

## Collection Systems

### Overview

When residents, businesses, industries and institutions have materials that are no longer of value to them they make decisions on how to manage those materials. They can take it upon themselves to transport the materials to one of several diversion or disposal options or can arrange for a third party to handle those materials for them. For purposes of this technical paper the term waste “collection” will refer to both the gathering of solid waste or recyclable materials (including yard waste) into a truck by a private hauler and the transport of these materials to a management or disposal facility. Waste generators begin this process by determining how they wish to sort or manage materials and then contracting with a service provider to take the materials from an agreed upon location, on an agreed upon schedule or frequency, to the selected management/disposal location. In the case of multi-family residences, rental properties, and some small businesses, the contracting element may be handled by another entity (e.g., apartment complex agent/manager, property owner, or property manager). Typically the waste collection process involves the waste generator placing materials in a bin, container, bag or similar enclosure that the third-party collection firm has agreed will be used. Certain materials (e.g., bulky items) may not require containers, but this aspect of waste collection is not discussed further in this paper.

Once the materials have been consolidated into an acceptable/agreed upon container there may be a variety of pick-up alternatives, depending upon type of service, frequency of collection, and volume of waste. All such options ultimately place the material on a truck, which is then used to transport the waste to its final destination.

Article VIII of the City Charter defines the City’s powers as it relates to refuse collection, utilization and disposal as well as the segregation of garbage prior to collection. Section 11a of the City Charter states:

*“The City shall have power to provide for garbage and refuse collection and utilization or disposal. The City council shall have power, by ordinance to prescribe and enforce methods of segregation of different kinds of garbage by residents of the city, to provide for the collection of garbage and refuse either by equipment owned and operated by the city or by letting contracts therefor; to divide the city into convenient garbage districts. ...The notice shall specify the district or districts to be covered by the contract and the term thereof, which in no case shall exceed one year. ....If the city provides for the collection of garbage and refuse in a district, either by city equipment or by contract, it may prohibit collection thereof within such district by any other person.*

*The council may by ordinance fix charges for the collection of garbage to be paid by the persons, firms or corporations causing the same to accumulate and may make the same in lien upon the premises where the same is accumulated enforceable, as water rates or other municipally furnished utilities, or such collection and disposal may be paid for in whole or in part from funds raised by the general taxation as shall be deemed best by the city council from time to time.”*

Currently the City has not used these powers to undertake City operated collection systems, to contract for collection services, to create districts or to fix charges for garbage collection.

Lincoln Municipal Code (LMC) 8.32 makes providing for the collection of commercial/industrial and residential waste the responsibility of the property owner, agent or manager in stating:

**“8.32.200 Commercial and Industrial Businesses to Provide Receptacles or Containers.**

*The owner, agent, or manager having charge of a commercial or industrial business shall furnish the same with containers or receptacles for solid waste and industrial waste for the purpose of receiving such wastes from their place of business. ... It shall be the responsibility of the owner, agent, or manager having charge of the business to provide for the collection and disposal of all solid waste generated by said establishment. Solid waste accumulated by the establishment shall be removed from the establishment premises at intervals necessary to maintain proper sanitary conditions but not less than twice a week....*

**8.32.205 Garbage Service to be Provided.**

*The owner of every dwelling in the city shall provide for the collection and removal of solid waste by a licensed waste hauler at least once a week, subject to any exceptions or additional requirements provided by governing law. The owner of every dwelling containing more than two dwelling units shall provide for collection and removal of solid waste accumulated by occupants of such rented or leased dwelling by a licensed waste hauler at least twice every week. All owners shall be responsible and liable hereunder whether or not the said owner occupies or resides in the dwelling, and whether or not said dwelling is leased or rented to another.”*

The exceptions to these mandates include the following:

- A homeowner conveying garbage, putrescible waste, or infectious waste from his or her own residence to the public sanitary landfills.
- Collecting, hauling or conveying dead animals, grease, and other putrescible wastes to rendering facilities.
- Collecting, hauling or conveying liquid wastes if said person holds a current Cleaner and Liquid Waste Hauler permit issued by the Lincoln-Lancaster County Health Department (LLCHD) Health Director.
- Collecting, hauling and conveying lawn waste.

LMC defines acceptable receptacles/containers and limitations on how waste materials can be stored and accumulated. LMC also defines a licensing program and bonding for waste haulers within the City and three miles of the corporate limits of the City. This program provides for certain minimum refuse collection vehicle standards of construction, vehicle appearance, cleanliness, good repair, and inspection by the Lincoln-Lancaster County Health Department (LLCHD). Licensed vehicles are required to display a sticker with license certificate number permanently affixed to the vehicle.

**Current Programs**

Current collection practices in the Planning Area include solid waste, lawn waste, and recyclables collection. Portions of these programs are described in greater detail in the Needs Assessment.

**Solid Waste and Recyclables Collection Practices**

Solid waste and recyclables collection in the City-County is performed by approximately forty independent, licensed waste haulers in an open-subscription collection system. Two

villages (Roca and Firth) in the Planning Area contract with a waste hauler for solid waste collection services; three villages (Bennet, Davey and Panama) contract with a waste hauler to provide a solid waste compactor which serves as a transfer station for community residents; the remaining communities in the Planning Area have an open-subscription collection system. Based on the Baseline Assessment Survey conducted as part of the planning process the median cost for residential garbage collection service in the City is \$20 per month.

