RES PH 16-174 -ORGANIZED TRASH COLLECTION REPORT ON COMMUNITY INPUT AND DRAFT GOALS

Saint Paul Public Works

## Organized Trash Collection in Saint Paul Report on Community Input and Draft Goals and Objectives

On February 24, 2016, the Saint Paul City Council passed a resolution directing the Saint Paul Department of Public Works to solicit input from residents using a variety of techniques in order to develop draft goals and objectives for implementing a system of organized trash collection (OTC) within the city of Saint Paul.

In its most simple terms, organized trash collection is a system for collecting trash in which one or multiple trash haulers are authorized to collect trash from a specific service area or collection zone. In an organized system, the city negotiates and ultimately holds a contract with one or multiple haulers. A designated hauler would pick up the trash from a neighborhood on a set day, for a set price.

Currently, Saint Paul has an open system of trash collection resulting in the need for individuals to contract with their own hauler. With no designated collection days or zones, this results in many haulers servicing each neighborhood across the city

This report describes the methods that Public Works employed to solicit feedback; summarizes the feedback received; and offers draft goals and objectives to the City Council should they decide to proceed forward with implementing an organized trash collection system.

# **History and Background**

In 2011, the Minnesota Pollution Control Agency (MPCA) adopted the <u>Metropolitan</u> <u>Solid Waste Management Policy Plan 2010 – 2030</u> which set aggressive objectives for local governments for waste reduction, recycling, and organics recovery. These services are important components of the solid waste system to improve public health, reduce reliance on landfills, conserve energy and natural resources, and reduce pollution and greenhouse gas emissions.

In response to these new objectives, in 2013 the City of Saint Paul contracted with Wilder Research to conduct a study to identify the most effective strategies to meet the needs of the community and reach waste reduction and diversion goals. The study was conducted with surveys, focus groups and one-on-one interviews. The <u>Recycle it</u> <u>Forward: A Comprehensive Assessment of Recycling and Waste Management</u> report recommended that the City: 1) launch a major educational campaign to inform residents and reinvigorate their enthusiasm around recycling; 2) expand the number of plastic materials collected for recycling; 3) transition to single-sort recycling collection system with wheeled, lidded carts; 4) transition to a source-separated organics collection system; 5) diversify bulky waste management to offer more convenient disposal and reuse options; 6) coordinate (organize) trash collection to lower costs, reduce redundant truck traffic, and design trash pricing to incentivize recycling.

The Wilder Research study initiated a review of all city solid waste services. In 2014, in order to address the needs of the community and the recommendations within the report, the city initiated program improvements allowing residents to commingle materials and recycle more types of plastic items. In addition the city launched the All In Program brand to increase education and outreach.

Also in 2014, the Saint Paul City Council adopted waste diversion goals for the city, calling for a 50% waste diversion goal by 2020 and an 80% diversion goal by 2030. The establishment of these solid waste diversion goals cemented the city's commitment to improving and expanding opportunities in the community to reduce waste, recycle more and divert more organics from the waste stream.

Continuing on the trajectory of program change, in November 2015, the city released a Request for Proposals (RFP) for collection and processing of recyclables in an effort to expand recycling opportunities and make recycling more convenient and cost-effective for Saint Paul residents. The successful responders will begin their operations in January of 2017 with wheeled, lidded carts collected in the same location as trash. The city is also working in conjunction with Ramsey County to study methods for the collection of organic materials from residential properties.

While the recycling and organics programs can result in increased participation and a reduction in materials going to incinerators or landfills, a holistic system-wide approach to solid waste, including residential trash collection, is considered the key to meeting waste reduction and diversion goals.

The city is also responding to the interests and concerns about solid waste issues that have been expressed by our residents. In addition to the Wider Research study, a recent study completed by the Macalester Groveland Community Council with grant assistance from the Minnesota Pollution Control Agency, <u>Taking Out the Trash: An</u> <u>Investigation into Trash Collection in St. Paul</u> (2015) has indicated that residents are looking for the benefits that an organized trash collection system can provide.

The Department of Public Works employed four key methods to solicit feedback and information from residents regarding their priorities around trash collection:

- A survey asking residents to tell the city how important various aspects of trash collection are to them;
- Comments collected through Open Saint Paul, mailed surveys, e-mail, phone calls and letters;
- Face to face interactions at neighborhood meetings, local events, and with specific stakeholder groups; and
- The collection of residential trash collection bills in order to collect baseline information about what Saint Paul residents are currently paying for trash collection service.

