons could be diverted (5.2 percent overall.

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1. This represents residential, commercial, self-haul, and debris box waste streams. This does not include 6,844 tons of material from Eel River Disposal.
2. Targeted Materials Types – Uncoated corrugated cardboard; waxed corrugated cardboard; paper bags; newspaper; white ledger paper; other office paper; magazines and catalogs; phone books and directories; other recyclable paper; compostable paper; PETE bottles; other PETE containers; HDPE containers; compostable plastics; plastic grocery and other merchandise bags; non-bag commercial and industrial packaging film; rigid plastic drip lines; other recyclable rigid plastic; glass bottles and containers; tin/steel cans; major appliances; used oil filters; other ferrous metal; aluminum cans; other non-ferrous metal; mixed recoverable material; brown goods; computer-related electronics; other small consumer related electronics; video display devices; leaves and grass; prunings and trimmings; branches and stumps; textiles; carpet; concrete; asphalt paving; asphalt composition shingles; clean dimensional lumber; clean engineered wood; clean pallets and crates; other wood waste; clean gypsum board; painted/demolition gypsum board; paint; lead-acid (automotive) batteries; other batteries; mattresses; bulky items; and vehicle and truck tires.
addition diversion). This represents a mixed waste MRF diversion rate of approximately 25 percent of the total materials processed, including non-targeted materials.

Implementation Steps

1. The Authority should take immediate steps to increase the recovery of materials from self-haul loads and debris box loads. This includes modifying the duties and possible mindset of staff to focus first on recovery of materials. Debris box loads with targeted materials should be dumped in a dedicated area separate from the mixed loads to be transferred to allow for the recovery of material from those loads as time permits. Self-haul loads of targeted materials should not be transferred for disposal until all targeted materials have been recovered or are moved to a dedicated area for further sorting. HWMA should consider examining current staffing levels to evaluate if they are appropriate when increasing recovery by staff.

2. The Authority should then focus on purchasing and installing a (portable) mechanical sort line targeting those same un-compacted loads. Implementing and staffing a low tech portable mechanical sorting line is perhaps the most immediate and most cost effective step the Authority can take to increase diversion mechanically.

3. Following the implementation of floor sorting recovery operations at Hawthorne Street, the Authority should consider conducting a feasibility study to construct a mixed waste MRF at its Hawthorne Street Transfer Station or other site. This may include conducting a space utilization study, including a detailed analysis of the buildings and operational activities. Such a report could help the Authority plan better for future projects and understand project infeasibilities. It could also factor the development of other sites into planning.

Challenges

Additional infrastructure and operations at the Hawthorne Street Transfer Station will be needed to modify the existing facility into a mixed waste MRF. Additionally, if Hawthorne Street Transfer Station could not be modified to accommodate a mixed waste MRF, then HWMA would need to procure a new site.

Potential Costs

R3 has estimated the cost of floor sort recovery operations to be in the low to moderate range of $0 to $100 per ton; this estimated cost depends largely on the extent to which the facility would need to be redesigned and any associated capital costs.

The cost of processing materials through a mixed material MRF is projected to be in the high range of $100 to over $150 per ton. The Material Recovery Technology Review conducted for Pinellas County, Florida, which based its information on four mixed waste MRFs in California, projected that the average capital costs of a (highly mechanized) mix materials MRF ranges from $3 million to $11 million for equipment alone for a MRF with the capacity needed to process HWMA mixed materials.

Additional costs include costs incurred to conduct a feasibility study, space utilization study, and engineering study, site preparation, site acquisition (if needed) and environmental review.
This policy alternative would need further review of costs. The full range of costs/benefits has not yet been identified.
Policy 5: Adopt Sustainable Funding

*R3 recommends that HWMA adopt sustainable funding sources in order to demonstrate self-sustaining programs and services.*

**Background**

Humboldt Waste Management Authority (HWMA) is funded primarily through tip fees that are collected on materials disposed at the Hawthorne Street Transfer Station. These tip fees are used to fund operations, capital improvements, transport, and disposal costs, and are also used to support programs that are not self-sustaining (i.e., programs that do not generate sufficient revenues to support activities or services themselves).

Added to the base tip fee charged on disposal tons entering Hawthorne Street Transfer Station, is a Countywide Programs Fee. The Countywide Programs Fee is also assessed on each ton of materials disposed in the jurisdictional boundary of the Authority, and charged to all franchised collectors, non-franchised collectors, and self-haul customers who haul solid waste from HWMA’s jurisdictional boundaries. The portion of the Countywide Programs Fee retained by HWMA funds four county-wide programs that are administered by HWMA, discussed in more detail below. Countywide Programs Fees are examined each year through the budgetary process, and evaluated and revised annually. In the adopted FY 2012-13 Budget, Countywide Programs Fees were set at $24.67 per ton of material.

Total costs to dispose of materials in FY 2012-13 are as follows:

- $146.31 per ton for self-haul customers ($121.64 base tip fee + $24.67 Countywide Programs Fee); and
- $120.23 per ton for franchised collectors ($95.56 base tip fee + $24.67 Countywide Programs Fee).

Revenues are also received from activities related to diversion, including green and food waste revenues, recyclables handling and salvage fees, and hazardous waste and cleanup event disposal fees. These fees partially offset actual costs incurred through the handling and transport of material, while remaining low enough to promote use of the various programs offered to the public.

Note that some diversion program costs are supported by tip fees. In particular, CRV buy-back services are paid for with tip fee revenue. In January 2010, HWMA staff estimated that the net annual cost of CRV buy-back services provided at Hawthorne Street Transfer Station was approximately $60,000.

Additional funds are generated through successful grant applications and by interest revenue generated from principal funds held in an Authority landfill closure trust fund. These funds are used to offset general operating expenses and can vary widely from year to year.

It should be noted that at the time of formation, HWMA implemented a relatively simple accounting system. That system remains the same despite changes as HWMA has established expanded and diversified programs since its formation.

Figure 5.A, below, illustrates the makeup of total HWMA funding estimated in FY 2012/13.

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1 A tip fee is the amount charged on the volume or weight of materials received at a solid waste facility.
As shown above, tip fee revenues account for approximately 69 percent of overall revenues, and Countywide Program Fees account for about 13 percent. Together, this illustrates that 82 percent of HWMA revenues are directly dependent on the amount of solid waste entering the Hawthorne Street Facility; thus, if diversion programs are successful and disposal tons decrease, the revenues HWMA receives will decrease correspondingly.

Figure 5.B demonstrates the decrease in disposal tonnages that were captured and applied to the Countywide Program Fee between 2004 and 2011. As shown there has been a decrease in the disposed tons captured of approximately 29.84 percent (26,073 tons).

Figure 5. B
Captured Tons to which the Countywide Program Fee is Applied (2004-2011)

2 HWMA FY 13 Budget
Figure 5.C demonstrates the total revenues from the Countywide Program Fee between 2005 and 2011 and Table 5B demonstrates the Countywide Program Fee per year between fiscal year 2005/06 through fiscal year 2012/13.

**Figure 5.C**  
*Total Revenue from Countywide Program Fees (2005-2011)*

|--------|---------|---------|---------|---------|---------|---------|---------|---------|

Tip fees not only support costs associated with facility maintenance, solid waste disposal and transportation costs activities of HWMA, but also support other HWMA programs. The Countywide Programs Fees are charged on disposal but only some of the allocated funds support disposal activities. To promote equity among users, the HWMA should consider revising the fee structure to capture funding from individuals that don't pay disposal fees and are beneficiaries of the Countywide Programs.

Table 5.B shows the breakdown of the Countywide Programs fee during FY 2012/13, followed by a short description of the individual fees.
<table>
<thead>
<tr>
<th>Countywide Programs</th>
<th>2012/13</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Household Hazardous Waste Program</td>
<td>$5.71</td>
</tr>
<tr>
<td>2. Cleanup/Enforcement Program</td>
<td>$0.57</td>
</tr>
<tr>
<td>3. City/County AB 939 Recycling Program</td>
<td>$2.46</td>
</tr>
<tr>
<td>4. Table Bluff Landfill Maintenance</td>
<td>$0.50</td>
</tr>
<tr>
<td>5. County Local Enforcement Agency (LEA)</td>
<td>$2.66</td>
</tr>
<tr>
<td>6. Administration</td>
<td>$5.34</td>
</tr>
<tr>
<td>7. Cummings Road Landfill Maintenance</td>
<td>$4.67</td>
</tr>
<tr>
<td>8. Rural Container Program</td>
<td>$2.76</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$24.67</strong></td>
</tr>
</tbody>
</table>

1. **Household Hazardous Waste Program Fee.** The Household Hazardous Waste (HHW) Program Fee is retained by HWMA and used to fund the collection and disposal of Household Hazardous Waste within the jurisdictional boundaries of the Authority. It should be noted that the HHW Program Fee has not been raised significantly even though costs have risen as the state mandates more materials banned from the trash; consequently, tipping revenues have also been used to provide HHW program support.

2. **Cleanup/Enforcement Program Fee.** This fee is passed through primarily to the County to fund cleanup, abatement, and enforcement of illegal dumping throughout Humboldt County; 80 percent of this fee goes to the County, and 20 percent is retained by HWMA. The amount retained by HWMA is placed into a fund that is available to approved individual, community groups or haulers, who pick up illegally dumped materials and deliver them to the Hawthorne Street Facility.

   This fee is paid by users of the legal disposal system to cover the cost of non-users illegal dumping of materials.

3. **City/County AB 939 Recycling Program Fee.** This fee supports California requirements that each jurisdiction implement a source reduction and recycling program, and issue reports on the progress of that program annually. This fee is collected by HWMA, with HWMA retaining a portion and distributing the rest among each of the six Member Agencies and, for an interim period, the City of Trinidad (note that Trinidad doesn’t pay into the fee, but receives a distribution of the monies at the direction and approval of the HWMA Board).
4. **Table Bluff Landfill Maintenance Fee.** This fee is remitted to the County to help fund ongoing maintenance costs related to the closed Table Bluff Landfill.

   This program is paid by users of the disposal system to fund maintenance of a closed disposal site, similar to the Cummings Road Landfill.

5. **County Local Enforcement Agency (LEA) Fee.** This fee is remitted to the County and used to assist in the permitting and inspection of all solid waste facilities in Humboldt County, including organic material recovery facilities and any possible future mixed waste facility.

   This fee is charged to users of the disposal system to fund the permitting and inspection of all facilities related to solid waste, including organic material recovery facilities and any possible future mixed waste facility.

6. **Administration Fee.** This fee is retained by HWMA to support the administration related activities of HWMA, including the collection and distribution of fees, finance related activities, human resources, and expenses related to the activities of the Board of Directors and the Executive Director.

7. **Cummings Road Landfill Maintenance Fee.** This fee is retained by HWMA to fund activities related to the closure and post-closure activities of Cummings Road Landfill, a former disposal site.

   This program is paid by users of the existing disposal system to fund the closure and post-closure of a former disposal site.

8. **Rural Container Program Fee.** This fee is retained by HWMA to provide funding to the rural container program, which provides collection activities from container sites located in remote areas of unincorporated Humboldt County.

   This fee is paid by users of the disposal system in all Member Agencies to fund the rural container program in unincorporated Humboldt County. This is done for economies of scale and to ensure that there are reliable and affordable services in rural Humboldt County.

**Funding Options**

The following are four options that HWMA has to fund Countywide Programs.