Independent waste haulers provide waste collection services to residents and businesses, in satisfaction of requirements established in LMC. Optional collection services available through various waste haulers or contractors include lawn waste (grass and leaves) collection (typically April 1<sup>st</sup> until December 1<sup>st</sup>), fall-only (October and November) leaf collection and collection of recyclable materials.

Commercial waste collection is also provided via an open-subscription services system. Rates for commercial services are established by the waste hauler and agreed to by the waste generator; these rates are a function of such things as container type and size, waste types, and frequency of collection.

Several private hauling companies provide curbside collection of recyclables on a subscription basis in Lincoln and surrounding communities. Based on the Baseline Assessment Survey conducted as part of the planning process, an estimated 24 percent of the households in Lincoln subscribe to curbside recycling. None of the municipalities in the County provide either public or franchise curbside collection service for recyclables. Curbside residential recyclables collection programs are funded by program users through subscription fees and revenue derived from the collected materials. Based on the Baseline Assessment Survey conducted as part of the planning process the median cost for residential curbside recyclables collection service in the City is \$10 per month.

Most of the curbside recyclables collection provided to residents are “single stream” services, which mean that all acceptable recyclables are placed in a common container(s) for pick-up and are then hauled to a processing center for further sorting.

Some waste haulers have expanded their collection business to include recycling services for both residential and commercial customers. Because there are more waste haulers offering recycling services there is oppurtunities for commercial waste recycling. Commercial recycling is funded by program users through subscription fees and revenue derived from the collected materials.

There are no reporting requirements for waste and recyclables haulers; as a result, no data is available on the number of residents or businesses subscribing to the various types of collection services. Firms providing source separated recyclables collection services (only) are not required to license their collection vehicles. As a result, the number of waste haulers providing recyclables collection services is not currently known.

### **Construction and Demolition Waste Collection Practices**

Building rubbish and construction debris (referenced herein as construction and demolition (C&D waste)) are typically hauled by the C&D companies, specialty firms, trucking companies (that provide container handling services) or by small businesses and residents who generate the C&D waste. When materials are collected and hauled to C&D recycling and processing facilities these materials are considered source separated and trucking operations are exempt from waste hauler licensing requirements; these collection optertions

are not required to report any information regarding the type of services provided and type and quantity of material diverted/recycled.

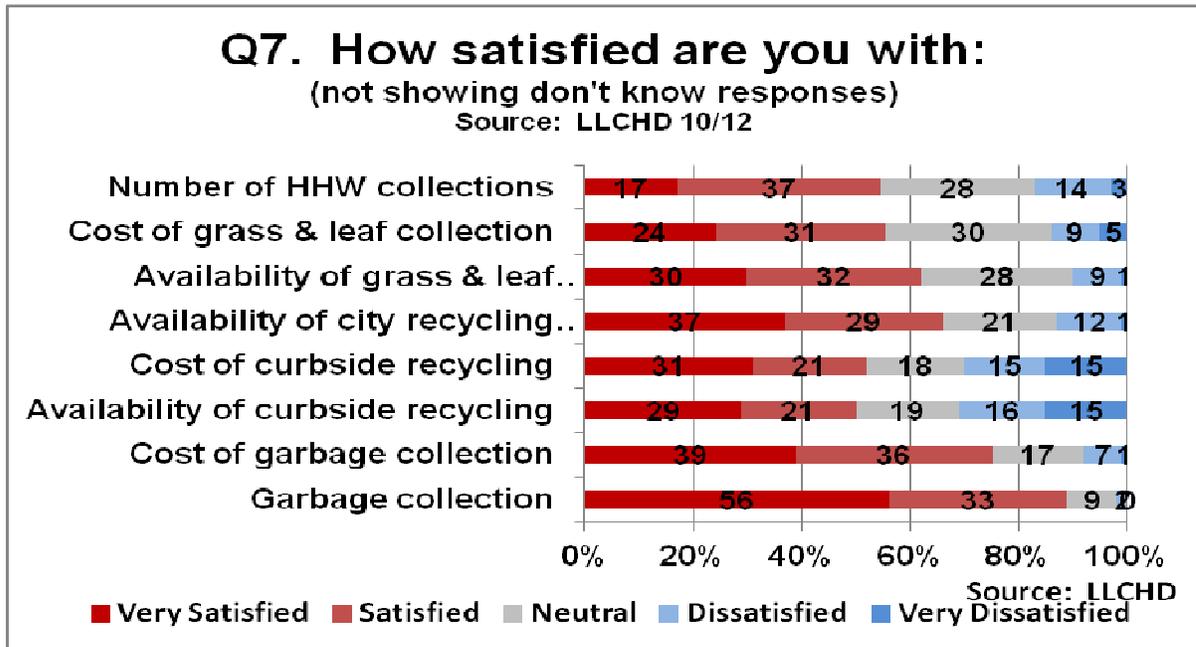
### Yard Waste Collection

Residents, lawn service companies and waste haulers collect and deliver source-separated yard waste to the composting facility located at the Bluff Road Landfill or the North 48<sup>th</sup> Street Transfer Station site. