

Overview of Waste Management Plan for the Main Street Business Improvement District

10/2/2019

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Note: Park City Municipal contracted the above to prepare this report. The findings do not necessarily reflect the desired outcome of Park City Municipal. Rather, this document has been provided for background information.

Introduction

In 2007 Park Municipal Corporation (PCMC) created the Main Street Business Improvement District (BID) to function as a mechanism for establishing a single service provider for commercial solid waste collection and provide business promotion for businesses within the District. The trash and recycling needs in Historic Park City are significant and individual to each business. The BID and PCMC strive to provide trash and recycling services as efficiently as possible while still meeting the service needs of the 253 businesses holding licenses within the area coupled with providing a beautiful and clutter free streetscape. Republic Services is the current trash provider for the BID and the contract providing trash services expires on November 30, 2019.

The following provides an extensive background of the services provided to date along with research and projected services needs and enhancements for the next five (5) years.

Background

Main Street Trash History

Prior to 2006, Summit County provided trash services to both residential and commercial properties in Park City boundaries. In 2007, Summit County chose to issue a residential hauling contract to Allied Waste (DBA Republic Services) and did not pursue commercial trash service operations. This opened the commercial hauling market such that each commercial entity could contract with the individual trash hauling entity of its choosing. Due to the lack of interior storage space and exterior property by most businesses, common trash dumpsters were the most efficient way to provide waste service for businesses.

In 2007, the Main Street Business Alliance (DBA Historic Park City Alliance) petitioned for Business Improvement District (BID) approval to create an entity that could enter into and administer a solid waste contract or contracts and recycling contracts. Upon adoption of the BID in 2008, PCMC became a fee collection provider and signed a service contract with the HPCA to administer the BID with the following scope excerpt related to trash:

Provide communication to Main Street area businesses regarding trash services for the Main Street Business Improvement District (BID) and work with City staff to evaluate the program, specifically related to renewal of the service contract with the solid waste hauler. Work with City staff to develop a recycling program to accompany the solid waste management efforts.

PCMC also amended their Business License Code to require the following:

In addition, the City's revised Business License Ordinance requires that all businesses within the boundary of the BID have a current account in good standing with the City's designated commercial solid waste removal service provider (currently Republic Services). Businesses which receive solid waste removal service or use the communal dumpsters and are not contracted with Republic Services will not be able to renew a business license or receive one anew until the business can produce evidence of an account in good standing with the chosen service provider.

The annual business license renewal process occurs by 9/30 each year and is the only time the City can assist with past due accounts.

Three service options are currently available to businesses in the BID for trash removal at their location:

1. Setting up a private contract with the selected Trash Provider for independent service via street-side accessible totes,
2. Setting up a private contract with the selected Trash Provider for independent service via a contract for a private dumpster on private property with service provided by the selected Trash Provider; or
3. Participate as part of a communal pool of merchants (using “shared dumpsters”) on public property whose trash fees are assessed annually and billed monthly via a nationally standardized formula.

Current Trash Provider Contract

Republic Services secured the current contract for waste removal for the Main Street BID in November of 2013. The contract has been extended multiple times, with a current expiration date of November 30, 2021. While the contract allows for additional extensions provided both parties extend upon mutual agreement, the contract with Republic Services is between them and Park City Municipal Corporation (PCMC). The contract further allows for the service provider to address other PCMC needs. PCMC follows a State mandated procurement policy that requires a new solicitation of services through issuance of an RFP or RFQ when contracts expire.

The existing contract contains a cost schedule that outlines costs per size of container and number of days of service per week. These costs are established and fixed for all members of the BID no matter which of the three trash removal options they use. Each November the HPCA’s Trash and Recycling Committee reviews the actual cost of service and anticipated needs for the upcoming contract year. If a rate increase is needed to cover the increased service or increase in county dump tipping fees the Committee makes a recommendation to the HPCA Board. The Board’s final recommendation is implemented beginning December 1 of that year.