# **Resident Survey**

A survey of residents soliciting their opinions about which features of trash service are important to them was conducted over the months of March and April 2016. Residents could respond to the survey using either of two methods: 1) a written questionnaire that could be sent to Public Works via regular mail or turned in to staff at community meetings or events; 2) an electronic questionnaire available through the city's Open Saint Paul discussion site.

Both versions of the questionnaire asked the same questions requesting residents to rank several aspects of trash collection on a 1 to 5 scale (with 1 being least important and 5 being most important). At the request of the city council, the questionnaire also included questions related to alley plowing.

A public information campaign was utilized to encourage residents to complete the survey and also to send in their trash collection bills. The campaign included:

- General information posted on the city's Organized Trash Collection web page;
- Notice to traditional, local media outlets with newspaper articles appearing in the major daily newspapers and several community newspapers;
- Advertising through free social media including the city's Facebook page and Twitter account;
- Paid social media to target specific zip codes and demographics (generating 25,793 impressions and over 1,000 connections to the information web page)
- Articles on city council and district council websites and in district council news outlets;
- Printed informational brochures (including the written survey) that were made available in each of the city council offices, district council offices, all city library buildings, and at several neighborhood events;
- A direct mail piece that was sent to 4000 households in areas of the city where the initial response rate was lower;
- Direct outreach and focus groups through trusted, multi-cultural community organizations; and
- One-on-one conversations at several community meetings and events.

This outreach resulted in 147 written responses to the survey and 1,836 responses through Open Saint Paul, the largest community response on Open Saint Paul to date. The written responses were added to the Open Saint Paul format for tabulation and analysis.

Of those who provided optional demographic information on Open Saint Paul, 51% were female; 49% were male. Those who provided demographic information also hailed from each of the city's 7 wards:

| Ward 1 | 47  |
|--------|-----|
| Ward 2 | 51  |
| Ward 3 | 94  |
| Ward 4 | 103 |
| Ward 5 | 43  |
| Ward 6 | 35  |
| Ward 7 | 32  |

The following are the key items residents consider when choosing a trash hauler as collected through the community survey. The items are ranked by the percentage of respondents considering it important or very important. The full survey results are available at www.stpaul.gov/open.

|      |                                           | High or   | Neutral | Low or   |
|------|-------------------------------------------|-----------|---------|----------|
| Rank | Item                                      | Very High |         | Very Low |
| 1    | Consistent, Quality Customer Service      | 89.9%     | 6.3%    | 3.1%     |
| 2    | Stable, Uniform Rates                     | 81.5%     | 11.5%   | 9%       |
| 3    | Reasonable, Low Cost                      | 79.7%     | 14.6%   | 4.8%     |
| 4    | Reduction in Illegal Dumping              | 61.4%     | 19.1%   | 17.8%    |
| 5    | Financial Incentives to Recycle More      | 61%       | 17.9%   | 19.5%    |
| 6    | Reducing Wear & Tear From Truck Traffic   | 60.3%     | 16.8%   | 21.3%    |
| 7    | Pollution Concerns Related to Trucks      | 58.7%     | 16.1%   | 24.2%    |
|      | Options for Convenient Disposal of Bulky  |           |         |          |
| 8    | Items                                     | 58.1%     | 23.2%   | 17.6%    |
|      | Opportunities for Small, Local & Minority |           |         |          |
| 9    | Owned Trash Haulers                       | 58%       | 22.7%   | 18.2%    |
| 10   | Noise Concerns Related to Trucks          | 52.1%     | 17.3%   | 29.1%    |
| 11   | Safety Concerns Related to Trucks         | 42.2%     | 20.4%   | 35.1%    |
|      | Easy Access for New Residents & Non-      |           |         |          |
| 12   | English Speakers                          | 41.4%     | 28.5%   | 27.6%    |
| 13   | Individual Choice of Hauler               | 33.9%     | 13.1%   | 51.8%    |

When asked to further identify which aspects of customer service were important, the following aspects of customer service are listed in rank order by the percentage of respondents considering them important or very important.

