

Plan For Organized Collection of Commercial, Industrial and Construction and Demolition Debris Solid Waste

City of Red Wing, Minnesota

November 28, 2005

Introduction:

This Plan for Organized Collection of Commercial, Industrial and Construction and Demolition Debris Solid Waste (Plan) has been prepared by the City of Red Wing pursuant to the requirements of Minnesota's Organized Collection Statute (Minn. Stat. § 115A.94). Cities, along with townships and counties in Minnesota, are charged by the State of Minnesota with protecting the public's health, safety and welfare and protecting the environment. Proper solid waste collection is necessary to assure public health, safety and welfare.

Since 1948, the City crews have collected, pursuant to City ordinance, solid waste from residential dwellings in the City. In the early 1980s, pursuant to policies in the Minnesota Waste Management Act (Minn. Stat. Chap. 115A) promoting recovery of resources and energy from solid waste, the City established the Red Wing Waste-to-Energy Facility (Facility), which combusts 16,000 tons of solid waste each year and creates steam for use by the S.B. Foot Tanning Company. A significant portion of the solid waste processed by the Facility comes from City residences.

On April 11, 2005, the City Council conducted a public hearing on the potential for organizing collection of commercial, industrial and construction/demolition debris solid waste and adopted City Resolution 5372 stating the City's intent to organize collection of solid waste, which, by definition, includes commercial, industrial and construction and demolition debris solid waste generated within the City.

Planning Process:

Following the adoption of Resolution 5372, a planning period began. The Resolution invited all interested persons, including persons operating solid waste collection services, to participate in the planning process. In addition, all known solid waste haulers operating within the City were contacted by letter on June 6, 2005 to obtain input on the City's intent to organize and the City's goals for organized collection. The goals were developed to address various City concerns including the following: recoverable resources are being disposed of in landfills; commercial, industrial and construction and demolition solid waste is often being managed at the low end of the state of Minnesota's waste management hierarchy rather than being reduced, recycled or combusted to recover resources; increased landfilling may create exposure of City businesses to long-term liability for landfill remediation needs; garbage truck traffic to businesses by multiple service providers impacts the City's safety and creates excessive road wear and noise and dust. Although the organized collection statute provides for a 90-day planning period,

the City decided to extend the planning period to provide additional time and opportunity to obtain input from and the participation of interested persons, including solid waste haulers, in the development of this Plan.

The City published a draft Plan on October 10, 2005 and accepted public comments and conducted meetings with interested parties, including several solid waste haulers, through November 22, 2005. A summary of comments and the City's response to the comments was prepared and included a document dated November 28, 2005 and titled "Public Comments and City Response."

Goals:

To address the solid waste management concerns above, the City identified the following goals that the organized collection system should address:

1. Provide a means for protecting health, safety and welfare of the community;
2. Ensure that solid waste operations in the City follow the state hierarchy of waste management and comply with the Goodhue County Solid Waste Plan;
3. Limit the potential liability of the community by coordinating disposal of waste and ensuring that waste is delivered to appropriate facilities;
4. Ensure the City of Red Wing Waste to Energy Facility has an adequate supply of waste to eliminate or reduce the City taxpayer financial liability from city's general fund to support the incinerator in its operation. Maintain the City's financial investment in this facility and plan for long range financial impacts of the facility's operation and long term closure plans;
5. Ensure the reliable, regular, adequate and efficient pick-up of waste for business and industry in the City;
6. Eliminate overweight waste collection trucks on streets and/or reduce the number of trucks on City streets;
7. Conduct a regular inspection of waste collection trucks and dumpsters or other containers provided to verify their safety and reduce or eliminate pollution from leaking or poorly maintained collection equipment;
8. Protect business and industry by requiring proof of adequate insurance;
9. Monitor and better control the adequacy of commercial waste containers and their appearance;
10. License haulers operating in the management of solid waste collection and recycling collection in the City to ensure compliance with city solid waste ordinance provisions;
11. Promote waste reduction and increased recycling by City businesses and industries through on site source separation and the marketing of the re-usable products and by-products, including construction and demolition waste;
12. Promote business/industry/City partnerships to reduce disposal of waste in landfills and reuse or recycling of materials;
13. To the extent practicable, permit existing solid waste collectors to continue operating in the City.

Plan for Organized Collection of Commercial, Industrial and Construction and Demolition Debris Solid Waste

Residential Collection:

City crews since 1948 have collected solid waste generated by residential dwellings in the City. Under the Plan, this service will continue. City crews will also continue to collect recyclable materials from residential dwellings. The remainder of this Plan addresses organized collection of commercial and industrial solid waste, and construction and demolition debris solid waste.

Definitions:

“Commercial and industrial solid waste” will be defined as:

“Garbage, refuse and other solid waste from commercial and industrial activities that the generator of the waste aggregates for collection; but does not include tanning shavings, leather scraps and rubber and polyurethane composite leatherware components, auto hulks, streets sweepings, ash, construction and demolition debris, mining waste, sludges, tree waste, waste from agricultural activities, tires, lead acid batteries, motor and vehicle fluids and filters, and materials separated from solid waste by the generator that are separately collected and delivered for reuse in their original form or for use in a manufacturing process; but does include source separated compostable materials.”