The aggregate cost for the common area dumpsters is divided among all those who use the dumpsters. A formula is set for types of businesses based on their type of use and square footage. The factor is multiplied with the gross square footage of the entire business, not just service area, to calculate the percentage of the total monthly bill for the common dumpsters each individual business pays. The rate per square foot is assigned to the various business type categories, based on the average amount of trash generated by that category (that rate was determined by a national standard). There is a need to allow businesses not meeting the standard business type categories to apply for an evaluation of their anticipated trash generation. These uses can include, but are not limited to theatres, museums, event venues, etc.

<i>Business Type</i>	<i>Factor</i>
<i>Lodging</i>	1
<i>Professional Office</i>	1
<i>Restaurant</i>	8
<i>Retail</i>	1.66
<i>Gallery</i>	1
<i>Theatres, museums, event venues and similar uses.</i>	Trash and Recycling Committee evaluation

Annual trash fees for the commercial contract with the trash provider are divided among everyone who currently uses the commercial dumpsters or compactors provided in the District. The monthly bills fluctuate based upon the number of businesses active in the area and if the dumpsters require additional trash pick-ups due to increased production of trash by businesses. This typically occurs during Sundance Film Festival and peak winter weekends.

Businesses have the choice to opt out of the commercial pool by having an individual account for street-side totes or their own private dumpster on private property. Over the course of the current contract, the HPCA reduced frequency of service to the common dumpsters, saving businesses money.

Residential Properties in Main Street BID

Summit County provides trash service to residential properties and charges for the service through property tax bills. Currently there is no remittance to HPCA from Summit County for residential uses (not lodging) that utilize the common dumpsters. Based on the current numbers of residential units within the BID, this type of use is not a significant generator of trash in the area. PCMC’s Business License Specialist disagrees with this current practice and recommends nightly rentals within the BID be treated the same as other business within the BID since nightly rentals are a commercial use.

Trash and Recycling Committee

The Trash and Recycling Committee, a sub-committee of the HPCA, is responsible for overseeing day-to-day implementation of the contract between its members and the Trash Provider for trash removal in the district, including billing. Additionally, the Committee is separately responsible for interface of PCMC related to the BID Scope. The Trash and Recycling Committee additionally monitors the mobile recycling center and works to maintain a steady income source to continue the recycling service. The Trash and Recycling Committee meets approximately four times a year.

Current Collection and Disposal Services

Approximately 100 commercial businesses utilize the common dumpsters and compactors for the collection of waste and cardboard. There are approximately 22 businesses that utilize either individual totes or private dumpsters for their individual waste collection. By PCMC ordinance, these businesses are responsible for bringing the containers to the curb at end of business, collecting them in the morning and storing and enclosing them on private property.

Two cardboard recycling dumpsters are in Swede Alley that are serviced by the trash service provider and costs are included within the fees for the common service.

Billing

Billing of businesses within the Main Street BID for trash services are the responsibility of the Trash Provider. All but 16 businesses are billed monthly for trash services; those businesses are either billed quarterly or annually due to the small volumes of trash.

When billing those participating in the common dumpster program, the Trash Provider estimates the total number of pickups for all containers on an annual basis. The total cost is distributed as a set monthly amount billed, versus providing the businesses with fluctuating monthly bills. The Trash Provider provides the HPCA with a monthly accounting of the total collected versus estimated annual costs. Any differences owed at the end of an annual term are either paid or negotiated into the next year's billing. The HPCA, as the BID service provider is responsible for paying any fees or keeping updated financial records identifying any balance.

Franchise Fee

A Franchise Fee was developed and implemented in August 2010 to collect funds to pay for a supplemental Recycling Program. The Trash Provider charges the Franchise Fee on each trash bill and remits the funds to the HPCA to procure additional recycling services. The current Franchise Fee rate is 30% of gross revenues of the shared containers and 10% of gross revenues from the individual containers.

Between 2010 and 2016, the HPCA reimbursed merchants who individually contracted for their own recycling efforts to meet their specific needs outside of the program provided by the HPCA. In 2016 the Board voted to eliminate the reimbursement program due to the limited number of businesses requesting reimbursement. Over the six years, a total of \$6,863 in franchise fees were reimbursed to a total of 18 businesses.

For the service of collecting and remitting the Franchise Fee, the HPCA reimburses the Trash Provider \$100 per month. These costs are invoiced as a deduction from the franchise fee monthly reimbursements to the HPCA.