| Rank | Item                                          | High or<br>Very High | Neutral | Low or<br>Very Low |
|------|-----------------------------------------------|----------------------|---------|--------------------|
| 1    | Ability to Talk to a Person                   | 74.9%                | 16.8%   | 11.3%              |
|      | Ability to Set Out Extra Bags with No         |                      |         |                    |
| 2    | Additional Charge                             | 55.9%                | 22.3%   | 21.6%              |
|      | Ability to Pay Extra for Large, Special Clean |                      |         |                    |
| 3    | Out Service                                   | 52.1%                | 27%     | 19.5%              |
| 4    | Carts Left in Same Location After Pickup      | 50.3%                | 25.5%   | 23.7%              |

Residents were also asked questions about alley snow plowing.

When asked if their alley gets plowed, the respondents answering the question responded:

| YES | 67.9% |
|-----|-------|
| NO  | 32.1% |

A significant number of respondents (863 or 43.5% of total respondents) did not answer the question. Many of those respondents indicated that they did not have an alley.

Those who responded YES to the question were asked to identify who plows the alley. They responded:

| You/Your Neighbor | 10.6% |
|-------------------|-------|
| Private Company   | 58%   |
| I Don't Know      | 9.1%  |
| Other             | 22.3% |

Those who responded NO were asked to check off barriers to having the alley plowed. They responded:

| I Don't Understand the System or    |       |
|-------------------------------------|-------|
| How it Works                        | 11.9% |
| No One Has Asked Me to Contribute   | 24.6% |
| I Am Unable to Pay For the Services | 8.5%  |
| Other                               | 70.5% |

When asked to provide comment about other reasons the alley does not get plowed, the most common comments related to the difficulty of organizing neighbors and receiving payment. Others indicated that they didn't want or need alley plowing. A tally of the comments related to alley snow plowing is included in the Resident Comments section of this report.

When asked how important it is for residents to have their alleys plowed for personal vehicle accessibility, trash removal services, emergency service vehicles, and pedestrian mobility, respondents indicated:

| Very Important  | 56%   |
|-----------------|-------|
| Important       | 11.8% |
| Neutral         | 9.1%  |
| Less Important  | 3.8%  |
| Least Important | 19.3% |

# **Resident Comments**

In addition to the survey information, residents offered comments on organized trash collection through a variety of methods including:

- Phone calls
- E-mails
- Letters
- Tweets
- Through the Open Saint Paul Survey
- Notes on the bottom of mailed surveys
- Notes on mailed bills

Public Works did not specifically request comments, so not all respondents provided them. However, the following is an attempt to capture a number of the major sentiments expressed through the public commentary received. The number following the topic area is the number of comments received on that topic.

| Overall Sentiment Regarding OTC                                | # of Comments |
|----------------------------------------------------------------|---------------|
| I support organized trash collection                           | 76            |
| I oppose organized trash collection                            | 44            |
| I want to have a choice of hauler                              | 37            |
| I oppose city/government mandate                               | 36            |
| Competition is good/less competition is bad                    | 15            |
| OTC has environmental benefits                                 | 13            |
| Compare/miss OTC from another city                             | 11            |
| Regarding Trash Haulers                                        |               |
| I like my current hauler                                       | 75            |
| I want to support local, small, independent hauler(s)          | 42            |
| OTC will put small, local, independent haulers out of business | s 17          |
| OTC will create a monopoly of large, national haulers          | 15            |
| Our block/neighbors have organized for a hauler                | 12            |
| I have had bad experience with a previous hauler               | 10            |
| Like that hauler takes garbage to burner/Newport               | 7             |
| Cost                                                           |               |
| OTC will cost me more                                          | 30            |
| I want cheaper service/not pay more for service                | 18            |
| OTC will cost me less                                          | 11            |
| I want to see as part of property taxes or ROW assessment      | 5             |
| I want a consistent cost                                       | 3             |
| Charge for individual trash bags                               | 3<br>3<br>2   |
| Concern will have to pay whether or not needed                 | 2             |