**Option 1 – Continue Assessing the Countywide Programs Fee on Disposed Tons**

If the Countywide Programs Fee continues to be assessed on disposed tons only, as tonnage decreases, so will the funding generated by the fee. Conversely, should tonnage increase, so will revenue. In response, HWMA will need to adjust the fee to account for the decrease in disposal tonnages and revenue in order to maintain and stabilize available funding to support existing programs the Countywide Program Fee funds. For example, if disposal tonnages were to decrease to the levels projected to meet a 75 percent diversion goal by 2020, the per ton Countywide Programs Fee would need to increase by approximately 24 percent to keep funding at current levels (not adjusted for inflation or Countywide program cost increases). This in turn would increase the total tipping fee, and the Countywide Programs Fees would become an ever-increasing portion of the total tipping fee.
**Option 2 – Transition Countywide Program Fees to Individual Fees that Target Specific Programs Users**

HWMA could charge those fees included in the Countywide Program Fees to the benefactors of the services funded by the individual fee, specifically:

1. **Household Hazardous Waste Program Fee.** HWMA should consider charging users of the Household Hazardous Waste Program the full cost at the time materials are taken by the generator to a HWMA collection point.

   Additionally, HWMA should continue to support Extended Producer Responsibility (EPR) for materials banned from the trash. Collecting fees for proper disposal expenses in a “front end” purchase price, puts more of disposal responsibility on a product’s specific users. It also provides program users a convenient and low to no-cost “back end” disposal.

2. **Cleanup/Enforcement Program Fee.** Although this fee is paid by users of the legal disposal system to cover the cost of non-users’ illegal dumping of materials, it is appropriate to continue charging this fee on all tons disposed.

3. **City/County AB 939 Recycling Program Fee.** HWMA could expand the City/County AB 939 Recycling Program Fee to also be charged to recyclable materials and green waste. In addition, HWMA should encourage Trinidad to become a member of HWMA; if not HWMA should not continue distribution of additional AB 939 fees to Trinidad.

4. **Table Bluff Landfill Maintenance Fee.** This is a legacy cost shared by all generators and should continue to be charged on all tons disposed.

5. **County Local Enforcement Agency (LEA) Fee.** HWMA could expand the LEA Fee to also be charged to recyclable materials and green waste, since the program addresses facilities that process organic materials, and may address a facility that processes recyclable materials (i.e., mixed waste recovery facility) in the future.

6. **Administration Fee.** HWMA should consider expanding the Administration Fee to also be charged to recyclable materials and green waste because fees included in the Countywide Program Fees target these materials.

7. **Cummings Road Maintenance Fee.** This is a legacy cost shared by all generators and should continue to be charged on all tons disposed.

8. **Rural Container Program Fee.** HWMA should consider only charging the Rural Container Fee to users within the Member Agency(ies) where container sites are located.

**Option 3 – Assess a Generator Fee throughout HWMA’s Service Area**

HWMA could charge all, or part of, Countywide Program Fees directly to solid waste generators throughout HWMA’s service area by requiring haulers to collect the fee on a per unit (i.e., each customer) serviced basis. HWMA would charge self-haulers without curbside service a per unit fee as part of tip fees charged at in-county transfer stations or processing facilities. The specific amount of the generator fee would have to be determined based on the number of units covered in HWMA service area, and the specific components of the current Countywide Programs Fees that would be assessed on a generator basis. This option would also require HWMA to remove or reduce the fee on disposal to remain revenue neutral. Member Agencies would have to amend their franchise agreements to require the franchised haulers to collect this fee and remit it to HWMA.
**Option 4 – Assess a Parcel Fee throughout HWMA’s Service Area**

HWMA would charge the Countywide Program Fees directly to occupied parcels throughout HWMA’s Service Area through a parcel fee and remove the per ton fee on disposal to remain revenue neutral. Similar to Option 3, the specific amount of the parcel fee would have to be determined based on the number of occupied parcels covered in HWMA service area, and the specific components of the current Countywide Programs Fees that would be assessed as a parcel fee. This option would also require the HWMA to remove or reduce the fee on disposal to remain revenue neutral. This could be implemented as part of the property tax billing administered by the County.

The following table compares the pros and cons of each of the four options.

<table>
<thead>
<tr>
<th>Option</th>
<th>Pros</th>
<th>Cons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Option 1: Continue Assessing the Countywide Programs Fee on Disposed Tons</td>
<td>Status quo - least difficult option</td>
<td>As tonnage declines, so will revenues&lt;br&gt;Requires cross-program support</td>
</tr>
<tr>
<td>Option 2: Transition Countywide Program Fees to Individual Fees that Target the Users of the Programs</td>
<td>Will move to self-funded programs&lt;br&gt;Potential to remove cross-program support&lt;br&gt;Users of the program pay for the program&lt;br&gt;Levels the playing field if everyone is required to pay the fees for programs they use</td>
<td>May be perceived as a financial penalty on diversion activities if fees are charged to materials such as green waste and recyclables&lt;br&gt;Would require amendments to franchise agreements if fees are charged to diverted materials&lt;br&gt;Would require a system wide change to how fees are calculated and collected&lt;br&gt;May result in illegal dumping</td>
</tr>
<tr>
<td>Option 3 – Assess a Generator Fee throughout HWMA’s Service Area</td>
<td>All franchised customers and self-haulers that use HWMA facilities will pay for program costs&lt;br&gt;Directly charges at the point of generation</td>
<td>HWMA cannot assess&lt;br&gt;Would require amendments to franchise agreements if fees are collected by franchised haulers&lt;br&gt;Would require cooperation by facility operators if fees are collected from self-haulers</td>
</tr>
<tr>
<td>Option 4 – Assess a Parcel Fee throughout HWMA’s Service Area</td>
<td>Everyone within the HWMA service area would pay for program costs&lt;br&gt;Illegal dumpers would be contributing to cleanup</td>
<td>HWMA cannot assess fees&lt;br&gt;May require a 2/3 vote by taxpayers if determined to be a tax</td>
</tr>
</tbody>
</table>
Recommendations

**R3 recommends that the HWMA begin transitioning to self-funded programs by adopting a hybrid of Option 2, and 3 or 4.**

- The following programs costs could be assessed on disposal tonnages:
  - Table Bluff Landfill Maintenance
  - Cummings Road Landfill Maintenance
  - Administration (allocate a portion of the total amount based on direct costs)
- The following program costs could be assessed on all tons (including green waste and recycling):
  - County Local Enforcement Agency (LEA)
  - Administration (allocate a portion of the total amount based on direct costs)
- The following programs could be assessed as generator or parcel fee:
  - Household Hazardous Waste Program
  - Cleanup/Enforcement Program
  - City/County AB 939 Recycling Program
  - Administration (allocate a portion of the total amount based on direct costs)
  - Rural Container Program
- Additional Recommendations:
  - HWMA should examine the cost associated with operating the CRV buy-back at the Eureka Recycling Center. In 2010, HWMA staff estimated is that the net annual cost of CRV services provided at Hawthorne was approximately $60,000. This should involve looking at staffing levels at the entire Eureka Recycling Center and assess whether staffing levels are appropriate for the operations.
  - If the CRV program is unable to be sustainably funded, HWMA may want to consider discontinuing the program. This would increase the availability of funding for other programs, and possibly increase the quantity of CRV materials taken to existing private CRV buy-back centers and/or put in curbside collection containers.
  - HWMA should review its current accounting system and structure in order to better analyze the revenues and expenses related to individual departments. This will contribute to the suitability of funding and funding options by providing a clear picture on what departments are self-supporting. The results of such a review may require HWMA to replace its account software.

Implementation

- Funding Options (1 – 3 years):
  - Determine the specific programs and amounts to be funded by tipping fees or generator or parcel fees.
  - Work with the Member Agencies to gain flow control for recyclables and green waste materials. If flow control cannot be obtained, it may be necessary to shift...
the amount of funding targeted for this type of funding to the generator or parcel fees, as well as fees charged at a drop-off facility.

- Work with the County Assessor’s office to determine the number of occupied parcels within the HWMA service area
- Work with the Member agencies to determine the number of franchised serviced accounts within the HWMA service area. This may require some form of mandatory collection be adopted.
- Establish the new per ton, generator, or parcel fees as appropriate.

- CRV Buy Back Funding. HWMA staff should examine the financial costs and benefits of operating the CRV buy back system and provide its recommendation to the Board whether it should be continued or not. This could be done in 2 – 4 months.
- HWMA Accounting System. HWMA staff should analyze its current accounting system and provide its recommendation to the Board on necessary changes. This could be done in 2 – 4 months.

Challenges
Transitioning from the current funding system to a hybrid system where specific program activities are tied to disposal tons, specific programs, or generators will require cooperation and agreement between the HWMA, Member Agencies, franchise haulers, County Assessor, and County Tax Collector.

- HWMA will need to clearly analyze what programs, staff, and infrastructure are funded by the current Countywide Program Fees, determine the amount, if any, of cross support, and establish new per ton fees only on programs to be funded by tonnage charges, and establish new generator or parcel fees for programs not to be funded by per ton fees.
- Assessing fees on recyclables or green waste may require Member Agencies to grant HWMA flow control for these materials.
- To better include franchised serviced units, it may be necessary for Member Agencies to adopt some form of mandatory collection.
- A parcel fee may require a ballot initiative and 2/3 vote to implement.

Potential Costs
The costs to change the method HWMA uses to fund countywide programs would include HWMA staff time and any outside expertise needed if a nexus or fee study is required. This could range between $35,000 and $75,000. In addition, the cost to prepare and administer a ballot initiative, if required, to adopt a parcel fee would have to be determined through consultation with appropriate elections officials. These costs would need to be recovered through the parcel fee.
Draft Policies Released to PAC
Policy 6: Assume Regional Reporting Responsibilities

Background

A “Regional Agency” is a legal partnership of two or more cities or counties, formed with California Department of Resources Recycling and Recovery (“CalRecycle”) approval, specifically to meet Integrated Waste Management Act (AB 939, Sher, 1989) requirements. The Humboldt Waste Management Agency (Authority or HWMA) is currently not a CalRecycle-approved Regional Agency.

AB 939 requires the following:

1. **50 Percent Diversion Mandate**: Each city and county or CalRecycle-approved Regional Agency must achieve at least 50 percent diversion of solid waste from landfill;

2. **Planning Documents**: The following Planning Documents must be submitted to CalRecycle for approval:
   - Each city and county must submit the following Planning Documents:
     - Source Reduction and Recycling Element (SRRE)^1;
     - Household Hazardous Waste Element (HHWE)^2; and
     - Non-Disposal Facility Element (NDFE)^3.
   - Each county or Regional Agency must submit a Countywide Integrated Waste Management Plan (CIWMP) or a Regional Integrated Waste Management Plan (RIWMP) that incorporates the following elements:
     - A summary plan;
     - The Source Reduction and Recycling Element, Household Hazardous Waste Element, and Non-Disposal Facility Element from each jurisdiction in the county or Regional Agency;
     - All applicable Regional Source Reduction and Recycling Elements, Household Hazardous Waste Elements, and an applicable Regional Siting Element (RSE) if Regional Agencies have been formed; and
     - A Countywide Siting Element (CSE)^4.

3. **Quarterly Disposal Report**: Either a county or a CalRecycle-approved Regional Agency must compile and submit quarterly disposal reports to CalRecycle;

4. **AB 939 Annual Report**: Each jurisdiction (i.e., city, county, city and county, or Regional Agency) shall submit an annual report (AB 939 Electronic Annual Report) that discusses the progress achieved in implementing the programs and/or facilities described in the jurisdiction’s Planning Documents.

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1 A SRRE identifies how a jurisdiction will meet the state’s waste diversion mandate.
2 A HHWE identifies programs for the collection, recycling, treatment and disposal of household hazardous waste.
3 A NDFE identifies new and existing facilities needed to implement a SRRE.
4 A CSE identifies areas that may be used for the development of new disposal and transformation facilities.
The HWMA and its Member Agencies currently have the following roles in regards to AB 939:

1. **50 Percent Diversion Mandate**: The HWMA is not a CalRecycle-approved Regional Agency. Accordingly, individual Member Agencies are responsible for achieving the 50 percent waste diversion mandate required by AB 939. According to 2011 preliminary figures, five of the six Member Agencies are in compliance with this requirement.

2. **Planning Documents**: All Member Agencies have submitted the required Planning Documents. The County has submitted a CIWMP and an update in 2006. Because the HWMA is not a CalRecycle-approved Regional Agency, no Regional Integrated Waste Management Plan is required.

3. **Quarterly Disposal Report**: The HWMA submits quarterly disposal reports to CalRecycle; however, this is on behalf of the County through a separate agreement with HWMA, and not as a consequence of the HWMA being required to do so by AB 939.

4. **AB 939 Annual Report**: Each Member Agency is required to submit AB 939 Annual Reports individually. HWMA submits the AB 939 Annual Reports on behalf of the City of Eureka and the County of Humboldt through separate agreements with each jurisdiction. As an entity, HWMA is not required to submit an AB 939 Annual Report because it is not a CalRecycle-approved Regional Agency.

An alternative to this reporting system is for HWMA to assume AB 939 reporting on behalf of Member Agencies. For this to happen, the HWMA would need to become a CalRecycle-approved Regional Agency.

**Rationale**

If HWMA were to assume the role of a CalRecycle-approved Regional Agency in accordance with Public Resources Code Section 40970, and take on regional reporting responsibilities, the following benefits could be provided:

1. **50 Percent Diversion Mandate**: Those Member Agencies with lower diversion rates would benefit, as their cumulative diversion rate would be higher than their individual rate. Regionally, the Member Agencies would have had a combined state reported diversion rate of 69 percent in 2011. Individual Member Agency tonnage “spikes” would also be smoothed. Smaller jurisdictions are particularly affected by this now.

2. **Planning Documents**: Member Agency staff time may be decreased, as this would eliminate the need for revisions to individual jurisdiction waste management plan elements (i.e., Source Reduction and Recycling Element, Household Hazardous Waste Element, and Non-Disposal Facility Element).

3. **Quarterly Disposal Report**: Disposal report accuracy may increase by eliminating any current disposal misallocations to individual jurisdictions.

4. **AB 939 Annual Report**: The HWMA would be responsible for issuing a single AB 939 Annual Report to CalRecycle, eliminating the need for individual Member Agencies to report independently.
Implementation

To become a Regional Agency, the HWMA would need to submit a revised JPA Agreement to CalRecycle which includes the following provisions:

- A listing of Member Agencies and a description of the HWMA, including information such as name and address;
- A description of the methods by which any civil penalties imposed by CalRecycle will be allocated among the Member Agencies;
- A contingency plan that shows how each Member Agency will comply with the planning and waste diversion requirements in the event that the HWMA’s “Regional Agency” status is dissolved;
- A description of the duties and responsibilities of each Member Agency, demonstrating that each given Member Agency will comply with the planning and waste diversion requirements; and
- A description of source reduction, recycling and composting programs to be implemented by the Regional Agency. These programs shall be at least as effective in meeting the diversion requirements as those which each Member Agency has proposed in its individual Source Reduction and Recycling Element.

The process of revising the JPA Agreement would include the following:

Step 1: Determine Penalty Allocation Methods

HWMA and its Member Agencies will need to decide how penalties will be allocated if the diversion mandate is not met. Some Regional Agencies use a simple method that allocates compliance penalties based on size or waste generation of the member jurisdictions, while other Regional Agencies track member jurisdictions’ activities so that CalRecycle compliance penalties may be directly assigned. CalRecycle compliance orders may include a detailed list of specific jurisdiction tasks and responsibilities. In making a determination of individual jurisdiction fault, the Regional Agency may use the CalRecycle compliance order. If penalties are to be allocated by fault, the JPA Agreement should state the process that will be used.

Step 2: Revise JPA Agreement

The HWMA’s JPA Agreement will need to be revised to include CalRecycle’s required elements. This should be completed in conjunction with any additional planned revisions.

Step 3: Obtain Member Agency Approval

Member Agencies will need to approve the JPA Agreement on an individual basis by taking the agreement to their councils for consideration.

Step 4: Obtain CalRecycle Approval

Once all Member Agencies have adopted the JPA Agreement, it must be submitted to CalRecycle for approval.

Challenges

- Each Member Agency governing body would need to agree to this policy before implementation occurs.
Potential Costs

Initially, there would be costs associated with becoming a Regional Agency. These costs would include additional Member Agency and HWMA staff time and legal review as a result of amending the JPA Agreement. Following CalRecycle approval, however, the Member Agencies could expect to see decreased staff time associated with reporting. HWMA, on the other hand, could expect to see an increase in costs associated with preparing the AB 939 Electronic Annual Report on behalf of all participating Member Agencies.

This policy alternative would require further review, as the full range of cost benefits has not yet been identified.
Policy 7: **Continue and/or Expand Programs and Provide Support to Member Agencies as Requested**

The following table displays the order of the program recommendations discussed below.

<table>
<thead>
<tr>
<th>Existing HWMA Programs</th>
<th>Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>A Household Hazardous Waste Program</td>
<td>Continue</td>
</tr>
<tr>
<td>B Administer CalRecycle Program Grants</td>
<td>Continue</td>
</tr>
<tr>
<td>C Food Waste Diversion Pilot Program</td>
<td>Continue</td>
</tr>
<tr>
<td>D Anaerobic Digestion System Project</td>
<td>Continue</td>
</tr>
<tr>
<td>E Collecting Disposal Data for AB 939 Reporting</td>
<td>Continue</td>
</tr>
<tr>
<td>F EPR / Product Stewardship Program Initiatives</td>
<td>Continue</td>
</tr>
<tr>
<td>G Manage the Mad River Compost Facility</td>
<td><strong>Continue and either extend or renegotiate contracts/agreements.</strong></td>
</tr>
<tr>
<td>H Satellite Universal Hazardous Waste Collections</td>
<td>Expand</td>
</tr>
<tr>
<td>I Public Education</td>
<td>Expand</td>
</tr>
<tr>
<td>J Promote Materials Reuse at Transfer Station</td>
<td>Expand</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Member Agencies Support Services, as Requested</th>
<th>Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>K Conduct Yearly Survey of Member Agency Services</td>
<td>Implement as requested</td>
</tr>
<tr>
<td>L Collect Franchised Haulers Diversion Reports</td>
<td>Implement as requested</td>
</tr>
<tr>
<td>M Coordinate Collection Franchising</td>
<td>Implement as requested</td>
</tr>
<tr>
<td>N Develop Model Policy Documents</td>
<td>Implement as requested</td>
</tr>
</tbody>
</table>
A. Recommendation: Continue the Household Hazardous Waste (HHW) Program

Background

The Authority’s Household Hazardous Waste (HHW) program consists of the operation of the permanent HHW facility (HHW facility) located at the Hawthorne Street Transfer Station, the organization and operation of mobile HHW collection events during dry months (usually April through October), and staffing of a HHW Hotline.

California law prohibits hazardous waste and universal waste from being disposed of in the landfills and HWMA’s HHW program was established to provide residents and businesses a way to safely and legally dispose of these materials, including paint, paint related materials, acids and bases, toxic solids and liquids such as pesticides and pharmaceuticals non-friable asbestos, universal wastes (such as fluorescent light bulbs and household batteries), electronic waste, and medical sharps. Legal limits define the quantities of hazardous waste that can be accepted.

Residents may drop off Household Hazardous Waste at the facility during the first Saturday of the month, between 9:00 am to 2:00 pm with no appointment needed. In addition, residents and qualifying businesses may drop off hazardous waste Monday through Friday at the facility throughout the month, by appointment only.

A “load check” program is required by state regulations to be implemented at any permitted solid waste facility, to ensure that prohibited items, such as medical wastes and hazardous wastes, are being kept out of the municipal solid waste (MSW) stream and in turn, being kept out of MSW landfills. HWMA’s HHW program equipment includes a Ford F-550 flatbed truck and a Dodge Ram pickup, which staff uses to pick up hazardous waste found during required “load checks” at permitted solid waste facilities throughout the county, including Eel River Disposal’s transfer station in Fortuna, the county’s Redway Transfer Station, and Humboldt Sanitation’s transfer station in McKinleyville. By having a state hazardous waste transporter license/permit, HWMA staff is able to make periodic trips to retrieve the hazardous wastes found at other solid waste facilities. HWMA staff transports the hazardous waste back to the permanent facility on Hawthorne Street for waste identification, segregation, and packing for ultimate recycling or disposal by its various vendors.

In fiscal year 2012, costs of the HHW program was $493,000. Funding for the HHW program is derived primarily from the HHW program fee charged on all solid waste generated in Member Agency jurisdictions (currently $5.71/ton). The HHW program fee is a pass-through charge included in the solid waste tip fee and based on a fee schedule approved annually by HWMA’s Board of Directors. Additional funding is received from the following sources:

- Fees charged to businesses and residents that drop-off hazardous waste.
- Grant funding awarded to the Authority from the state for the recycling of fluorescent bulbs and used motor oil.
Community Service Districts (CSDs) and some local tribes “cost-share” hazardous waste collection events, defraying collection expenses.

**Recommendation**

*HWMA should continue the HHW program.*

The Authority should continue the HHW program as it is well established, serves the community’s needs, and is funded. Alternatively, discontinuing the program would result in the following additional costs:

- Operating a local HHW program (rather than contracting out to a vendor), saves Member Agencies and local franchise haulers money when picking up “load check” household hazardous waste. The costs are substantially higher when comparing HWMA current costs to perform pickup service to what would be charged by out-of-county vendors.

- The Integrated Waste Management Act (AB 939, (Chesbro)) requires that Member Agencies prepare certain planning documents including a Household Hazardous Waste Element as part of the County’s Integrated Waste Management Plan. The Household Hazardous Waste Element specifies how the Member Agency will safely collect and dispose of household hazardous wastes generated by its residents. Current Member Agencies’ plans included the HHW program operated by HWMA; should that program be discontinued, Member Agencies’ Household Hazardous Waste Elements would need to be revised.

**Implementation Steps**

N/A

**Challenges**

- Addressing the use of this program’s services by residents and businesses of non-Member Agencies that do not contribute to program funding. Verifying resident’s location beyond current verbal identification and collecting fees accordingly could assist with this challenge.

- Significant program costs are tied to trained staff being available to hold hazardous waste collection events. Dependence on high cost outside contractor services to staff events has been significantly curtailed and replaced with a strong emphasis on more cost-efficient in-house and local staffing. Retaining trained local staff however, is a concern, as people leave for permanent positions and new temporary workers must be retrained.

- The primary source of funding for the HHW program is the “pass-through” charge on Member Agency solid waste. As solid waste tonnages decline (i.e., downturns in the economy and local waste diversion increases), the HHW funding source decreases. Two possible solutions exist:
1. Applying the HHW program fee to all materials (i.e., recyclable and compostable materials) could provide a more stable funding source.

2. The recent implementation of Extended Producer Responsibility (EPR) legislation could provide funding if expanded to include additional materials. EPR applies to California’s new Paint Stewardship Program (September 2010), where disposal fees are made on purchases of new paint and manufacturers are beginning to manage end-of-life costs and efforts to take back leftover paint. Should more EPR legislation be effectively implemented, the local government burden to provide “end of life” management for hard-to-recycle materials may be reduced.

Potential Costs

Ongoing costs to administer the program include staffing, training, equipment, transportation, and disposal services. Additionally, capital improvement costs will be incurred to cover costs of vehicle replacement/additions and/or structural improvements to the HWMA HHW facility over time; however, it is anticipated that in early 2013 CalRecycle will announce a new competitive HHW grant opportunity, which could help to defer the cost of needed upgrades to the Hawthorne Street HHW facility and equipment replacement.
B. Recommendation: Continue Administering CalRecycle Program Grants

Background

The Authority was awarded and currently administers the following three CalRecycle program grants:

- Used oil recycling grant,
- Tire recycling grant; and
- Beverage container recycling grant.

Additionally, HWMA has successfully obtained two competitive state Household Hazardous Waste (HHW) grants since 2002, which have provided funding for the construction and upgrades to the permanent HHW facility at Hawthorne Street. It is anticipated that in early 2013, CalRecycle will announce a new competitive HHW grant opportunity, which could help to defer the cost of needed upgrades to the Hawthorne Street HHW Facility and equipment replacement.

CalRecycle requires that each of these three grants is managed by a public agency rather than private industry. HWMA applies for used oil and tire recycling grants on behalf of its Member Agencies, with services covering these respective geographic areas. HWMA applies for the beverage container recycling grant on behalf of unincorporated Humboldt County.

Used oil grant funds were $25,000 in fiscal year 2012. Funds are used for supporting used oil and oil filter collection by covering some equipment expenses, providing claims assistance, HWMA staff training, and oil and filter recycling outreach and education. Funds are also spent preventing storm water contamination by purchasing filtering media for storm drains, purchasing spill kits, funding oil/water separator cleanouts, and by helping to fund the outreach and education activities of the North Coast Stormwater Coalition.

The tire recycling grant is intended for the proper disposal of household tires. Funding for fiscal year 2012 was $50,000\(^1\). HWMA has solicited cost-share funding from non-member agencies (e.g., tribal agencies) who deliver tires at tire amnesty events.

The beverage container grant funds classroom education on waste reduction and recycling bins at areas in unincorporated county but benefits all county residents when recycling receptacles are used at venues, such as Redwood Acres. Beverage grant funds were approximately $19,000 in fiscal year 2012.

\(^1\) This grant is not to be confused with the tire cleanup and enforcement grant offered by CalRecycle, which assists in defraying the cost of cleaning up sites with large numbers of waste tires. HWMA is not an enforcement agency and would not be an appropriate grant applicant. Enforcement is the purview of County Environmental Health, who since 2009 has declined management of this grant. However, it is possible that HWMA could assist in obtaining the grant in the future if there was interest by an appropriate agency.
Recommendation

*HWMA should continue administering CalRecycle grants.*

The Authority should continue these programs as they are already established, serving the community’s needs, and adequately funded.

Implementation Steps

N/A

Challenges

- Contingent upon available grant funding by the State of California. The current grant-funding climate is being reduced on all fronts because of fallout of the current fiscal status in state government.

- As grant requirements often change over time, some costs of running the programs (such as overhead and/or indirect labor and materials) may not be reimbursable, requiring HWMA to absorb the additional/non-reimbursable portion of the programs.

Potential Costs

No additional costs are anticipated by continuing this program.
C. Recommendation: Continue with Food Waste Diversion Pilot Program

Background

The food waste diversion pilot program is designed to evaluate the effectiveness of source separated food diversion and collection for alternative use in compost and/or anaerobic digestion. The work was made possible through an Environmental Protection Agency (EPA) Climate Showcase Communities grant. Since 2011, HWMA has conducted this food waste diversion pilot program that collects food waste from commercial producers within the City of Eureka and Humboldt State University (HSU) in Arcata. Recology of Humboldt County collects the food waste from Eureka and Arcata Garbage Company collects food waste from HSU. Both haulers deliver the food waste to Hawthorne Street Transfer Station where a compostable materials receiving area has been temporarily established. Non-food contaminants are manually removed and the compostable material is transported to the nearest permitted food waste compost facility, Cold Creek Compost in Ukiah, CA.

HWMA sends food waste to Cold Creek Compost to provide quantifiable food waste diversion while the anaerobic digester project is developed (see Recommendation D). Costs for this program are influenced by the quantity of food waste received, quantity of wood waste and ash diverted, and the availability of a backhaul.

As of January 2013, there are approximately 45 program participants and HWMA staff continues to recruit adopters and expand collection activities.

Recommendation

HWMA should continue the food waste diversion pilot program through the end of 2013.

The pilot collection program is a tool to gather data about food waste collection logistics and its associated costs.

Implementation Steps

1. The program is underway and HWMA staff continues to work out the logistics of collecting food waste. Remaining funded work includes modeling cost efficient collection strategies and exploring education techniques to promote food waste diversion and minimize contamination.

2. At a future date, the Board of Directors will need to consider and provide appropriate direction on establishing a permanent program, and a fee rate schedule will need to be developed to support the permanent program if directed by the Board of Directors.

Challenges

Providing cost effective collection and processing capacity for this material.
**Potential Costs**

The program is funded by an EPA grant and HWMA fund-match through the end of 2013. Future costs depend on direction from the Board of Directors on establishing a permanent program and the associated fee rate schedule.
D. Recommendation: Continue Development of the Anaerobic Digestion Treatment System Project

Background

Food waste is a large component of landfilled waste that, when placed in a landfill, contributes to the formation of methane, a greenhouse gas, and leachate: a liquid byproduct that can pollute surface and groundwater. The Authority is currently working with the City of Eureka to conduct an anaerobic digestion treatment system project with the intent to divert food waste from the landfill and convert it into renewable energy and fertilizer through anaerobic digestion.

Anaerobic Digestion is a biological process in which organic matter is broken down by microorganisms in the absence of oxygen. Anaerobic digester systems can be in many forms, but are usually a series of heated tanks that are loaded and unloaded via pumps. The process produces biogas, comprised of methane and carbon dioxide, and a stabilized liquid and solid residual. The biogas is a source of renewable energy that can be converted into heat, electricity, or vehicle fuel. The residual liquid and solid material can be used to produce an agricultural fertilizer. Properly designed, the anaerobic digestion process has a positive net energy balance, which means that it generates more energy than it needs to operate. Therefore, the excess renewable energy and fertilizer products could be sold to generate revenues that can help to offset the cost of food waste processing.

Anaerobic digestion has also been used for managing odors and nutrient runoff from dairies and to reduce the volume of solids from wastewater treatment plants. There are currently over 100 digesters processing food waste in Europe, and over 40 food waste digesters in the planning or construction phase in North America.

When compared to traditional aerobic composting, anaerobic digestion is: less odor producing and therefore able to be sited near the population centers that generate the food waste; requires a shorter processing time; has the ability to produce biogas used for energy whereas traditional aerobic composting does not; and has near complete containment of emissions. However, anaerobic digestion systems involve more expensive capital costs compared to traditional aerobic composting, require a consistent supply of organic feed material, and are not well suited to process woody biomass.

The following timeline outlines key events in the development of the anaerobic digestion treatment system project:

- May 2010 - Food Waste Diversion Feasibility Study completed.
- January 2011 - Humboldt Regional Food Waste Digester Initial Study and Mitigated Negative Declaration completed.
- September 2012 - Request for Proposals (RFP) for Professional Design Services for the Development, Installation, Start-up, and Commissioning of an Anaerobic Digestion System released.
Following the results of this RFP solicitation, the Authority intends to release a separate Request for Proposals for the design and construction of the remainder of the anaerobic digestion facility.

Funding for the project has come primarily from solid waste tip fees and (one time) City of Eureka and PG & E contributions.

**Recommendation**

*The Authority should continue with the anaerobic digestion treatment system RFP process.*

Once proposals are received and reviewed, a recommendation will be presented to the Board of Directors for appropriate direction.

**Implementation Steps**

1. Following the receipt of proposals in response to the Authority’s solicitations, the Authority will need to develop a proposed implementation schedule and conduct a cost/benefit analysis associated with the development of the requested facility.

2. The Authority will need to secure control of desired feed stock from the waste stream. This will require significant effort by the Authority and Member Agencies.

3. The Authority will need to work with the City of Eureka to secure facility and permitting control over the project site or select an alternate site. Permitting will need to be completed.

4. The Authority will need to examine cost-efficient local collection strategies in the context of existing solid waste and recyclable materials collection and infrastructure.

5. The Board of Directors and Member Agencies will need to determine the most appropriate financing strategy that also considers the existing debt and future HWMA facility planning needs.

6. The Authority will need to conduct a significant amount of outreach and education to gain public participation and maintain low levels of contamination.

**Challenges**

- Developing cost effective collection and processing capacity.
- Securing control of necessary feedstock from Member Agencies’ source separated non-municipal solid waste material streams, which are not controlled by the Authority, and will require Member Agency cooperation and coordination.
- Securing other potential feed stocks for the digester including Fats, Oils, and Grease (FOG) from commercial grease traps, fish processing waste, and cheese whey, of which the Authority does not have flow control.
Funding the project’s capital and ongoing program cost.

Potential Costs
The Authority will incur capital improvement costs associated with design, construction, and operations of this project.
E. Recommendation: Continue Collecting Disposal Data for AB 939 Reporting

Background
The Integrated Waste Management Act (AB 939, Sher, 1989) requires that each county in California must compile and submit quarterly disposal reports to CalRecycle. HWMA currently submits the quarterly disposal reports to CalRecycle on behalf of Humboldt County through a separate agreement with HWMA, and not as a consequence of the HWMA being required to do so by AB 939 (See Policy 6).

This requires HWMA to collect disposal tonnage data from transfer stations located in Humboldt County and from landfills where solid waste generated in Humboldt County is transported (including self-hauled). HWMA then aggregates the data and allocates a portion to the unincorporated Humboldt County and to each of the seven cities located in Humboldt County.

Administrative expenses for disposal reporting are covered by a percentage HWMA’s and Humboldt County’s share of the AB 939 Fee. The AB 939 Fee ($2.71/ton) is included in the County-wide Program Fee that is charged on all solid waste disposed of within the County.

Recommendation

**HWMA should continue collecting disposal data for AB 939 reporting.**

The Authority should continue this program as it is already established and presently serving the County’s needs.

Implementation Steps
N/A

Challenges

- As solid waste tipping fees rise, more contractors self-haul their solid waste directly to landfills. Collecting disposal data that includes generator-specific information can be challenging to obtain from landfills. This adds complexity to determining solid waste’s jurisdiction of origin and collecting the County-wide Program Fee that includes the AB 939 Fee.

- Access to tonnage information differs based on HWMA’s relationship with the particular landfill.