Mobile Recycling Center

In 2009, the HPCA began a service contract to provide recycling with the Mobile Recycling Center. The program provides Main Street businesses with a convenient way to drop off their pre-sorted recycling at a truck fixed pick up at nine different locations on Main Street. The service is scheduled two days a week during "shoulder season" and three days a week during "peak season." Shoulder season is defined as the Monday after the weekend that follows Labor Day through week before the weekend before Christmas; April through last weekend in June. Peak season is defined as the weekend before July 4th through weekend after Labor Day; weekend before Christmas through end of March

The mobile recycling drop-off center accepts sorted cardboard, paper, plastic, aluminum and metal from any Business Improvement District member.

Contractor: Good Earth

Recycling

Service: Main Street Mobile Recycling Center

Customer: Historic Park City Association

			Avg.	Avg.	Avg.
%	Materials	lbs/unit	lbs/unit	lbs/yard	lbs/yard
71%	Cardboard	25	17.75	100	71
6%	Paper	80	4.8	320	19.2
8%	Plastic containers	10	0.84	40	3.36
9%	Plastic bags & wrap	15	1.35	60	5.4
2%	Aluminum	11	0.231	44	0.924
3%	Tin	14	0.476	56	1.904
100%			25.447		101.788

Cubic Yards	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
January	0	163	240	215	231	225	241	225	247	278	300
February	0	125	148	149	154	159	176	184	203	248	280
March	0	126	154	156	151	165	176	181	245	253	290
April	0	89	87	87	85	89	100	106	127	160	200
May	0	90	67	71	100	88	100	101	122	147	190
June	0	78	79	89	92	100	105	106	133	180	200
July	0	135	105	117	146	154	158	158	180	195	230
August	70	129	121	135	131	151	155	171	190	217	240
September	33	83	109	89	98	131	122	125	161	173	250
October	43	96	127	110	113	133	119	137	168	184	250
November	53	150	117	119	125	120	127	147	169	189	170
December	56	155	173	160	169	186	183	190	215	245	270

Center										
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**Republic Services does not provide services on Sundays

Enhanced Services

Due to fluctuations in the economy, snowfall, and other factors, there is a need for extra capacity and services to the common containers. These requests typically occur January through March and average 12 a year. The requests in 2020 and 2019 are as follows:

2020							
January	01/01/20 FL Recycle 8yd	February					
	01/18/20 FL Recycle 8yd 2 ext yds	02/02/2020 FL 8yd extra					
	01/21/20 FL Trash 8yd extra	02/02/2020 FL 8yd extra					
	01/21/20 FL Trash 8yd extra	02/02/2020 FL 8yd extra					
	01/21/20 FL Trash 8yd extra	02/02/2020 FL 8yd extra					
	01/21/20 FL Trash 4yd extra	02/02/2020 FL 4yd extra					
	01/22/20 FR Recycle 8yd extra						
	01/23/20 FL Trash 8yd extra						
	01/24/20 FL Trash 8yd extra						
	01/26/20 FL Trash 8yd extra						
	01/26/20 FL Trash 8yd extra						
	01/26/20 FL Trash 8yd extra						
	01/26/20 FL Trash 4yd extra						
	01/27/20 FR Recycle 8yd 4 ext yds						
2019							
January	01/28/19	February	02/18/19	March	03/04/19	April	04/01/19
	01/28/19		02/18/19		03/04/19		
	01/29/19				03/20/19		
	01/31/19				03/20/19		
	01/30/19				03/25/19		
December	12/16/2019	FL Recycle 8yd					
	12/16/2019	Recycle 3 Extra Yds					
	12/23/2019	Recycle 4 Extra Yds					

Event Trash Needs

The Sundance Film Festival, Kimball Art Festival and Tour of Utah all require additional containers to meet the trash needs for the event. These containers are ordered in coordination with Park City Municipal and the event organizer.

The trash impacts from the events cause an increase in disposal costs that was shouldered by existing, year-round businesses in the past. Park City Municipal now requires, through their convention and sales (temporary business) licensing process for any businesses licensed

exclusively during the timeframe of the event to pay a flat fee of \$100 which is collected by the trash provider. Recent changes to licensing during the film festival results in a significant budget increase for the HPCA to help offset impacts from the festival.