| Container Size-Frequency of Service<br>I want option for shared/low volume/on-call service<br>I only generate a small amount of trash<br>Want option to take own trash<br>Want different size containers (larger or smaller)<br>Want option to suspend service if out of town<br>Want option to opt out<br>Want options for every-other week/less frequent service | # of Comments<br>53<br>40<br>13<br>7<br>7<br>6<br>5 |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------|
| Additional Services Important/Want to See<br>Yard waste collection<br>Incentives to reduce waste<br>Organics collection<br>Bulky or special items                                                                                                                                                                                                                  | 23<br>15<br>6<br>8                                  |
| Like current ability to add items<br>Coordination of trash and recycling days<br>Special arrangements for less able-bodied<br>Want pick up from alley<br>Senior discount                                                                                                                                                                                           | 5<br>4<br>3<br>2                                    |
| Customer Service<br>My current hauler has excellent customer service<br>OTC will mean less customer service<br>Encourage good customer service                                                                                                                                                                                                                     | 10<br>7<br>7                                        |
| <b>Issues with current open system</b><br>Too many trucks in alley or streets<br>Noise<br>Dumping                                                                                                                                                                                                                                                                  | 42<br>9<br>5                                        |

Single residents commented on arbitration clauses, didn't know they could find a better price, service areas should be equitable for haulers, don't like contracts, want city employees to pick up, prefer pickup from street not alley.

In addition to comments from residents on OTC, Public Works received a number of comments on alley snow plowing. The following is an attempt to capture the sentiments expressed by residents on alley snow plowing.

| Would like to see city organized alley plowing                    | 25 |
|-------------------------------------------------------------------|----|
| It is difficult to organize and collect payment for alley plowing | 25 |
| Don't want or need alley plowing                                  | 14 |
| Current system is unrealistic/unworkable                          | 11 |
| l (or my neighbor) do our alley plowing                           | 6  |
| I can't afford to pay for alley plowing                           | 2  |
| I would like to see garbage service and alley plowing combined    | 2  |
| Don't like my current snow removal service                        | 2  |

Single residents commented that organized alley plowing would be too slow, want alley plowing for no charge, and asked why alley plowing isn't included in the city's Right of Way assessment services.

# **Community Outreach**

Public Works staff participated in a series of community outreach activities to answer questions related to OTC, solicit feedback from residents, and encourage completion of the survey. Invitations to meet were extended to all of the district councils and to several community organizations. Language specific focus groups and meetings were offered through community trusted, multi-cultural partners. Below is a list of the larger meetings and presentations that have taken place to date.

| Date              | Time               | District               | Event                                                         | Outreach Strategy                                           |
|-------------------|--------------------|------------------------|---------------------------------------------------------------|-------------------------------------------------------------|
| 2/23/2016         | 6:30 PM            | District 15            | Highland District Council<br>Community services Committee     | Presentation/ Q A                                           |
| 3/6/2016          | 2:00 PM            | District 7             | Frogtown Green Gathering                                      | Tabling                                                     |
| 3/7/2016          | 6:30 PM            | District 6             | District 6 Board meeting                                      | Presentation/ Q A                                           |
| 3/26/2016         | 12:30 -<br>3:30 pm | District 13            | Fix-It Clinic                                                 | Tabling                                                     |
| 3/28/2016         | 6:30 PM            | District 11            | Environment Committee Meeting                                 | Presentation/ Q A                                           |
| 4/4/2016          | 6:00 PM            | District 6             | Taste of North End Annual Meeting                             | Tabling                                                     |
| 4/6/2016          | 7:30 PM            | District 13            | Union Park Board Meeting                                      | Presentation/ Q A                                           |
| 4/14/2016         | 6:30 PM            | District 14            | Board Meeting                                                 | Panel Discussion                                            |
| 4/17/2016         | 1:00 PM            | District 10            | Sunday Series - Recycling,<br>organized trash, organics, etc. | Panel Discussion                                            |
| 4/19/2016         | 6:30 PM            | District 5             | Environment Committee Meeting                                 | Presentation/ Q A                                           |
| 4/20/2016         | 6:00 PM            | City Wide Participants | Focus Group @ CLUES                                           | Focus Group Discussion plus survey                          |
| 4/23/2016         | 9 am -<br>2pm      | DISTRICTS 15 & 14 +    | Home Improvement Fair                                         | Tabling                                                     |
| Multiple<br>Dates | Multiple<br>Times  | City Wide Participants | Hmong American Partnership                                    | Connection with<br>Established Homeowner<br>Groups, Surveys |

# **Trash Hauler Meetings**

Public Works staff also requested meetings with each of the city's currently licensed, residential trash haulers in order to get their feedback regarding OTC. Staff met with 12 of the 14 licensed, residential haulers. Some of these meetings occurred in groups, some were with individual haulers.

