MEMORANDUM

June 22, 2022

To: Summit County Council
   Thomas C. Fisher, County Manager

From: Derrick Radke, PE - Public Works Director
       Tim Loveday, Solid Waste Superintendent

Re: Residential Solid Waste and Recyclable Collection Service – Republic Contract
    Staff Review and Recommendation

Summit County solicited proposals from contractors to continue the collection of household waste and commingled recycling for a five-year period beginning July 2022 when the current contract with Allied Waste Services of North America (dba Republic Services of Utah) expires. Proposals were accepted on June 1, 2021. Summit County received proposals from Allied Waste Services of North America, LLC (dba Republic Services of Utah), Waste Connections, and Ace Recycling and Disposal.

The County provides solid waste and recyclable collection services to approximately 19,000 residential units through a combination of contracted and County provided services. Currently, Republic Services collects residential solid waste and recyclables from approximately 16,000 residential units within the residential curbside services area, and the County collects or is engaged in other contracts to collect, outside the designated services area. The amount of household waste collected is about 14,000 tons a year, and recyclables is about 3,100 tons a year.

The current Solid Waste Collection Services provided are:

- Contractor provides weekly residential garbage collection from 65-gallon roll carts.
- Contractor provides commingled (or single-stream) recyclable collection, every other week from 95-gallon roll-carts. Recyclable materials collected include cardboard, paper, food boxes, food cans, plastic milk and juice jugs, beverage cans, plastic jars, plastic bottles, and caps. This list is subject to modification based upon County goals and the acceptance criteria of the designated materials recovery facility identified by the contractor and approved by the county.
- At specific locations, the County provides both garbage and recycle dumpsters.
- Currently the County does not separately collect yard/green waste, glass, or food waste.
- The County bills all residents a Solid Waste Fee in July of each year. Annual invoicing and collection of payments are completed by the solid waste contractor (i.e., Republic Services, currently).
Summit County owns the only operating Municipal Solid Waste (MSW) landfill in the County, Three Mile Canyon Landfill (DEQ Permit Number 9508). This landfill has sufficient capacity to meet the county's needs until approximately 2050, assuming existing service levels and behaviors, and the majority of municipal solid waste generated in the County is disposed at this landfill. Residents are able to deliver MSW and construction and demolition (C&D) wastes to the landfill and are currently charged $37.00 per ton, minimum $10.00 charge per delivery. Residents can deliver tires, scrap metal, appliances, and bulky items to the Three Mile Canyon Landfill as well, with restrictions and fees implemented in accordance with County policy.

Per the staff report presented in October of 2021, staff anticipated the cost to provide the existing levels of services would increase over the current contract and designed the Request for Proposals (RFP) to solicit proposals mirroring the existing services in order for the County to evaluate the current cost of service against the proposed cost of service for the first five-year period of a new contract with the selected contractor. Using the existing services as a basis of comparison, below is the table previously presented of estimated costs from each respondent to provide the existing service beginning July 1, 2022:

<table>
<thead>
<tr>
<th>Collection Item</th>
<th>Current Contract</th>
<th>ACE Disposal</th>
<th>Republic Services</th>
<th>Waste Connections</th>
</tr>
</thead>
<tbody>
<tr>
<td>Solid Waste Collection (per unit)</td>
<td>$8.47 $140,898.00</td>
<td>$9.09 $150,494.04</td>
<td>$8.72 $144,368.32</td>
<td>$9.90 $163,904.40</td>
</tr>
<tr>
<td>Recycle Collection (per unit)</td>
<td>$5.17 $86,008.12</td>
<td>$6.12 $101,322.72</td>
<td>$5.41 $89,567.96</td>
<td>$5.55 $91,885.80</td>
</tr>
<tr>
<td>Waste 3yd wkly</td>
<td>$56.25 $10,181.25</td>
<td>$62.35 $11,285.35</td>
<td>$55.42 $11,361.10</td>
<td>$59.47 $12,191.35</td>
</tr>
<tr>
<td>Waste 4yd wkly</td>
<td>$75.00 $15,375.00</td>
<td>$83.14 $17,043.70</td>
<td>$75.49 $17,330.90</td>
<td>$80.47 $18,221.58</td>
</tr>
<tr>
<td>Waste 6yd wkly</td>
<td>$112.49 $16,536.03</td>
<td>$124.70 $18,330.90</td>
<td>$110.85 $18,330.90</td>
<td>$118.94 $20,000.00</td>
</tr>
<tr>
<td>Waste 8yd wkly</td>
<td>$149.99 $13,499.10</td>
<td>$166.27 $14,964.30</td>
<td>$147.00 $15,499.10</td>
<td>$157.00 $16,664.70</td>
</tr>
<tr>
<td>Waste Rolloff</td>
<td>$1,377.45 $16,536.03</td>
<td>$1,499.00 $18,330.90</td>
<td>$1,400.00 $18,330.90</td>
<td>$1,500.00 $20,000.00</td>
</tr>
<tr>
<td>Waste Bill for Collections (monthly)</td>
<td>$319,746.35</td>
<td>$345,470.21</td>
<td>$298,985.05</td>
<td>$324,446.25</td>
</tr>
<tr>
<td>Tip Adjustment Current Contract</td>
<td>$12,600.00</td>
<td>$12,600.00</td>
<td>$12,600.00</td>
<td>$12,600.00</td>
</tr>
<tr>
<td>Recycle Rolloff</td>
<td>$332.90 $8,655.40</td>
<td>$400.00 $8,000.00</td>
<td>$337.83 $6,756.60</td>
<td>$311.75 $6,235.00</td>
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<tr>
<td>Waste Bill for Collections (monthly)</td>
<td>$391,746.35</td>
<td>$425,470.21</td>
<td>$398,985.05</td>
<td>$424,446.25</td>
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<tr>
<td>Annual Fee Bill</td>
<td>$2.76 $53,762.04</td>
<td>$1.50 $30,000.00</td>
<td>$2.85 $57,000.00</td>
<td>$2.50 $50,000.00</td>
</tr>
<tr>
<td>Above with 20K annual bills and 12mths service</td>
<td>$4,175,642.52</td>
<td>$3,646,820.60</td>
<td>$3,943,355.00</td>
<td></td>
</tr>
<tr>
<td>With Performance bond</td>
<td>$4,298,256.95</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The RFP also requested proposals for specific “Opt-in Services,” such as Bulky Item Collection, Green Waste Collection, Food Waste Collection, Glass Collection and Recycling, and any other services the contractor might propose. These Opt-in Services were requested to enhance the County’s sustainability goals and be subscription services paid for directly by interested residential customers. These opt-in services could also allow municipalities who desire to increase the level of sustainability within their jurisdiction to levels above the basic services provided by the County to do so and have a predetermined basis of cost to negotiate from.

In addition to the costs of services noted above, each proposing contractor needed to address their approach and commitment to Customer Service and Public Education, and detail key personnel, exceptions to the County’s Standard Services Agreement, performance history, and provide references.

At the October 2021 County Council meeting, staff recommended the County proceed with negotiations with Republic Services because of their previous experience in Summit County, and existing facility in the Snyderville Basin housing management, fleet and fleet maintenance; their proposal to enhance the existing recycling program and improve/enhance their interaction with Recycle Utah to reduce contamination rate currently being experienced; their proposal to add customer service staff and forgo the national call center which has been a source of
inaccurate information to residents and frustration; and proposal to partner with County on recycling transfer center. They also had no exceptions to the Standard Services Agreement.

Below are some of the key points included in the attached new Services Agreement:

- **Term of new Agreement** is for Five (5) Years. Option of the Parties for up to two (2) additional five (5) year terms.

- **Weekly Household Waste and Bi-Weekly Commingled Recycling**, except for New Year’s Day, 4th of July, Thanksgiving, and on Christmas Day when it is then serviced the next day (except on Sundays)
  - Inclement Weather delays are serviced the next day (except Sundays) if road conditions are improved

- **Public Education Program**
  - Provide a description of collection services, map of collection schedule, description of Recyclable Materials and other collection information on REPUBLIC’s website and/or social media
  - Distribute program introduction notice for each residence for which REPUBLIC delivers carts
  - Improper set-out notice to include date, reason for notice, REPUBLIC’s customer service telephone number
  - Contribute up to Twelve Thousand Dollars ($12,000) annually towards Publication and Outreach. The parties will mutually discuss and agree on the most effective materials to meet the goals of this section. REPUBLIC will provide cost details and estimates annually in July
  - Implement and maintain the Recycling Simplified website and APP, which includes a free opt-in school recycling curriculum for schoolteachers. Market and promote the website through door hangers, mailers, email campaign, can stickers, refrigerator magnets, etc.
  - Weekly radio education spots on KPCW Radio
  - Participate with the County on the funding and distribution of the annual recycling calendar
  - Propose additional annual public education and outreach approaches to ensure proper setout of Solid Waste and Recyclable Materials for collection, to encourage participation in recycling programs, to provide regular updated information about the collection schedule and any changes, and to address ongoing questions or concerns regarding collection service