Event Disposal Costs Example. Sundance Film Festival 2013 – 2015.

Common Dumpsters Monthly Service Fee			
	<i>January</i>	<i>February</i>	<i>March</i>
<i>2015</i>	<i>\$10,862.36</i>	<i>\$6,549.76</i>	<i>\$7,270.40</i>
<i>2014</i>	<i>\$10,932.75</i>	<i>\$4,705.75</i>	<i>\$4,911.50</i>
<i>2013</i>	<i>\$7,516.45</i>	<i>\$4,452.03</i>	<i>\$5,134.03</i>

<i>Average Cost for February and March</i>	<i>Difference</i>
<i>\$6,910.08</i>	<i>\$3,952.28</i>
<i>\$4,808.63</i>	<i>\$6,124.13</i>
<i>\$4,793.03</i>	<i>\$2,723.42</i>

During this period there were 121 businesses paying into the shared dumpsters incurring an additional cost between \$2,700 and \$6,000 annually to cover the increased trash service during January. This amount was calculated taking the average of February and March and subtracting it from January disposal costs.

Analysis for Future Contracts

Current service needs and issues, existing demand, and projected waste growth needs to be determined in order to develop and solicit for trash, food waste and recycling services.

Overview of Process

During the development of this document, each local recycling and trash provider was contacted and spent time outlining their current thoughts on the existing trash and recycling systems for Main Street and ideas about how meet future needs.

Time was also spent with Tom Bradley with Park City Mountain Regional Environment Manager; Carolyn Wawra, Mary Closser and Troy Holding with Recycle Utah; and Julie Schultz and Madelyn Carter with Deer Valley Resort. Understanding their operations and challenges gave further insight into the ongoing education and monitoring needed to ensure a successful operation.

The best model identified that could translate to the needs of Main Street is the Park City Mountain Resort Canyon’s Village program. The variety of commercial uses and seasonality of the workforce help with understanding how to scale a similar program can be scaled to meet the merchants’ needs.

The survey sent to the merchants received only 27 responses. Knowing that it represents a small percentage of the merchants, it does give a glimpse as to some of the reasons behind recycling and waste diversion. Many agreed that space to store recyclables is a key issue as to what prevents them from recycling more. This can be addressed with frequency of services, which may result in a higher cost program. Cost of services followed space and frequency issues as a concern.

The information gained through this process provided insight into the following areas and led to the recommendations included.