Potential Costs
Costs are currently budgeted annually. No additional costs are anticipated by continuing this program.
F. Recommendation: Continue Extended Producer Responsibility / Product Stewardship Program Initiatives

Background

Extended Producer Responsibility (EPR) and Product Stewardship are terms used interchangeably to describe a long-term solution to manage waste products by shifting the responsibility and costs for collection, transportation, and end-of-life management of those products away from local governments and general rate/taxpayers to the producer or brand owner.

The Authority is a member of California Product Stewardship Council (CPSC). CPSC is the main lobbying agency in California for EPR initiatives and was instrumental in the passing of two EPR bills in California that target paint and carpet. HWMA has since also implemented paint and carpet product stewardship initiatives.

Carpet Stewardship

The purpose of the California Carpet Stewardship Bill (AB 2398) is to increase diversion and recycling of carpet. The law generates funding through an initial assessment of 5-cents per square yard of carpet sold in California.

Carpet America Recovery Effort (CARE) is the stewardship organization administering the California Carpet Stewardship Program and, as part of that responsibility, is currently conducting a Rural Counties Pilot Project of which Humboldt County is a participant. The aim of the program is to evaluate a carpet recycling model in six rural counties of California, to determine if the model may be successful, economically feasible, and provide a cost savings versus landfilling carpet. The model includes dropping a trailer at a preselected location (Hawthorne Street Transfer Station) for collecting and transporting carpet to recycling processors, educating consumers and installers, and providing measureable results. HWMA’s role in this pilot project is to supervise the handling and loading of carpet, to assist in data collection, and in the education of consumers and installers.

The costs associated with the pilot program are covered by AB 2398 assessments.

Paint Stewardship

The Paint Stewardship Law (AB 1343) established a state-wide Paint Stewardship Program, to reduce the generation, promote the reuse, and manage the end-of-life of architectural paint in an environmentally sound fashion, including collection, transportation, processing, and disposal. PaintCare is the stewardship organization administering the Paint Stewardship Program. The law generates funding through a “PaintCare Recovery Fee” added to the purchase price of architectural paints and coatings sold in California².

² The fees are paid to PaintCare by paint manufacturers, then passed down to retailers and eventually consumers.
The program requires that manufacturers (either individually or through a stewardship organization (i.e., PaintCare)), design their own stewardship program. Other service providers, such as HHW management contractors, local HHW programs, and/or retailers, participate in the program as negotiated through the manufacturer or stewardship organization.

HWMA is in the process of negotiating a collection agreement with PaintCare, as paint is HWMA’s largest hazardous waste expense and the program may help fund paint collection, transportation, and recycling. Two private retailers in Humboldt County have already begun participating in PaintCare’s program.

**Recommendation**

*HWMA should continue its membership in CPSC, which supports legislation that implements EPR requirements and participating in industry-funded pilot programs.*

These efforts would likely decrease the Authority’s program costs if EPR is expanded to cover other materials banned from disposal.

**Implementation**

N/A

**Challenges**

- The liability waiver on the PaintCare program may unduly expose the Authority to future financial risk.
- PaintCare may experience difficulty managing pilot programs in more rural, remote parts of the county.
- The EPR movement is facing increased pressure from materials manufacturers and distributors.

**Potential Costs**

- If CARE’s rural carpet pilot recycling program ends and the Board of Directors chooses to continue the program, HWMA may be required to absorb all costs associated with collection and disposal.
- PaintCare will cover the cost of paint storage bins, paint transportation and recycling, and public outreach and education; however, the program does not cover costs associated with operations or labor costs associated with serving as a drop-off site.
- Not all EPR legislation is the same, which may result in unintended future costs.
- Cost of legislative support is generally limited to staff time.
G. Recommendation: Continue Managing Mad River Compost Facility and Extend or Renegotiate Related Contracts

Background

The Mad River Compost Facility, located on West End Road outside the city limits of Arcata, CA, is managed by the Authority under a services agreement. Mad River Compost Facility is permitted to receive green materials only and produces approximately 5,000 tons of compost per year. The following table outlines HWMA’s contractual agreements relative to Mad River Compost Facility.

<table>
<thead>
<tr>
<th>Table 7.A</th>
<th>Agreements Relative to Mad River Compost Facility</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Property Lease Agreement</strong></td>
<td></td>
</tr>
<tr>
<td>HWMA leases approximately three acres from Mad River Hardwoods Inc. on the north-eastern outskirts of Arcata, adjacent to Wes Green Landscaping. The site has been improved by HWMA, and HWMA has an option to purchase the real property. The lease is currently month-to-month.</td>
<td></td>
</tr>
<tr>
<td><strong>Drop-Off Facility</strong></td>
<td></td>
</tr>
<tr>
<td>The HWMA contracts with Mad River Hardwoods Inc. to operate the drop-off facility. HWMA reviews customer drop off activity at the compost facility and invoices Mad River Hardwoods at $90/ton. This agreement expires June 30, 2013.</td>
<td></td>
</tr>
<tr>
<td><strong>Processing</strong></td>
<td></td>
</tr>
<tr>
<td>HWMA contracts with Mad River Hardwoods Inc. to process green waste delivered to the facility. The Authority pays Mad River Hardwoods a $50/ton green waste handling and processing fee. Mad River Hardwoods Inc. is permitted to market the finished material. HWMA does not receive any proceeds from the marketing of finished compost. The agreement expires on June 30, 2013; however, the agreement will automatically renew for a seven year term, unless Mad River Hardwoods is in violation of the provisions of the agreement or does not opt to renew.</td>
<td></td>
</tr>
<tr>
<td><strong>Transfer</strong></td>
<td></td>
</tr>
<tr>
<td>HWMA contracts with Steve Morris Logging to haul green waste from the Hawthorne Street Transfer Station to the Mad River Compost Facility. HWMA pays Steve Morris Logging an approximate rate of $18/ton for green waste hauled to the compost facility. The Authority is charged approximately $30/ton for hauling and grinding wood loads. This is hauled to biomass facilities. This agreement expires June 30, 2013.</td>
<td></td>
</tr>
</tbody>
</table>

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3. Approximately 5 percent of green waste collected at Hawthorne Street Transfer Station is clean wood (e.g., pallets and lumber).
Arcata Free Drop-Off

HWMA contracts with the City of Arcata to allow Arcata residents and businesses who show proof of curbside garbage service to drop off materials at the facility at no cost. Arcata pays the Authority a flat amount per year for these services. This agreement expires December 31, 2013.

The following are green waste flows to and from Mad River Compost facility:

- Customers who drop off green waste and clean wood waste at the Hawthorne Street Transfer Station are charged a reduced tip fee, compared to the garbage tip fee. Green wastes are stored in a bunker and then loaded by HWMA personnel into debris bins, which are transferred by Steve Morris Logging to the Mad River Compost Facility.

- Arcata residents and businesses and the collection handling companies may take the green waste directly to Mad River Compost Facility. A direct tipping fee is charged to collection handling companies and the disposal rate for Arcata residents is subsidized by the City of Arcata.

- Once the materials are delivered to the Mad River Compost Facility, they are chipped, ground, and composted on-site by the operator, Wes Green Landscape Materials, Inc.

- Wooden pallets received at Mad River Compost Facility are examined for usability. Pallets in good condition are sold to local manufacturers for reuse, and the remainder is chipped, ground, and transported to one of the local biomass plants where the ground wood is sold to be burned as fuel.

Recommendation

HWMA should continue managing the Mad River Compost Facility and explore opportunities for developing permitted organic composting capacity as a potential complement or alternative to anaerobic digestion.

The Authority should continue managing the Mad River Compost Facility, as it is already established, presently serving the community’s needs, and is adequately funded. The current processing agreement will automatically renew for another seven years on July 1, 2013, and HWMA Staff plan on beginning negotiations in January or February. The series of agreements relating to the operation of the drop-off facility and transfer are also set to expire in 2013, and the Authority should begin to renegotiate and/or extend these agreements.

Additionally, the Authority should explore opportunities for developing permitted organic composting capacity (yard waste, food waste, and other organics) as a potential complement or alternative to anaerobic digestion, possibly at the Mad River Compost Facility location. One possibility is that the Mad River Compost Facility could be re-permitted to accept other organic materials (e.g., food wastes, manure, cheese whey), which it is currently not permitted to accept.
Implementation Steps

1. The Authority should immediately begin the process of negotiating or extending the current series of agreements set to expire later this year.

2. Later, the Authority should conduct a study on the feasibility of developing permitted organic composting capacity (yard waste, food waste and other organics) at the Mad River Compost Facility location.

Challenges

- Negotiating cost effective extensions to existing contacts.
- Permitting challenges will exist if food waste or other compostable materials are to be accepted at the current location.
- Under the current contractual agreement, sending green material to local biomass plants as fuel is less costly than composting the green material. Due to this fact, some of HWMA’s Member Agencies have recently routed their curbside green waste away from composting to biomass facilities. At the same time, two local biomass facilities recently stopped accepting green waste from curbside programs due to cost considerations and environmental regulations. If biomass facilities begin accepting curbside green waste again, feedstock limitations may increase the cost or change the viability of the composting operations.

Potential Costs

Costs will depend on the terms and conditions of extended or new contracts. If other organics, such as food waste, are to be processed at the Mad River Compost facility, the operating permit will need to be modified, and facility upgrades will be required.
H. Recommendation: Expand the Satellite Universal Hazardous Waste Collections

Background

With approval of HWMA, several satellite retail and transfer station facilities (satellite collection centers) around the county collect a combination of universal waste including household batteries, electronic waste, fluorescent light bulbs, pharmaceuticals, and medical sharps from the public. These waste materials have been banned from the trash in California and are considered hazardous.

The majority of pharmaceuticals, medical sharps, and fluorescent bulbs are shipped directly from participating retailers. However, batteries and some medical sharps and fluorescents are transported from satellite collection centers to the HHW facility, located at the Hawthorne Street Transfer Station, by either Authority staff or the satellite collection center’s staff. HWMA also conducts periodic pharmaceutical and medical sharp drop-off events.

Shipping and disposal costs for universal wastes is funded through a combination of HHW program fee charged on all solid waste generated in Member Agency jurisdictions (currently $5.71/ton), general solid waste tip fee revenue, and variety of grants; specifically:

- Residential sharps collection from satellite collection centers is funded wholly by tip fees;
- Household battery collection from satellite collection centers, handled and shipped by HWMA, is funded wholly by tip fees; and
- Electronic waste collections and amnesties, audited by the state, are cost-neutral or revenue generators.

Previous funding for fluorescent lamp recycling, received from PG&E, expired at the end of calendar year 2012. Subsequent funding strategies such as retailer cost share or full costs covered through solid waste tip fees are being explored.

Recommendation

*HWMA should continue and expand the satellite universal hazardous waste collections.*

The Authority should continue to provide convenient, low or no-cost universal waste collection service, as it is adequately funded.

Additionally, the Authority could expand satellite drop offs by recruiting additional retail participants to serve as satellite collection centers, if expansion is able to be adequately funded. HWMA staff have expressed that, by locating satellite collection centers closer to the public (as opposed to asking the public to drive to Eureka for monthly HHW collection events at Hawthorne Street Transfer Station), a greater amount of universal waste is collected for proper disposal and less is mixed with the municipal solid waste stream and illegally disposed.
Implementation Steps
N/A

Challenges

- Addressing the use of this program’s services by residents and businesses of non-Member Agencies that do not contribute to program funding. It is difficult to monitor users of the program at drop off sites. Revenue contributions from non-member agencies (i.e. Fortuna and Trinidad citizens, tribal entities) could help cover the costs of broad participation.