Saint Paul currently has 14 licensed, residential haulers. Four of the haulers are considered to be National/Regional haulers. Ten are considered to be Local/Independent haulers.

Many of the sentiments expressed about OTC are similar for both the local and national haulers. However, there are some aspects of OTC that are more concerning to one group or the other. Below is a summary of the major comments that came out of the hauler meetings.

## Concerns

- Lack of ability to expand or grow business was a concern expressed by both the local/independent and national/regional haulers. If the city proceeds forward with a consortium model, as described in Minnesota Statute 115A.94, the current market share held by each of the current haulers would remain static for the length of any agreement with the city. While this secures an account base during the term of the contract, it does not allow for any business expansion.
- **Speed of the process.** Some of the haulers expressed concern that the 60 day process required by Minnesota Statute 115A.94 would not provide adequate time for the consideration of a consortium model. There was concern that the city might speed through this process in order to put OTC out to bid.
- Larger companies are in a better position to absorb lower rates. The local/independent haulers expressed concern that national/regional haulers can absorb lower rates more easily. They also know that the national/regional haulers hold a larger portion of the market share in Saint Paul. The local/independent haulers are concerned that if a process is established that apportions votes by market share, the national/regional haulers may hold out for lower prices in order to drive OTC out to bid.
- The potential inclusion of a city requirement for **Labor Peace Agreements** was a concern to the national/regional haulers. Local/independent haulers were less concerned that as an issue or barrier. There were questions about what might be required under a labor peace agreement and what the city would consider as a "living wage" salary.

- Some haulers indicated that the inclusion of **performance bonds and/or high insurance requirements** could present a hardship for smaller, local/independent haulers.
- Some haulers indicated a concern about potential **Hauling Routes.** There was recognition that some areas of the city present more difficulties for haulers than others (more/less dense, narrower alleys, more large or bulky items, higher volumes of trash, etc.). Several indicated concern about working within the current recycling routes and days for collection. They suggested adjusting recycling routes to coincide with trash collection.
- Haulers had a number of questions regarding how the city plans to address **organics collection** and expressed concerns about the lack of infrastructure such as a transfer station.
- **Transfer station capacity** could be an issue if all haulers would be required to use a single location within the city.
- With the Ramsey Washington Energy Board now owning the **Recycling and Energy Center** in Newport, building renovations, upgrades and timing for new tip fees are uncertainties that could be problematic for setting a price for a consortium model.

## Other feedback

- Most of the haulers agree that there can be **increased efficiency** for them in having an organized route(s) within the city. Several of them have made efforts to consolidate their business within certain neighborhoods in the city to reduce costs.
- Some haulers indicated that **City owned carts** would be a preference under an organized system. Others were concerned about the amount of investment that had been made in existing carts.
- Several haulers indicated that there would be a preference for the **City to handle customer billing.** They indicated that this would provide more reliable income for the haulers and may help lower prices, as they would be less concerned about delinquent customers.
- As a rule, the haulers indicated the need for maintaining high quality hauling service and high quality customer service.
- One hauler indicated that the **fees charged in the Saint Paul market are artificially low** due to the large number of haulers operating within the city. They suggested a cap on the number of haulers operating.

- Some of the haulers have indicated that **the industry is changing** and that there is a need to be adaptable to keep up with those changes.
- In general, the **trash haulers take great pride** in the work that they do, many of them being in the second or third generation of business ownership.
- The haulers wanted to see the **alleys** plowed but were not necessarily interested in providing that service.

# **Trash Bill Analysis**

Public Works staff requested that residents send copies of their trash bills to the City for review. This exercise was undertaken to get an understanding of the average fee for trash collection within the city and to develop an awareness of the range of fees residents are charged.

Public Works Staff were fortunate to have the assistance from a cohort of University of Minnesota's Humphrey School of Public Affairs Policy Fellows who were interested in learning about the policy creation and public information aspects of OTC. The fellows entered all of the data collected from resident bills and provided the initial analysis of the information. In addition, the fellows created a trash bill information sheet for the Public Works website and conducted interviews with City of Minneapolis staff about the inclusion of Labor Peace Agreements within their trash collection contracts.

Data analyses were conducted on trash invoices and bills sent to city staff from residents. These data summaries and analyses are based only from a snapshot of residents who sent their bills to the city. There is not enough data to claim statistical significance on any metric or to show true representation of all city residents. The information should be viewed as "snapshots of those invoices submitted voluntarily." At least one bill was received for all 14 haulers and from 10 different zip codes.

## **Data Transfer Process**

City staff sent the invoices received from residents to the data analysts. The data from the files were manually transferred to a spreadsheet for analysis. When possible, city staff contacted residents to request missing data elements, such as zip code and size of trash can.

## **Overview of Data Processed**

As shown in Table 1, from the 274 invoices processed, analyses were conducted based on the respective number of invoices that contained the relevant data points. In some cases, invoices were not processed because the data was not comparable. For example, in some cases the cost for trash was combined with a yard waste service. In other cases, an irregular can size was used so the invoices was not included for processing.

|                       | Invoices<br>processed | All data<br>elements<br>present | Missing zip<br>code only | Missing<br>can size<br>only | Contain regular<br>can size,<br>frequency, and<br>amount | Contain regular can<br>size, frequency,<br>amount, and zip |
|-----------------------|-----------------------|---------------------------------|--------------------------|-----------------------------|----------------------------------------------------------|------------------------------------------------------------|
| Number of<br>invoices | 274                   | 213                             | 17                       | 37                          | 214                                                      | 199                                                        |

Sample Size Totals and Missing Data Elements Overview (Table 1)

### Terms

*Total Cost* represents the total price the customer paid including all taxes, net discounts, and additional surcharges from the hauler. Taxes included on all bills include: 1. Minnesota State Tax (9.75%) credited to the State Environmental Fund and 2. County Environmental Charge (CEC). The CEC rate is 28% for residential customers and funds the Ramsey Washington Recycling and Energy Board's Recycling and Energy Center and supports Ramsey County's household hazardous waste, yard waste and organic waste collection programs. The tax is applied to trash collection and disposal service, fuel surcharges, account start-up or cancellation fees and any other administrative fees.

*Surcharges* represent any additional fees or surcharges as set by the hauler. Some haulers do not charge additional fees. Surcharges are most often described as environmental fees, admin fees, and fuel surcharges. Added charges do not include county and state taxes.

*Weighted Average Price* is the average adjusted price figure for can size. Calculations were made on the assumption of 78,200 dwellings. We understand that the weighted average price is an industry standard calculation.

### **Primary Findings**

Figures 2-4 are based on 214 invoices that contained the critical data elements of 1) a regular can size, 2) frequency, and 3) amount.

| Invoice  | breakdown  | hv  | Can | Size | (Tahle 2) |
|----------|------------|-----|-----|------|-----------|
| IIIVUICE | DIEUKUOWII | IJУ | cun | JIZE | (10010 Z) |

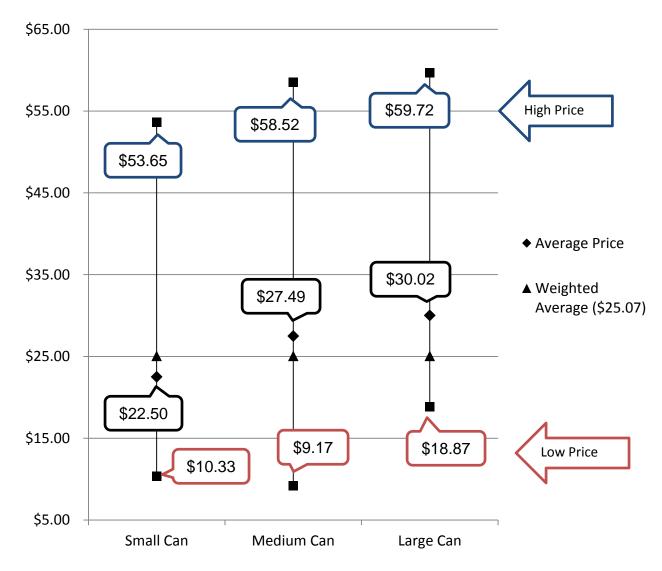
|                    | Small (30-38 gallons) | Medium (50-68 gallons) | Large (90-96 gallons) |
|--------------------|-----------------------|------------------------|-----------------------|
| Number of invoices | 118                   | 68                     | 28                    |