Current Frequency and Issues – Projected Frequency

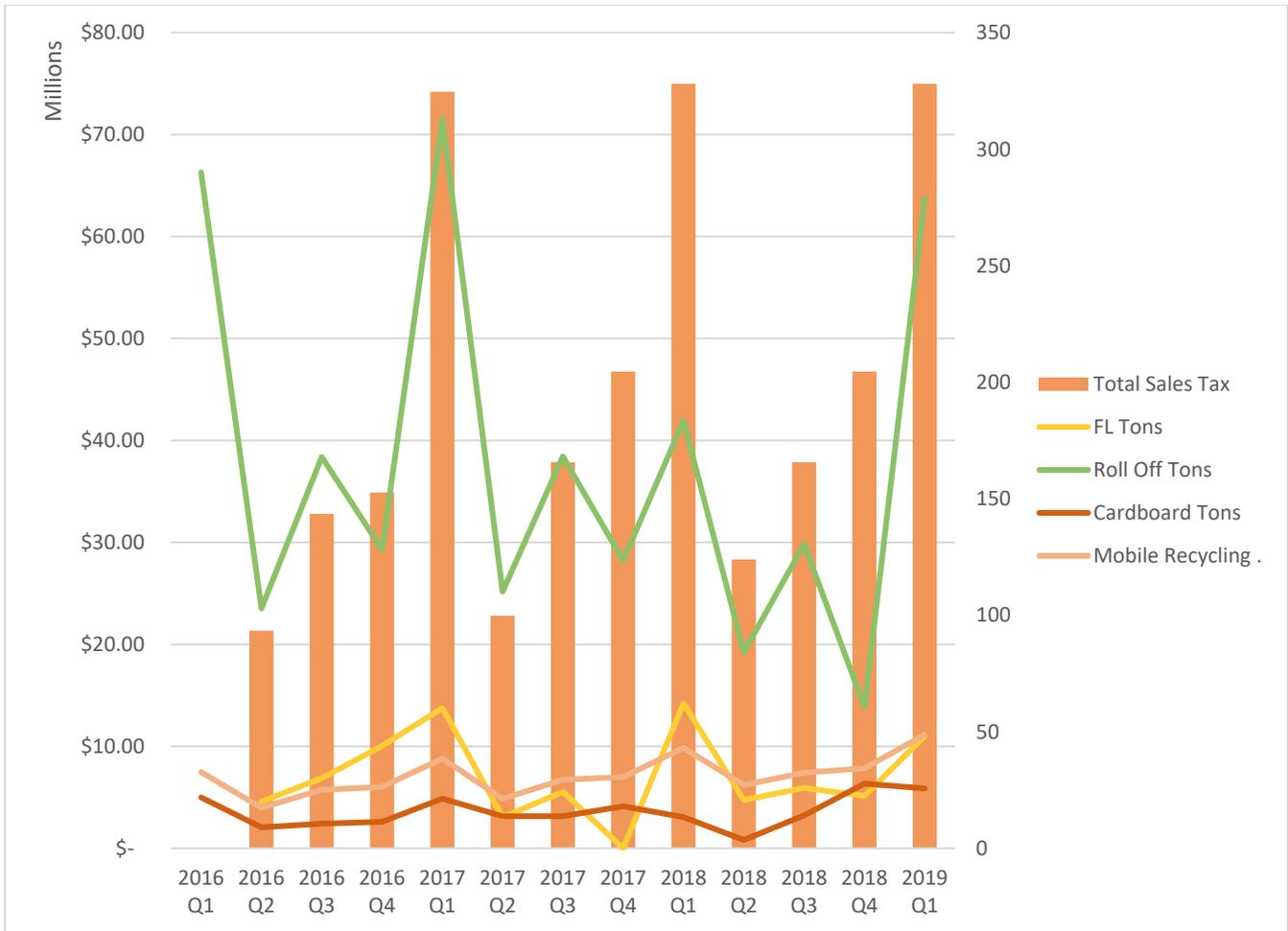
In 2019 there were five (5) extra pickups in January; two (2) in February; five (5) in March; and one (1) in April. Both the dumpster in the Brew Pub Lot and the cardboard container behind Firewood are the two that consistently overflow. At this time the trash provider does not service the containers on Sunday because the Summit County landfill is closed, resulting in many issues including a frequent overflow Saturday night/Sunday morning during peak weekends.

Given the data we currently understand, the following statements correct and may be used as guidelines in the development of a final waste management plan.

- Additional capacity and/or frequency of pickups at both the Brew Pub Lot and Firewood containers is needed for the 19/20 season.
- A pilot program or first phase of a recycling and/or food waste program could immediately benefit the current trash overflow in this area of the street.
- Sunday service at the County landfill would address most of the ongoing capacity issues.
- Accommodation of additional trash and waste receptacles in the Brew Pub Parking Lot outweighs the loss of parking spaces in the area on a short-term basis.
- To meet PCMC Code, all dumpster enclosures need to be enclosed.

Volume Estimates

The attached graph shows the trash volume by quarter from 2016 to spring of 2019. The information is shown against the sales revenue growth for Main Street during the same time. The recycling numbers shown are for Good Earth Mobile Recycling pickups. Approximately 26 businesses contract with private providers for pickup of materials from food waste, plastic, glass and cardboard. There is not enough specific tracking by the private providers to add the materials they collect in an overall volume estimate of waste for the District.



For the purposes of the graph, only the tonnage of the common receptacles was included since this is the focus of the efforts. Finally, the waste tonnage is not listed for those businesses that use totes and front/rear load dumpsters.