- Universal waste materials are banned by the State of California from disposal; however, local governments have often bore the costs of these state bans. Current state Extended Producer Responsibility (EPR) legislation (see Policy F) applies only to paint and carpet; however, EPR could be an answer to funding universal waste programs established by the Authority, if expanded to include additional universal wastes.

Potential Costs
Expanding satellite retail participants could incur greater HWMA staff and transportation costs. However, price comparisons indicate that utilizing HWMA staff to collect these materials could be more cost efficient than retailer’s direct shipping of materials through other vendors. If expanding satellite collection centers is considered, this possibility should be explored as a way to reduce costs. Additional funding alternatives, such as grants or cost-shares with non-Member Agencies, should also be explored.

Additionally, recycling costs for universal wastes may increase over time or the cost of the program may increase as more materials are banned from landfills.
I. Recommendation: Expand Public Education

Background
HWMA conducts public outreach to educate the public on services that HWMA provides and select diversion services provided by other entities. Funding for the outreach program is provided by solid waste tip fees, AB 939 pass-thru fees, and grant monies received from the state. The following are educational materials produced by HWMA:

- Recycling section in local AT&T yellow pages (“Green Pages”) on curbside hauling companies, hazardous waste collection, and recycling information on buyback centers, used oil, and other materials. This is a regional project with other public agencies;
- Tri-fold brochures on proper waste disposal for hazardous wastes, oil, and pharmaceuticals;
- Publicity of hazardous waste collection events using T.V., radio, and print advertisements; PSA’s; and radio and TV interviews;
- Authority website at [http://www.hwma.net/](http://www.hwma.net/), which contains webpages on the Hawthorne Street Transfer Station, Eureka Recycling Center, hazardous waste, mobile material collection events (i.e., hazardous, e-waste, tires, etc), food waste, FAQs, useful resources, recycling curbside collection and drop-off programs, Board of Directors Agendas / Board packets, meeting videos, strategic planning, and employment.

Until temporarily suspended in 2011, the Authority also contracted for K-12 recycling education in County class rooms and led tours of the Hawthorne Street Transfer Station. These educational programs will likely be resumed in 2013.

Recommendation

*HWMA should expand public education.*

In addition to continuing its current public education activities, the HWMA should expand its education services to include the following:

- Mandatory Commercial Recycling Education. AB 341 (Chesbro) made it mandatory that all commercial businesses that generate four cubic yards or more of commercial solid waste per week and all multifamily units of five or more arrange for recycling service. In addition, each jurisdiction is required to implement an education and outreach program to those businesses. If requested, HWMA could partner with its Member Agencies, which oversee curbside recycling franchise agreements, to provide the required education and outreach.

- Construction Diversion Education. The California Green Building Standards Code (CALGreen) requires that at least 50 percent of the construction materials generated during the construction of new buildings, or additions and alteration to buildings or structures, are recycled and/or salvaged. Local jurisdictions with an existing C&D diversion ordinance can choose to amend their ordinance or simply inform their
stakeholders about CALGreen. Each jurisdiction is encouraged to report how CALGreen is implemented to CalRecycle through their annual report. HWMA could partner with appropriate agencies that have connections to construction activities to promote the CalGreen requirements on behalf of its Member Agencies.

- Waste Reduction Education. The Authority could promote waste reduction programs, such as reusable grocery bag giveaways or by promoting tap water, rather than bottled water (the City of Arcata has one such promotional program called “Tap the Mad”).

- HWMA Website. The Authority should consider providing additional informational resources on its website. Expanding the website to include more references to waste reduction services throughout the region will promote regional diversion goals, by serving as a hub of information for regional services, facilities, and Member Agencies.

Implementation Steps

- Mandatory Commercial Recycling and Construction Diversion Education. As a first step, the Authority should propose educational assistance to Member Agency staff to gauge interest and further develop the idea. If Member Agencies agree to have HWMA provide these educational services, and funding is shared between interested parties, a MOU between HWMA and those Member Agencies should be drafted and signed.

- Waste Reduction Education. HWMA staff could evaluate the waste coming into its Hawthorne Street Transfer Station to decide on a problem material to target in a waste reduction campaign.

- HWMA Website. HWMA staff currently manages its webpages and should update its website to include references to additional waste reduction services, including referencing new regulations such as mandatory commercial recycling.

Challenges

- Mandatory Commercial Recycling and Construction Diversion Education. Staffing requirements may be challenging, if education includes site visits to businesses and construction sites.

- Waste Reduction Education. The availability of staff time and funds required to operate the campaign.

- HWMA Website. Currently website monitoring and revisions are handled by staff members in general. As the website continues to be utilized to share information and become more dynamic in response to updates, it may be necessary to designate or hire personnel to manage the site and information.

Potential Costs

- Mandatory Commercial Recycling and Construction Diversion Education. The Authority may incur increased costs and staff time to promote California's waste reduction
regulations on behalf of Member Agencies. Costs may be offset with Member Agency, other partnering agency, or company cost-shares or resource-shares.

- Waste Reduction Education. The Authority may incur increased costs and staff time to promote waste reduction. Costs may be offset with other partnering agency cost-shares or resource-shares.

- HWMA Website. Since the website’s makeover in 2010, there are now minimal costs associated with staff time to update website on current programs; however, as noted above, in the future it may be necessary to designate or hire personnel to manage the site and information, which will result in an increased cost.
J. Recommendation: Promote Material Reuse

Background
Where possible, Authority staff separates and diverts salvageable materials from solid waste dumped on its Hawthorne Street Transfer Station tip floor. A variety of materials, including construction related items, sporting good equipment, home furnishings and appliances, could be pulled from the tip floor. Due to lack of space at the Hawthorne Street Transfer Station, intact and useable materials are often baled with other recyclables rather than set aside for potential reuse.

Recommendation

HWMA should promote materials reuse of intact usable materials salvaged from its tip floor by either donating the materials to an existing thrift store or operating its own facility.

Authority should reroute appropriate materials salvaged from its tip floor from recycling to reuse outlets, reuse being a “higher use” of the material and often more cost-effective than recycling. The Authority may choose to donate these materials to an existing reuse outlet, or to open its own reuse outlet. Should it decide to operate its own reuse facility, the Authority should also explore the possibility of refurbishment of appliances.

Implementation Steps

1. HWMA should first conduct a qualitative analysis of the Hawthorne Street tip floor’s salvaged materials and review the quantitative amounts of potential recyclable materials reported in the Authority’s 2012 Waste Characterization Study.

2. Following this consideration, and based on the amount and quality of potential items to be reused, either:
   - More consistently move salvageable materials to existing reuse outlets (i.e., thrift stores); or
   - Consider the feasibility of using its undeveloped land across from the transfer station facility for its own reuse store.

Challenges

- Material salvaged from the tip floor may be mainly construction materials and not appropriate for thrift stores. However, there is opportunity for HWMA to sell used construction related items, as only a few operations currently exist within the county.
- Developing a cost effective reuse facility, if appropriate.
Potential Costs

If the Authority chooses to develop a new reuse facility, it will incur capital improvement costs associated with design, construction and operations of that facility. These costs could be potentially offset with revenue generated from sales at the reuse facility.

Alternatively, the Authority could incur transportation costs, should it be required to deliver items to an existing reuse facility. However, these facilities will often provide pickups of donated materials.
K. Recommendation: Conduct Yearly Survey of Member Agency Services

Background
Many jurisdictions throughout the state collect information on neighboring jurisdictions solid waste system for comparison to their own. For example, in Alameda County, Stopwaste.org conducts a survey of its member agencies to collect information such as customer rates, recycling and other waste diversion services offered, recycling coordinators’ contact information, and the effective dates of services and rates. Stopwaste.org then publishes the information on its website in chart form to be seen by member agencies and stakeholders. The Stopwaste.org 2012 survey is included as Attachment A.

Through the development of the strategic plan, information has been gathered on the franchised services and customer rates in Member Agencies’ jurisdictions. This information has proved difficult to obtain, but is necessary to have when forming a collective view of the regional solid waste system and the services that are offered to stakeholders.

Recommendation

*HWMA should conduct an annual survey of its Member Agencies and compile the information for publication on its website.*

Conducting a yearly survey will educate HWMA, Member Agencies, and stakeholders on solid waste services and customer rates throughout the region. The information obtained on rates and services can be used to assist in the planning of regional programs and services, and as a tool for negotiating contracts of extensions with solid waste service providers.

Implementation

1. The Authority should prepare the survey in an electronic document form with the desired information.

2. The Authority should then email the information to a representative from the Member Agency with a cover letter explaining the intent of the survey.

3. Once surveys are completed and returned to HWMA, the results can be compiled into a chart form and posted on HWMA’s website. The templates for all of the survey documents can be saved and reused the next year for ease of implementation.

Challenges

One challenge HWMA may face is receiving responses to the requested information from the Member Agencies in a timely manner.

Potential Costs

Beyond staffing costs, it is assumed that there would be minimal cost associated with conducting the survey. Initially, the creation of survey templates and compilation of results will require HWMA staff time; however, that time should decrease in the future after templates have
been developed and Member Agencies become familiar with the format and content of the requested information. There will also be costs for Member Agencies to collect the information.
**L. Recommendation: Collect Franchised Haulers’ Diversion Reports**

**Background**

HWMA receives information on the amount of materials sent to the landfill for disposal (i.e., disposal tonnage) as part of HWMA’s agreement with Humboldt County to report this information to California’s regulatory agency CalRecycle. Information on the amount of materials that are not sent to the landfill and are instead recycled, composted, or reused (i.e., diversion tonnage) is not reported to the HWMA; however, each Member Agency contractually requires that their franchised haulers report diversion tonnages of materials that are collected curbside to the Member Agency.

**Recommendation**

*HWMA should collect and compile Member Agencies’ franchised hauler’s diversion reports.*

Because the Authority currently receives solid waste disposal tonnage information from all sources in the county, it would be beneficial for the Authority to also track franchise curbside diversion tonnage. This information could be compiled to show a regional view of the amount of materials being diverted through curbside programs and at HWMA’s Hawthorne Street Transfer Station⁴. The HWMA and Member Agencies can then use the data to measure and track curbside diversion programs and the success of regional programs, including potential future education and outreach efforts in support of the State of California’s 75% Recycling Goal and mandatory commercial recycling mandate.

**Implementation Steps**

1. HWMA should Collect and compile diversion reports.
   a. Member Agencies currently receive diversion reports from their franchised haulers and should be asked to forward the reports to HWMA. Once the Authority receives the diversion reports, the diversion tonnage information, along with disposal tonnage information they already receive, should be compiled into quarterly and annual countywide tonnage profiles.
   b. Alternatively, a standard template could be developed by HWMA, to be filled out by franchised haulers. This would require more cooperation from haulers, as they would need to modify current report formats, but would ensure accurate reporting and analysis and decrease HWMA staff time spent compiling the information.

2. The information should then be compared to past countywide tonnage profiles, in order to track progress, or lack of, in terms of increasing diversion tonnage, decreasing disposal tonnage, and overall consumption.