“Construction and demolition debris solid waste” will be defined as:

“Solid waste resulting from construction, remodeling, and repair of buildings, roads and other structures and from demolition of buildings, roads and other structures, except for materials from such activities that are or will be separated from solid waste by the generator, separately collected, and delivered for reuse in their original form or for use in a manufacturing process. Construction and demolition debris solid waste does not include asbestos waste, lead paint or materials with lead paint, contaminated soils, or regulated hazardous waste.”

“Self-hauler” will be defined as:

“A business that, through its own employees and its own equipment, collects and transports commercial and industrial solid waste and/or construction and demolition debris solid waste that is generated by the business for proper management.”

Organized Collection Goal:

Licensing is the first step the City needs to take to protect the health, safety and welfare of the community. However, licensing alone cannot assure the community's health, safety and welfare since it does not address other key goals for solid waste management in the City. Of greatest concern is the City's desire to ensure that solid waste is managed in accordance with the State's waste management hierarchy under Minn. Stat. § 115A.02, and ensuring recovery of resources from solid waste that cannot otherwise be reduced or recycled. Since the City is committed to following the State's hierarchy for solid waste management and to complying with the Goodhue County Solid Waste Plan, organized collection is necessary to assure that the hierarchy and County Plan are followed. The City, through organized collection, hopes to effectively partner with businesses and industries and haulers to reduce disposal of waste in landfills and instead implement the hierarchy.

Recycling Requirements:

The City will require all generators of commercial and industrial solid waste and construction and demolition debris solid waste to recycle in order to meet the City's recycling goal of 50% in 2006. In addition, the City's construction and demolition debris recycling goal shall increase 10 percent annually beginning in 2007, and each year following until a goal of 90 percent recycling is met.

When contracting with haulers to provide collection services, the City will require haulers to collect recyclables from all generators, unless the generator or collector can demonstrate that the recyclable materials are or will be separated from solid waste by the generator, separately collected, and delivered for reuse in their original form, or for use in a manufacturing process.

Service District:

Collection of commercial, industrial and construction and demolition debris solid waste will be organized via establishment of one service district that encompasses the entire City.

Role of City Crews:

As part of their current residential routes, City crews will collect commercial and industrial solid waste generated in the City with existing equipment. City crews collecting commercial and industrial solid waste with existing trucks and routes maximizes the efficiency of the collection system, results in less truck traffic and wear and tear on roads, less noise and other environmental impacts and provides higher level of safety for City residents.

However, because City crews cannot collect commercial and industrial solid waste stored in containers requiring front-end loaders, such commercial and industrial solid waste collection will be provided as described in item 1, below.

Private Hauler Collection Services:

Upon implementation of organized collection, licenses for solid waste haulers for collection of commercial and industrial solid waste and construction and demolition debris solid waste will only be granted to haulers selected for contracts with the City or to self-haulers that apply to contract with the City to self-haul solid waste generated by the self-hauler. The City will seek to contract with haulers to provide the following specific services not otherwise provided by City crews as outlined above:

- 1) Services for collecting commercial and industrial solid waste generated by businesses for collection in front-end loaded dumpsters and other special containers will be needed. The City will broadly request proposals from and contract with one or more haulers to provide collection and transportation services for front-end loaded dumpsters, other special containers and other supplemental solid waste collection and transportation needs. The contract(s) will include goals for recycling and recycling services, if not otherwise provided by the generator or other collector, and working closely with businesses to develop a solid waste management plan, thereby reducing their total solid waste generation. There will also be a contractual requirement that all waste collected be delivered to the Facility to ensure recovery of resources from the waste and to minimize the City's liability for such waste.
- 2) Services for construction and demolition debris collection and transportation will be needed throughout the City's service district. The City will broadly request proposals from and contract with one or more haulers to provide collection and transportation services for construction and demolition debris generated by City residents and businesses. The contract(s) will include goals for recycling and recycling services, if not otherwise provided by the generator or other collector, and working closely with businesses to develop a solid waste management plan, thereby reducing their total solid waste generation. The contract(s) will require that any construction and demolition debris that is not recyclable, but is processible at the Facility, be delivered to the Facility. All other construction and demolition debris collected by the haulers will be managed consistent with the City's contracts with recycling and disposal facilities.
- 3) The City will contract with qualified self-haulers to collect and transport their commercial and industrial solid waste and construction and demolition debris solid waste. There will be a contractual requirement that all of their self-hauled waste be delivered to the Facility to ensure recovery of resources from such waste and minimize the City's liability for such waste. The contract will also include goals for recycling of such wastes, if not otherwise provided by the self-hauler,

and a requirement for the self-hauler to develop a solid waste management plan designed to reduce their total solid waste generation.

Billing and Payment:

The City will bill directly all City generators for services provided by City crews and City-contracted haulers. Bills will include a comprehensive fee itemized for all services provided, including processing or disposal services. Haulers will be compensated for their collection and transportation services from the revenues obtained through the billing system. Processing and disposal services will be separately contracted for by the City and will be separately paid by the City using revenues from the City billing system.