### Monthly Price Breakdown Table (Table 3)

|                       | Small (30-38 gallons) | Medium (50-68 gallons) | Large (90-96 gallons) |
|-----------------------|-----------------------|------------------------|-----------------------|
| High monthly price    | \$ 53.65              | \$ 58.52               | \$ 59.72              |
| Average monthly price | \$ 22.50              | \$ 27.49               | \$ 30.02              |
| Low monthly price     | \$ 10.33              | \$ 9.17                | \$ 18.87              |
| Median price          | \$ 22.00              | \$ 27.19               | \$ 27.23              |

#### High Price to Low Price Differential (Table 4)

|            | Small (30-38 gallons) | Medium (50-68 gallons) | Large (90-96 gallons) |
|------------|-----------------------|------------------------|-----------------------|
| Difference | \$ 43.32              | \$ 49.35               | \$ 40.85              |



#### Monthly Price Range and Average Breakdown Chart (n=214 invoices) (Figure 1)

## **Secondary Findings**

The following graphs and calculations used bills that contained required data elements. See respective sample size used for each figure.

|       | Total | Small Can | Medium Can | Large Can |
|-------|-------|-----------|------------|-----------|
| 55102 | 10    | 4         | 3          | 3         |
| 55103 | 20    | 13        | 6          | 1         |
| 55104 | 23    | 14        | 6          | 3         |
| 55105 | 39    | 22        | 11         | 6         |
| 55106 | 29    | 14        | 11         | 4         |
| 55107 | 3     | 3         | 0          | 0         |

Count of Submitted Invoices by Zip Code (total=199) (Table 5)

| 55108 | 10 | 5  | 3  | 2 |
|-------|----|----|----|---|
| 55116 | 15 | 9  | 3  | 3 |
| 55117 | 32 | 15 | 14 | 3 |
| 55119 | 17 | 10 | 4  | 3 |
| 55124 | 1  | 0  | 1  | 0 |

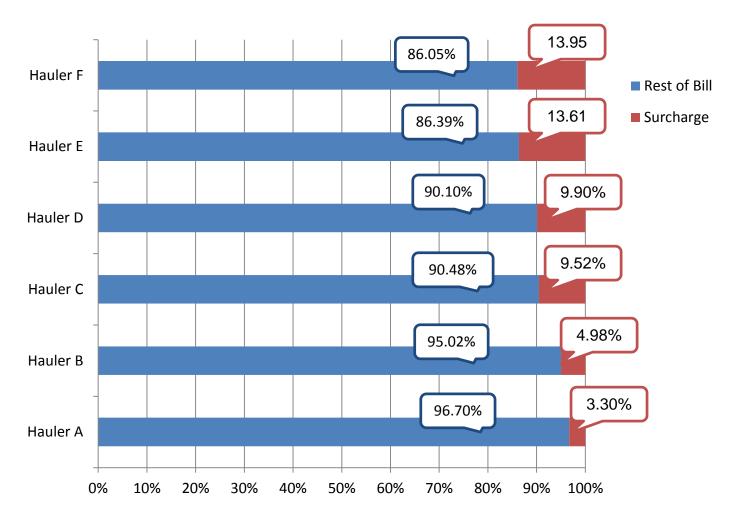
Average Price for Small Can with Minimum of 10 Invoices (Table 6)

|       | Number of<br>Invoices | Average Price for<br>Small Can |
|-------|-----------------------|--------------------------------|
| 55103 | 13                    | \$ 22.25                       |
| 55104 | 14                    | \$ 23.96                       |
| 55105 | 22                    | \$ 22.63                       |
| 55106 | 14                    | \$ 22.23                       |
| 55117 | 15                    | \$ 21.94                       |
| 55119 | 10                    | \$ 21.80                       |

Surcharges by hauler as represented as a share of total bill (total invoices=135) (Table 7)

|          | Count of invoices | Average Percent<br>Surcharge as a Portion of<br>Total Bill |
|----------|-------------------|------------------------------------------------------------|
| Hauler A | 17                | 3.30%                                                      |
| Hauler B | 20                | 4.98%                                                      |
| Hauler C | 30                | 9.52%                                                      |
| Hauler D | 26                | 9.90%                                                      |
| Hauler E | 20                | 13.61%                                                     |
| Hauler F | 22                | 13.95%                                                     |