- **Performance Criteria**
  - During a Weather-related service delay, or equipment failures, Republic will notify the Public Works Director (or designee), and the County Public Information Officer. Affected areas will be notified by email, robo-calls, or social media. Republic will do all it can to provide the service the next business day
  - Solid Waste Management Fee Invoicing
    - Republic will send the annual County Invoice to each Customer on or before July 15th of each year. The County may provide an informational insert at County cost.
    - There is a management fee associated with each invoice ($2.85 for 2022, increased by 3% each year thereafter)
    - Republic is responsible for collection of past due accounts
    - Customer who does not make the payment within 30 days of the past due
notice may be charged
• a late fee equal to the greater of $5.00 per month or 1.5% per month of the payment amount that is past due
• a cart removal/reinstatement fee of $50.00 for any carts that are removed by REPUBLIC
  ▪ After 90 days, Republic may remove the residential cart(s)
  o Customer Service Changes
    ▪ Publish a local phone number that Customers can call to request service or register complaints
    ▪ Develop and implement a notification system capable of providing a database of complaints and resolutions
    ▪ Resolve customer complaints within two business days
    ▪ No Summit County Service Complaints/Call may be transferred to the Republic Central Customer Service Center unless requested by the customer
      • there will be a dedicated customer service representative based in Northern Utah
      • with overflow calls being answered by a customer service/dispatch representative based in Northern Utah. Customers whose calls are not able to be answered by these representatives will have the option to leave a voice message or communicate their issue/concern on a dedicated e-mail address. Both voicemails and e-mails will be responded to by Republic within one business day of message/e-mail receipt date
      • Calls will be transferred to the County only if the County is the sole entity that can answer specific questions
      • County will continue to take care of all inquiries related to new customer cart and dumpster requests
    o Penalties for non-Performance. For each and every documented instance of non-performance of the Agreement by REPUBLIC, the sums designated below shall be deducted from the payment of any invoice.
      ▪ Failure to clean-up waste or recycling spills dropped by collection vehicle: $100 per offense
      ▪ Failure to resolve collection substantiated complaint within one (1) business day: $100 per offense
      ▪ Failure to take disciplinary action against any employee due to any of the following substantiated offenses: use of loud, profane, vulgar or obscene language; soliciting gratuities for public services; refusal to collect or handle refuse as herein required; wanton or malicious damage of containers or receptacles; wanton or malicious scattering or spilling of refuse; failure to obey a justified request from a landfill employee; any other willful disregard of safety or sanitary requirements or any act constituting a public nuisance or disorderly conduct: $1,000 per offense
      ▪ Changing day of collection without notice to County and public: $1,000 per offense
      ▪ Starting route collection before 7 a.m. unless approved by the County Public Works Director: $1,000 per offense
      ▪ Intoxication of REPUBLIC employees on the job: $1,000 per offense
      ▪ Failure to collect all waste or recyclables on the day of collection unless
prior approval by the County Public Works Director, except during extreme weather conditions described in Appendix B, Section 2, Force Majeure: $1,000 per offense

- **Compensation**
  - **Weekly Residential Curbside Program:**
    - $8.72 per Residential Dwelling Unit per month1 (Includes $0.09 each for Bond, can negotiate it out)
    - Additional Residential Cart rebate to County is 40%
    - Replacement Residential Cart - $60.00 per cart
  - **Every Other Week Recycling Curbside Program:**
    - $5.41 per Residential Dwelling Unit per month
    - Additional Recyclable Cart rebate to County is 40%
    - Replacement Recycling Cart - $60.00 per cart
  - **Dumpster Program**
    - Tipping Fees – per the Three Mile Canyon Landfill published fee schedule.
    - Alternate Subscription/Opt-In Based Services
      - Weekly Green Waste Collection and Disposal - $10.00 per cart per month (served April 1 through October 31, billed all twelve months of the year).
      - Requires minimum 3500 subscriptions to initiate service
      - Requires a viable Green Waste Facility operating in Summit County
      - Define how/when subscription service will be solicited
    - Bulky Item pick up $75 fee per item for on-call.
      - See alternative proposal for details
    - Glass – Direct referral to Momentum Recycling
      - Include glass recycling information in Recycling Public Education Program
    - Curbside Food Waste Collection – Direct referral to Spoil to Soil
      - Include food waste recycling information in Recycling Public Education Program