There is a strong correlation between the growth of sales tax revenues and waste produced. PCMC's Budget and Grants Department projects a continued increase in sales tax revenue for the City¹. The future diversion level and solid waste tonnage quantities will change over the term of the Future Agreement in response to various factors. Factors include, but are not limited to:

- The effects of the economy;
- Diversion programs/policies of the HPCA and PCMC
- The number and types of businesses;
- Participation levels of businesses in various diversion programs;
- Changes in collection and processing strategies and methods;
- Rate-setting practices for collection services;
- Recent and future federal, State, and local regulations;
- Recycling and organic product market volatility; and,

¹ Note: economic projections were made pre-Covid

- Changes in waste prevention, product design and packaging, technology, and more.

Given the number of factors and the unpredictable nature of each factor, PCMC and HPCA cannot predict the annual solid waste disposal tonnage that will be delivered to the landfill for disposal over the term of the Future Agreement, nor can it predict the amount of recyclables.

Recyclable Materials

The recycling providers in this area unanimously agreed that the top three items to recycle are cardboard, glass and food waste. Metal is also a high value, highly recyclable material that should be diverted from landfill. While plastic can be recycled, efforts focused on the top four recyclables generated in the area in the first phases have the greatest ability to reduce the cost of waste removal since they take up a greater capacity and weigh the most. When comparing the recyclable materials generated by Main Street Businesses, recycling cardboard from the landfill provides the greatest relief of greenhouse gases with diverting food waste as second. Glass diversion will not provide a significant reduction in greenhouse gases; however, it will reduce trash disposal costs.

Food Waste

The type of food waste produced is impacted by several factors. There is a difference between waste generated “back of house” (i.e. kitchen scraps) versus “front of house” (i.e. leftover food that has been served to people) and can vary depending on the type of cuisine served. The equipment to store the different types also differs. Businesses who utilize one-use items may use either biodegradable or compostable materials. This can be a major issue depending on how the service provider disposes of the materials.

Single Stream Containers

Single Stream Recycling refers to a system in which all kinds of recyclables such as cardboard, glass and metal etc. are put into a single bin. This type of collection ensures the ability to recycle the greatest amount of material, if the bin is not contaminated. Park City Municipal does not currently have good data on contamination rates within the BID.

Contamination

The biggest cause of contamination is education. With the seasonality of employment on Main Street, keeping all employees informed as to what is and what is not recyclable is needed. In the case of common recycling containers, keeping the bin size for recyclables smaller and placing them more frequently reduces the number of businesses using each receptacle. This could make it easier to find the business and/or employee that needs additional education.

Removal of Parking

The common dumpsters are located on public property and all, but one has been in place for five (5) years. The HPCA is aware that a new trash and recycling program may require use of existing parking spaces. Any elimination of parking in the Main Street area is felt by the merchants; it is one less place for an employee or customer to park in a system with limited capacity. A Critical Priority for Park City is to reduce single occupancy vehicles into the downtown area by promoting public transit and improving offsite parking.

In the past the HPCA supported the removal of parking for programs like the outdoor dining decks. The Board weighed the loss of parking against the benefits of increased vibrancy and positive atmosphere they bring to the district.

Regarding trash and recycling containers, the HPCA will consider relocation and new placement for collection containers. Factors that would justify parking removal include reduction of distance between businesses and containers and increased ability to screen the containers.

Use of Public Property

The closer recycling containers are to businesses the more frequently they will be used. Many businesses have found they can divert most of their waste from the landfill by contracting with recycling providers to service their own individual recycling containers.

When a business does not have space on their property to place recycling containers, the City will consider placement on public property. Factors such as walkways, ability to screen the containers, percentage of waste diversion and cleanliness are part of the review process. Developing an administrative review process, like the dining decks, can encourage businesses to make the extra effort to recycle more of their waste.

Ease versus Cost

The HPCA Trash and Recycling Committee recognizes the ultimate waste management plan will need to balance the cost of the program with the ease of participation. Ease of the program results in higher rates of participation which translates to diversion of reusable waste from the landfill.

Ease of a program needs to address the following factors:

- Education of employees
- Distance of containers/pick-up location for recyclables from each business
- Container selection

The common containers in Swede Alley are outlined on Exhibit A and include the frequency and stops made by the Mobile Recycling Center. The current placement of common containers is no greater than four-hundred feet (400') from the businesses who use them. When approaching a new trash and recycling program, the method by which the materials are transported to Swede Alley needs to be evaluated. Many current containers leak and leave grease marks along the sidewalk.