Surcharges by hauler as represented as a share of total bill (total invoices=135) (Figure 2)



## **Summary of Observations**

The most notable characteristic is the range in pricing for the same can size. As shown in Figure 1, customers paying the lowest price submitted paid \$40.85-\$49.35 per month less than the highest paying prices submitted, depending on can size. While the high and low prices are anomalous, it does demonstrate the potential for great variation. The median price was not included on Figure 1 as it was so close to the average, the markers overlapped. For reference, the median is listed in Table 3.

Variation also exists both among haulers who itemize a surcharge on the invoices (6 haulers apply surcharges and 8 do not) and within the amount (see Table 7 and Figure 2). Among haulers listing a surcharge, the percentage share of the bill ranges from 3.30% to 13.95%.

No notable differences (Table 6) were evident among average prices for small cans when broken down by zip codes from which at least 10 invoices were present. The sample sizes of invoices were quite low after sorting by zip code and can size, as seen in Table 5.

## **Irregular Charges**

There an additional 20 invoices of irregular charges, often as one-time pickup. Most bills were from \$3.00-\$35.00 for miscellaneous pickups such as an appliance. But the exceptions we noticed were some high charges for annual yard pickup of \$97.00-\$257.00. This made analysis difficult, but would translate to an additional charge of \$8.09-\$21.42 per month for some residents.

# **Goal Recommendations**

There are several procedural steps a city must take before it is authorized to adopt organized collection of solid waste. These procedures are spelled out in Minnesota State Statute 115A.94 Organized Collection.

Subdivision 4d of the statute requires that a city or town with more than one licensed collector must notify the public and all licensed collectors in the community of the city's intent to consider organized collection. The city must also provide a 60-day period in which meetings and negotiations shall occur exclusively between the currently licensed collectors to develop a proposal to collect solid waste from designated sections of the city. This proposal shall include city identified priorities including issues related to zone creation, traffic, safety, environmental performance, service provided, and price.

Based on the information received through community feedback and prior values expressed by the Saint Paul City Council, the Department of Public Works recommends that, if the City Council proceeds forward with the consideration of Organized Trash Collection (OTC), they adopt the following goals for consideration in negotiations with trash collectors.

A measure of importance has been assigned to help identify those goals that should be given a higher priority during negotiations:

1 = Key Priority2 = High Priority3 = Would Like to Achieve

## **Zone Creation**

- Maintain opportunities for small, local, minority and women owned trash haulers

   (1)
- Support living wage jobs and labor peace agreements (1)
- Create zones that fairly recognize differing neighborhood characteristics and complications (2)
- Coordinate trash and recycling collection days (3)

### **Traffic & Safety**

- Reduce the number of trucks on alleys and streets (1)
- Reduce noise from equipment and operations (2)

## **Environmental Performance**

- Create routes that minimize the use of fuel and air pollution (1)
- Provide financial incentives to residents to recycle more and divert organic material from the waste stream (1)
- Process trash at Ramsey Washington Recycling and Energy Center (1)
- Use of trucks that utilize best environmental fuel technology (i.e. biogas, compressed natural gas) (3)

### **Service Provided**

- Provide customer service that includes ability to talk to a customer service representative (1)
- Provide options for the disposal of bulky items such as appliances, mattresses, tires, etc. (1)
- Provide consistent customer service across the city (1)
- Provide options for the disposal of yard waste (2)
- Improve access to information for non-English speakers (2)
- Provide arrangements for pickup from less able-bodied residents (2)
- Provide option to increase amount of material removed (i.e. extra bag) (3)

### Price

- Provide stable and uniform rates for residents throughout the city (1)
- Reduce costs for a majority of residents (1)
- Provide prices for different size containers (1)
- Provide options for less frequent or temporary suspension of service (3)

### **Alley Snow Plowing**

The City Council requested that Public Works solicit feedback from residents about alley plowing within the city. Residents did express some interest in seeing a more coordinated system for alley plowing. However, given the complexity involved in creating such a system, Public Works would recommend that any consideration of the coordination of alley snow plowing be considered separately from the discussion OTC.