Assuming existing levels of service, comparative cost of service is as follows:

P.O. Box 128 ∙ Coalville, UT 84017
Coalville: (435) 336-3970 ∙ Kamas: (435) 783-4351 ext. 3970 ∙ Park City (435) 615-3970
Fax: (435) 336-0823 ∙ Park City Fax (435) 615-0823
## Residential Solid Waste and Recyclable Collection Service Agreement - Staff Recommendation

### June 22, 2022

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<td>$182.76 $913.80</td>
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<tr>
<td>Front Load 6Y</td>
<td>$74.53 $2,086.84</td>
<td>$83.14 $2,327.92</td>
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<td>Front Load 8Y</td>
<td>$99.36 $12,519.36</td>
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<td>***</td>
<td>$3,644,820.60</td>
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***Republic Bond - Included in the per unit waste bin fee. Unit rate increase is $0.09 on Household Waste units to cover bond. Renegotiated if bond not required.***

- Annual Solid Waste Fee Billing Administrative Fee per Invoice is $2.85
  - Shared and coordinated messaging
  - County provided updated ownership records for invoicing
  - County provided and mailed annual flyer containing fee information
  - Past Due Accounts

- Proposed fee adjustment
  - Three percent (3%) will be implemented starting July 1, 2023 and occur each July 1st thereafter
  - Fuel Surcharge to be applied as set forth on the Fuel Surcharge Table located in Exhibit C of the Agreement
    - Based on Rocky Mountain No. 2 Diesel Retail Rack Monthly Average from the Energy Information Administration ([http://www.eia.gov/oog/info/wohdp/diesel.asp](http://www.eia.gov/oog/info/wohdp/diesel.asp))
    - See analysis below

The previous contract with Republic was adjusted annually based on the Consumer Price Index for Garbage and Trash (CPI-G/T). The last CPI-G/T percentage increase was 4.8%. Between 1983 and 2022: Garbage and trash collection experienced an average inflation rate of 4.42% per year. ([https://www.in2013dollars.com/Garbage-and-trash-collection/price-inflation](https://www.in2013dollars.com/Garbage-and-trash-collection/price-inflation)). The current CPI (all items) over this last year is 8.6%, the same CPI (all items) the previous year was 5.4% ([https://www.bls.gov/archives/cpi_07132021](https://www.bls.gov/archives/cpi_07132021)).

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In 2020 3.49%
In 2021 4.74%
In 2022 3.35%

- Current US CPI inflation, which is released monthly by the BLS, averaged 7.87% in February 2022. The US PCE inflation rate released by BEA for Q4 was 6.69% on average.
- And…

There is not a published CPI-G/T for the full period of June 2021 to June 2022 that could be found as yet. Just using a simple ratio to get an estimate as shown below:

\[
\frac{20/21\text{ CPI}}{20/21\text{ CPI-G/T}} = \frac{21/22\text{ CPI}}{21/22\text{ CPI-G/T}} \quad \frac{5.4}{4.8} = \frac{8.6}{X_{(\text{CPI-G/T})}} \Rightarrow X_{(\text{CPI-G/T})} = 7.6
\]

Used strictly as an estimate for comparison, assume CPI-G/T (21/22) may be 7.6%. Making the adjustment against the MSW Curbside Fee of $8.47 x 7.6% = $9.11; Recycle Curbside Fee of $5.15 x 7.6% = $5.54. A COST COMPARISON TABLE later in this report.

As noted above, the Republic proposal for the new contract has a 3% annual increase and a fuel surcharge. The 3% escalator takes effect in July of 2023. When the Proposals were submitted in June of 2021, the base for the fuel escalation cost was $3/gallon adding zero dollars to these rates. The proposed Fuel Escalator Table found in the proposed Agreement is roughly based on the following table:
Summit County Council
Thomas C. Fisher, County Manager
Residential Solid Waste and Recyclable Collection Service Agreement - Staff Recommendation
June 22, 2022

<table>
<thead>
<tr>
<th>Expense</th>
<th>Old</th>
<th>Incr</th>
<th>New</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fuel CPG</td>
<td>$3.00</td>
<td>$2.60</td>
<td>$5.60</td>
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<tr>
<td>Gallons Usage</td>
<td>8,930</td>
<td></td>
<td>8,930</td>
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<tr>
<td>Monthly Fuel</td>
<td>$26,791</td>
<td>$(23,219)</td>
<td>$50,010</td>
</tr>
</tbody>
</table>

8,930 Gallons is the reported average monthly fuel use to service the County.