⁴ Non-franchise recycling comes from too many sources to accurately track and self-hauled recycling has been difficult to track according to HWMA staff.
Challenges
Obtaining requested information from the Member Agencies and/or franchised haulers.

Potential Costs
The Authority would incur staff time and cost associated with collecting and compiling franchised haulers’ diversion reports, provided the information was forthcoming from the Member Agencies or their franchised haulers in a complete and timely manner. Once a system is in place to collect and compile this data, staff time should decrease.
M. Recommendation: Coordinate Uniform Collection Franchising

Background
Member Agencies independently contract their collection services for residential, multi-family and commercial services in their respective jurisdictions. Each Member Agency currently contracts with a single hauler for franchised services, except for unincorporated Humboldt County which is serviced by five franchised haulers. A map of franchised hauler service areas in unincorporated Humboldt County is included as Attachment B.

The existing collection franchise agreements executed by each of the Member Agencies generally include a number of important terms and conditions. There are, however, two significant areas of concern regarding the current collection franchise agreements:

1. Lack of Diversion Requirements: None of the Member Agency’s collection franchise agreements contain provisions for diversion requirements. Because the franchised haulers control the majority of the waste flow, a substantial benefit in terms of diversion could be realized if diversion requirements were contractually agreed upon.

2. Term Length: With the exception of Rio Dell, which has a franchise contract ending in 2016, the majority of the contract term lengths do not conclude until after 2020, the date that California established for its 75 percent diversion goal (Assembly Bill 341 (Chesbro), refer to Policy 1 recommendations). While AB 341 does not place requirements on local governments above the current 50 percent diversion mandate, the term of the current franchises limits Member Agencies’ ability to negotiate from a position of strength with respect to any desired contractual changes. Table 7.B below, documents the length of current franchise agreement terms.

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<th>Initial End Date</th>
<th>Extension (years)</th>
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Service requirements differ throughout the Member Agencies’ service areas. The cities of Eureka\(^5\) and Arcata\(^6\) require all occupied properties (residential and commercial) in the city limits to subscribe to garbage and recycling collection service provided by the franchised hauler; however, the remaining Member Agencies do not, enabling people to either sign up for curbside services where available, self-haul their material directly to an approved transfer facility, or a mixture of both curbside and self-hauling. Curbside services that are offered to customers also vary widely throughout the Member Agencies with respect to the service levels (i.e., container size), frequency, and materials collected.

In other California JPA’s, including the Yuba-Sutter Regional Waste Management Authority, South Bayside Waste Management Authority, and the Central Contra Costa Waste Management Authority, the JPA has managed the procurement of solid waste collection services and are managing the resulting franchise agreements on behalf of member agencies. **Note that this responsibility does not include giving the JPA authority to actually franchise the services itself. Member agencies in all cases have retained their franchising authority and were responsible for approving and signing the franchise agreements with the solid waste collection service provider.**

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\(^5\) The City of Eureka has an exclusion that allows customers to “opt out” of mandatory service. This includes owners of vacant property, owners of parcels with residential and other structures that are vacant for more than one month, owners of parcels that cannot reasonably be serviced due to inadequate access, or persons who legally recycles and/or composts virtually all their solid waste.

\(^6\) The City of Arcata has an exclusion that allows customers to “opt out” of mandatory service. This includes owners of unimproved parcels, owners of parcels with residential and other structures that are vacant for more than two months, owners of parcels that cannot reasonably be serviced due to inadequate access, and persons who legally recycle and/or compost virtually all their solid waste.
Recommendation

*If requested by Member Agencies, the HWMA should, for any or all Member Agencies 1) manage the procurement process for collection franchise(s) and 2) manage the franchise agreements resulting from that procurement process.*

HWMA’s assistance to Member Agencies in managing the procurement may provide the following benefits:

- The development and implementation of more uniform service standards and programs for residents and businesses throughout the region, as appropriate;
- Greater diversion across curbside programs if more programs are available than exist currently;
- Economies of scale during the procurement process, which may result in increased services at a lower cost; and
- Support potential regional diversion goals by giving HWMA and Member Agencies the authority to require that the haulers are accountable, by tying the diversion standards to liquidated damages and contract extensions.

HWMA’s assistance to Member Agencies in managing the franchise agreements may provide the following benefit:

- Decreased staff time at the Member Agency level devoted to managing contracts.

Implementation Steps

Procuring uniform collection franchise(s) would need to occur before the expiration of individual Member Agencies’ franchise agreements. The procurement process for a single jurisdiction is usually undertaken within 18 to 24 months prior to the expiration of the current franchise agreement; however, for multiple jurisdictions, the process could take much longer. For example, the South Bayside Waste Management Authority’s procurement of collection services, undertaken for its twelve member agencies involved a 5.5-year contractor selection process which included a 4-year period for planning, soliciting and evaluating proposals, selecting and negotiating with the selected contractors, and a 1.5-year implementation period leading to commencement of services.

**Step 1: Devise a Procurement Strategy**

HWMA and its Member Agencies will need to devise a procurement strategy. This process should include deciding on the elements that will be included in the Request for Proposals (RFP), including the following:

- Contracting and franchising arrangement including the number and type of franchises to be procured (e.g., exclusive residential and commercial service, non-exclusive debris box service) and the geographic areas of the County to be serviced by each franchise (i.e., service area), if multiple franchises are procured; and
Solid Waste collection and recycling program options (e.g. services, rates, minimum diversion requirements, container requirements, etc.).

As part of this step, community workshops should be conducted in order for stakeholders to discuss and provide input. Involving the community will allow HWMA to obtain stakeholder buy-in from residents, community interest groups, Member Agency councils, and HWMA Board of Directors. Feedback should be incorporated to tailor programs to match community needs to available options.

Step 2: Develop Proposal Evaluation Criteria and Evaluation Process
HWMA and Member Agencies will need to decide on the role and makeup of the proposal evaluation team (e.g., Authority staff, Member Agencies, consultants, stakeholders, Board of Director member(s), representatives from adjoining communities, etc.) and proposal evaluation criteria (e.g., diversion programs, approach and technical solution, experience and performance, customer service, financial capacity, cost, etc.).

Step 3: Develop Request for Proposals Document
HWMA should prepare an RFP package based on information generated from Steps 2 and 3. The RFP should include draft franchise agreements and cost forms for contractors to complete. The RFP should provide minimum requirements and qualifications and will require contractors to submit work plans that specify how they will transition to new services, achieve diversion requirements, implement customer service programs, and promote public education activities.

Step 4: Develop Draft Franchise Agreements
The franchise agreement should be developed and issued as part of the RFP package. This significantly reduces the time and cost of negotiations, and contractually links the requested services to proposed costs as part of the evaluation process.

Step 5: Finalize and Issue RFP
After receiving approval from the Board of Directors and Member Agencies, HWMA should finalize the RFP package for release. The RFP package should then be mailed to potential proposers and publicized.

Step 6: Evaluate Responses and Interview Proposers
During this step, HWMA will need to evaluate the proposals received based on the evaluation criteria and evaluation process developed in Step 3. The most qualified proposers should then be interviewed which will include preparing interview questions, scheduling the interviews, conducting the interviews, and summarizing the results from the interviews. Once the top ranked contractor(s) has been decide, HWMA will need to present the results to the Board of Directors and obtain approval to enter into negotiations.

Step 7: Negotiate with Top-Ranked Proposer(s)
Negotiations should focus on clarifying the contractor’s service and cost proposals, finalizing contractual language, and ensuring that the proposed collection rates are appropriate given the level of requested service.
Step 8: Finalize Draft Franchise Agreement(s)

Based on the results of the negotiation sessions, HWMA will need to revise the franchise agreement(s) to reflect changes to the draft agreement made through the issuance of addenda by HWMA during the RFP, exceptions taken by the contractor(s), any final program options selected during the evaluation process, proposed rates, final work plans, exhibits, etc.

Additionally, Member Agencies will need to revise individual franchise agreements to reflect characteristics that may only pertain to that jurisdiction, such as franchise fee amounts, special services such as street sweeping, etc.

Step 9: Member Agencies Finalize Franchise Agreements

Once the draft franchise agreements are finalized, HWMA and Member Agency staff presents the results of the negotiation sessions and the final draft franchise agreement to each Member Agencies governing bodies to be finalized.

Please note that throughout the procurement process above, and especially throughout Steps 2-5, HWMA staff will need to present updates to individual Member Agencies in order to obtain Member Agency direction.

Step 10: Implementation and Management of Franchise Agreements

If requested by Member Agencies, HWMA should provide assistance implementing and managing Member Agencies’ franchises.

Challenges

Challenges to regionalizing collection franchising include the following:

- While Member Agencies share many of the same needs and concerns, disparities in population, geography, or other differences may make it difficult for Member Agencies to agree on uniform programs and services, as applicable.

- Current contracts expire at different dates, covering a time span of 15 years. The regionalization of collection services will need to be coordinated with contract extensions to existing agreements, or different service commencement dates throughout the region.

- Different Member Agencies have different solid waste management regulations. Member Agencies may have to amend municipal codes in order to resolve issues raised by conflicting regulations.

- Because of differences (e.g., services, account base, non-mandatory collection, facility locations, etc.) among the Member Agencies, the cost and benefits of coordinating collection franchising may not necessarily be identical for all communities.

Potential Costs

HWMA can develop the RFP to require that the selected proposer reimburse HWMA for the cost of the procurements, offsetting any costs HWMA may otherwise be responsible for.
N. Recommendation: Develop Model Policy Documents

Background
The Authority is assisting, or has assisted, Member Agencies with the development of model policy documents, including franchise agreements and material bans. A short description of these documents along with additional model policy documents that could be developed is described below.

- Franchise Agreements: Implement best practices, including minimum hauler diversion requirements.
- Material/Disposal Bans: Ban certain materials and/or objects from being used and/or disposed of (e.g., yard waste disposal bans or plastic bags material bans).
- Organics Composting (or Diversion) Ordinances: Requires that businesses and/or residents source separate compostable materials including food waste, compostable paper and green waste. According to the Authority’s 2012 Waste Characterization Study, the County’s largest percentage of recoverable material thrown in the trash was organic waste with 37 percent of the material from Member Agencies commercial franchised waste stream and 43 percent of waste from the residential franchise sector.
- Construction and Demolition (C&D) Debris Ordinances: Requires haulers to divert a percentage of materials from landfill, and/or deliver materials to an Authority-certified (approved) C&D recycling facility.
- Environmental Procurement Policy: Commitments by organizations to choose environmentally friendly products and services. The Authority has adopted an Environmental Procurement Policy and could assist Member Agencies with adopting similar policies. The EPA currently maintains an online database that contains example language and specifications.
- Mandatory Recycling Ordinances: Require that businesses and/or residents recycle in support of existing and new source separation programs (Mandatory Recycling Ordinances are already implemented in the cities of Arcata and Eureka). The Authority’s 2012 Waste Characterization Study found that 23 percent of the waste disposed by commercial franchise customers and 22 percent of materials disposed by the residential franchise sector can be recycled (i.e., cardboard, paper, bottles and cans).

Recommendation

The Authority should continue to draft model policy documents for its Member Agencies.

Model Policy Documents developed by the Authority, with input of Member Agencies through the drafting process, could increase the likelihood that a policy document be widely adopted and provide another opportunity to strengthen regional diversion practices and programs. In addition, the development of the policies by HWMA, instead of by individual Member Agencies,
could save Member Agencies’ time and costs. Benefits of developing and implementing the individual documents described above are as follows:

- **Franchise Agreements**: Because the franchised waste stream most often represents the majority of a jurisdiction’s overall waste stream, many jurisdictions in California are now including minimum diversion requirements in collection franchise agreements, which assist in increasing the jurisdiction’s diversion.