In 2009 the HPCA did investigate curbside pick-up but decided against it since they didn't want the unsightliness of bins left overnight for morning pickup. Park City's heavy snowfall also makes curbside pickup a logistical nightmare.

The Mobile Recycling Center program provides ease of recycling to businesses with smaller amounts of recyclables. Green Earth Recycling, the current operator of the Mobile Recycling Center has been asked to apply through the RFQ process. Their services will be reevaluated during this process and may be expanded, modified, or replaced to better address HPCA's to reduce the amount of waste disposed of at a landfill.

Diversion versus Cost

The Historic Park City Alliance wants a program that prioritizes sustainability and maximizes resources. The resources include reuse of materials to an extent that the diversion of recyclables and food waste reduces the amount of trash entering the landfill, thereby extending the life of the landfill. However, cost is the one factor that will impact diversion rates the most.

Currently recycling rates are three times the cost of tipping fees at the landfill. Increased diversion will cost the merchants more than disposing of all waste in the trash. The survey responses showed 65% of the merchants (of 27 total responses) would pay more for recycling services. Being a good steward to the environment was the most significant reason people listed as their desire to recycle more. The survey showed most of the respondents would be in favor of a 10% to 20% increase in their disposal bill to accommodate increased recycling.

Cost Distribution

Regarding trash, those businesses who have individual contracts with the Trash Provider will be charged set rates as outlined in future contracts. As for the common area dumpsters, the recommendation is to divide the cost among all those who use the dumpsters. The current formula remains relevant and remains set for types of businesses based on their type of use and square footage.

<i>Business Type</i>	<i>Factor</i>
<i>Lodging</i>	1
<i>Professional Office</i>	1
<i>Restaurant</i>	8
<i>Retail</i>	1.66
<i>Gallery</i>	1
<i>Theatres, museums, event venues and similar uses.</i>	Trash and Recycling Committee evaluation

Since trash fees are distributed among those who use the containers, businesses who divert more waste from the landfill through an individual contract with a recycling provider use the trash containers less. It then leads to the need to reduce that business's trash bill if they are part of the common dumpster program. Development of a process to track the recycling from these businesses is key to being able to offset their trash costs to help subsidize their own cost for an individual contract to recycle.

Incentive Structure

While the merchants are willing to see a small increase in cost for disposal services, the percentage increase may not meet the goals of PCMC and the City Council. An incentive structure that absorbs the increase cost of recycling a greater amount of material is the best way to meet the goals and needs of both organizations.

Exhibits

Exhibit A - Existing locations of common containers

Exhibit B - Common Container Distance Analysis

Exhibit D - Map of properties and types of trash receptacles provided by trash provider

Exhibit A

Existing locations of common containers

Historic Park City Trash and Cardboard Recycling Locations



Across from Transit Center
Trash and Cardboard Recycling Compactors



China Bridge Parking Garage
Trash Compactor



Behind 314 Main Street
Trash



Behind Firewood
Cardboard Recycling



Brew Pub Parking Lot
Trash Dumpster



Mobile Recycling Center

The Mobile Recycling Drop-off Center accepts sorted cardboard, paper, plastic, aluminum, metal, polystyrene and glass (wine box size amount) from any business in Park City's Business Improvement District. To address large glass recycling needs please contact *Curb-It Recycling* at (435) 901-2568 or *Good Earth Recycling* at (435) 635-0272.

Dates of Service for the Sundance Film Festival: January 13, 15, 16, 17, 18, 19, 20, 22, 24 and 27.

Uptown Fare, 9:55 -10:05 am	Yuki Yama, 11-11:15 am
The Egyptian, 10:05-10:25 am	Silver Queen Hotel, 11:15-11:30
Bistro 412, 10:25-10:35 am	Collie's, 11:30-11:40 am
Shabu, 10:35-10:45 am	Butcher's, 7th Street 11:40-12 noon
Pizza Noodle, 10:45-11 am	

Exhibit B

Common Container Distance Analysis

Trash & Recycling