<table>
<thead>
<tr>
<th>Revenue</th>
<th>Old</th>
<th>Incr</th>
<th>New</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rate</td>
<td>$8.72</td>
<td>$1.41</td>
<td>$10.13</td>
</tr>
<tr>
<td>Homes</td>
<td>16,530</td>
<td></td>
<td>16,530</td>
</tr>
<tr>
<td>Monthly Revenue</td>
<td>$144,142</td>
<td>$23,307</td>
<td>$167,449</td>
</tr>
</tbody>
</table>

The Escalator is only applied against the 1st MSW Can.

Fuel Prices have significantly increased since February of 2022. The following graphs are from the Energy Information Administration:

[Weekly Rocky Mountain No 2 Diesel Ultra Low Sulfur (0-15 ppm) Retail Prices]

[On-Highway Diesel Fuel Prices]

Week of  | RMD$  
---------|-------
6/13/2022 | 5.692
6/6/2022  | 5.591
5/30/2022 | 5.494
5/23/2022 | 5.498
5/16/2022 | 5.468
5/9/2022  | 5.461
5/2/2022  | 5.406
4/25/2022 | 5.154
4/18/2022 | 5.094
4/11/2022 | 5.042
4/4/2022  | 5.055
3/28/2022 | 5.044
3/21/2022 | 4.887
3/14/2022 | 4.966
3/7/2022  | 4.542
2/28/2022 | 3.976
2/21/2022 | 3.931
2/14/2022 | 3.911
2/7/2022  | 3.861
1/31/2022 | 3.757

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EIA SEES EASING OF GASOLINE, CRUDE PRICES ON THE HORIZON

Where fuel and inflation rates actually go is not known. It seems logical that if inflation (CPI) eases, so will fuel prices. Based on current information estimates, the approximate cost increase for service under this contract is shown in the COST COMPARISON table below:

<table>
<thead>
<tr>
<th>Collection Item</th>
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<th>Republic Services</th>
<th>Republic Services</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>+ Fuel Surcharge</td>
<td>Assumed CPI-G/T @ 7.6%</td>
</tr>
<tr>
<td>Solid Waste Collection (per unit)</td>
<td>$ 8.47 $90,229.32</td>
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<tr>
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<td>$149.99 $13,499.10</td>
<td>$110.85 $9,980 $161.39 $14,530</td>
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</tr>
<tr>
<td>Waste Rolloff</td>
<td>$177.45 $887.25</td>
<td>$182.76 $910 $190.94 $950</td>
<td></td>
</tr>
<tr>
<td>Front Load 6Y</td>
<td>$ 74.53 $2,086.84</td>
<td>$83.14 $2,330 $80.19 $2,250</td>
<td></td>
</tr>
<tr>
<td>Front Load hauling</td>
<td>$ 50.00</td>
<td></td>
<td>$0.00</td>
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<tr>
<td>Front Load 8Y</td>
<td>$ 99.36 $12,519.36</td>
<td>$110.85 $13,970 $106.91 $13,470</td>
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<tr>
<td>Tip Adjustment Current Contract</td>
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<td>$3,976,680</td>
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Note an assumed CPI-G/T of 6.5% equals the current Fuel Surcharge.

After analysis the data available against the fee structure proposed by Republic Services, the
Summit County Council
Thomas C. Fisher, County Manager
Residential Solid Waste and Recyclable Collection Service Agreement - Staff Recommendation
June 22, 2022

proposed terms of service, public education, performance criteria, and the changes in customer service for our residents, staff recommends the Council authorize the County Manager to sign the Summit County Services Agreement with Allied Waste Services of North America, LLC Dba Republic Services of Utah (“Republic”).

If you have any questions prior to this work session, please contact Tim Loveday or Derrick Radke, PE.

CC: file (C:\Users\DerrickR\Documents\MyDocs\Public Works\Solid Waste\Contract RFP\cc-Solid Waste Collection Contract Recommendation-draft2 dar 9-30-21.doc)