- **Material / Disposal Bans**: A ban can target problem materials. For example, plastic bag material bans, which usually involve prohibiting retailers from distributing the plastic bags, can reduce litter and clean-up costs, and support the health of wildlife.

- **Organics Composting Ordinance**: If widely implemented, increasing the amount of organics composted regionally may provide economies of scale toward capital costs of a regional diversion facility or potentially better service fees when negotiating with existing facilities.

- **C&D Debris Ordinances**: C&D waste stream represents a potential long-term diversion opportunity for Humboldt County. The California Building Standards Commission’s Green Building Code has recently been updated to include a requirement of diverting, recycling, or salvaging of at least 50% of all non-hazardous construction materials.

- **Environmental Procurement Policy**: By implementing an environmental procurement policy, Member Agencies can support diversion efforts by providing markets, including local markets, for recovered materials. Additional benefits include providing positive public relations as well as health, environmental, and climate protection benefits.

- **Mandatory Recycling Ordinance**: These initiatives support increased recycling as well as California’s mandatory commercial recycling law (Chesbro, AB 341) requiring all businesses or public entities generating more than 4 cubic yards of garbage weekly and all multifamily units of five or more arrange for recycling services after July 1, 2012.

**Implementation Steps**

**Step 1: Determine Member Agencies Interest in Model Ordinance**

As a first step, the Authority should propose the model ordinance to Member Agency staff to gage interest and further develop the idea. HWMA can then seek direction from the Board of Directors.

**Step 2: Conduct Research in Best Practices**

Following direction from the Board of Directors, HWMA should conduct research on the issue at hand. Jurisdictions and agencies throughout California have developed model policy documents, and these documents are available from a variety of sources including the Green Cities California website at [http://greencitiescalifornia.org/](http://greencitiescalifornia.org/).

**Step 3: Receive Direction from the Board**

Once research is conducted, the Authority can present options to the Board of Directors and receive direction.
Step 4: Draft the Policy Documents
The Authority will need to either adopt best practices policy documents or create their own.

Step 5: Post and Issue for Member Agency Approval
Draft model policy documents should be posted on HWMA’s website after creation.

Challenges

- Drafting a document that satisfies the needs of all the Member Agencies. Significant time is required to tune a model document to one that meets the requirements of a specific jurisdiction.

- While the HWMA can assist in the drafting of policy documents, it has no power to enable an ordinance. Approval from each individual Member Agency, once the documents are developed, will be required to implement the ordinance throughout the region.

Potential Costs
Potential staff time costs include researching, drafting, and reviewing the model documents.
## Residential Recycling Services in Alameda County (Updated April 23 2012)

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<th>Jurisdiction</th>
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<th>Bulky Clean-Up</th>
<th>Services Effective Dates</th>
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**Draft Policies Released to PAC**

Appendix C - 96
# Residential Refuse Collection Prices in Alameda County

(Updated April 2012)

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<th>Jurisdiction</th>
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<td>$49.85</td>
<td>7/1/11</td>
<td>6/30/12</td>
<td>Roger Bradley 925-833-6657</td>
</tr>
<tr>
<td>City of Emeryville</td>
<td>$6.68 (10 gallon)</td>
<td>$17.27</td>
<td>$34.51</td>
<td>$51.78</td>
<td>1/1/12</td>
<td>12/31/12</td>
</tr>
<tr>
<td>City of Fremont</td>
<td>$27.59</td>
<td>$28.17</td>
<td>$30.84</td>
<td>$45.27</td>
<td>1/1/12</td>
<td>12/31/13</td>
</tr>
<tr>
<td>City of Hayward</td>
<td>$16.98 (20 gallon)</td>
<td>$24.81</td>
<td>$44.25</td>
<td>$63.66</td>
<td>6/1/11</td>
<td>5/31/12</td>
</tr>
<tr>
<td>City of Livermore</td>
<td>$13.76 (20 gallon)</td>
<td>$22.96</td>
<td>$48.34</td>
<td>$80.21</td>
<td>1/1/11</td>
<td>6/30/11</td>
</tr>
<tr>
<td>City of Newark</td>
<td>$19.54 (20 gallon)</td>
<td>$21.72</td>
<td>$38.47</td>
<td>$55.20</td>
<td>1/1/11</td>
<td>12/31/11</td>
</tr>
<tr>
<td>City of Oakland</td>
<td>$20.85</td>
<td>$27.98</td>
<td>$61.01</td>
<td>$94.00</td>
<td>7/1/11</td>
<td>6/30/12</td>
</tr>
<tr>
<td>City of Piedmont</td>
<td>$49.34 - backyard</td>
<td>$54.32-b.y.</td>
<td>$57.16 curbside</td>
<td>$67.00 curbside only</td>
<td>7/1/11</td>
<td>6/30/12</td>
</tr>
<tr>
<td>City of Pleasanton</td>
<td>$32.93</td>
<td>$65.86</td>
<td>4/1/11</td>
<td>Open</td>
<td>Maria Lara 925-931-5009</td>
<td></td>
</tr>
<tr>
<td>City of San Leandro</td>
<td>$18.84</td>
<td>$23.48</td>
<td>$39.08</td>
<td>$54.66</td>
<td>7/1/11</td>
<td>6/30/12</td>
</tr>
<tr>
<td>City of Union City</td>
<td>$31.39 (20 gallon)</td>
<td>$36.98</td>
<td>$64.88</td>
<td>$92.78</td>
<td>7/1/11</td>
<td>6/30/12</td>
</tr>
<tr>
<td>Castro Valley Sanitary District</td>
<td>$19.92 (20 gallon)</td>
<td>$30.89</td>
<td>$53.65</td>
<td>$76.45</td>
<td>7/1/11</td>
<td>6/30/12</td>
</tr>
<tr>
<td>Oro Loma Sanitary District (1) - L1 &amp; L2 Unincorporated area and part of Hayward</td>
<td>$11.86 (20 gallon)</td>
<td>$19.07</td>
<td>$33.58</td>
<td>$48.05</td>
<td>1/1/12</td>
<td>8/31/12</td>
</tr>
<tr>
<td>Oro Loma Sanitary District (3) (L3) 40% of San Leandro</td>
<td>$12.97 (20 gallon)</td>
<td>$21.38</td>
<td>$38.12</td>
<td>$54.90</td>
<td>1/1/12</td>
<td>8/31/12</td>
</tr>
</tbody>
</table>
### Commercial Refuse Collection Prices in Alameda County (Updated April 2012)

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>1 X Bin</th>
<th>3 X Bin</th>
<th>14/15 Yard Box</th>
<th>40 Yard Box</th>
<th>Commercial Food Waste Collection</th>
<th>Price Effective Dates</th>
<th>Contact for Further Information</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1 X Week</td>
<td>3 X Week</td>
<td>1 X Week</td>
<td>3 X Week</td>
<td>Per Pull</td>
<td>Per Pull</td>
<td>Program</td>
</tr>
<tr>
<td>City of Alameda</td>
<td>$119.79* mo.</td>
<td>$366.55* mo.</td>
<td>$359.38* mo.</td>
<td>$1099.66* mo.</td>
<td>$722.13**</td>
<td>$1,925.68*</td>
<td>X</td>
</tr>
<tr>
<td>City of Albany</td>
<td>$144.94</td>
<td>$434.82</td>
<td>$434.82</td>
<td>$1,304.64</td>
<td>$853.72</td>
<td>$2,439.20</td>
<td>X</td>
</tr>
<tr>
<td>City of Berkeley*</td>
<td>$116.01</td>
<td>$365.46</td>
<td>$348.04</td>
<td>$1096.34</td>
<td>$2,066 14/yard</td>
<td>$3192 30/yards</td>
<td>$171.00</td>
</tr>
<tr>
<td>City of Emeryville</td>
<td>$102.79</td>
<td>$308.37</td>
<td>$308.37</td>
<td>$925.11</td>
<td>$517.20</td>
<td>$1034.40</td>
<td>X</td>
</tr>
<tr>
<td>City of Fremont</td>
<td>$80.45</td>
<td>$231.41</td>
<td>$180.34</td>
<td>$532.57</td>
<td>$336.77</td>
<td>$703.20</td>
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<tr>
<td>City of Hayward</td>
<td>$108.56</td>
<td>$294.40</td>
<td>$279.70</td>
<td>$771.97</td>
<td>$775.52 (pick-up &amp; return)</td>
<td>$775.52 (pick-up &amp; return)</td>
<td>X</td>
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<tr>
<td>City of Livermore</td>
<td>$103.30</td>
<td>$322.27</td>
<td>$309.87</td>
<td>$987.27</td>
<td>$322.34</td>
<td>$859.70</td>
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</tr>
<tr>
<td>City of Newark</td>
<td>$85.17</td>
<td>$235.24</td>
<td>$225.32</td>
<td>$614.50</td>
<td>$243.37</td>
<td>$695.39</td>
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<tr>
<td>City of Oakland</td>
<td>$131.34</td>
<td>$418.00</td>
<td>$344.35</td>
<td>$1085.42</td>
<td>$547.39</td>
<td>$1094.81</td>
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</tr>
<tr>
<td>City of Piedmont</td>
<td>$153.50</td>
<td>$432.71</td>
<td>$307.05 (2yd)</td>
<td>$865.39 (2yd)</td>
<td>$399.29 + $78.85/ton disposal</td>
<td>$458.61 + $78.85/ton disposal</td>
<td>X</td>
</tr>
<tr>
<td>City of Pleasanton</td>
<td>$138.59</td>
<td>$355.85</td>
<td>$3895.79</td>
<td>$1047.94</td>
<td>$360.55</td>
<td>$1014.80</td>
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</tr>
<tr>
<td>City of San Leandro</td>
<td>$102.94</td>
<td>$311.20</td>
<td>$311.20</td>
<td>$933.62</td>
<td>$248.42 + $100.81 per ton</td>
<td>$364.35 + $100.81 per ton</td>
<td>X</td>
</tr>
<tr>
<td>City of Union City</td>
<td>$115.36</td>
<td>$318.62</td>
<td>$302.31</td>
<td>$823.88</td>
<td>$328.73</td>
<td>$927.45</td>
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</tr>
<tr>
<td>Castro Valley Sanitary District</td>
<td>$218.54</td>
<td>$655.57</td>
<td>$581.62</td>
<td>$1630.29</td>
<td>$216.78</td>
<td>$682.57</td>
<td>X</td>
</tr>
<tr>
<td>Oro Loma San. Dist. L1 &amp; L2</td>
<td>$94.66</td>
<td>$246.04</td>
<td>$252.13</td>
<td>$706.26</td>
<td>$287.48</td>
<td>$821.60</td>
<td>X</td>
</tr>
<tr>
<td>Oro Loma San. Dist. L3</td>
<td>$109.49</td>
<td>$284.60</td>
<td>$291.66</td>
<td>$816.97</td>
<td>$332.45</td>
<td>$949.60</td>
<td>X</td>
</tr>
</tbody>
</table>

*Berkeley prices include free recycling of bottles cans, cardboard, papers. Berkeley separated commercial food waste is charged at 80% of refuse rate.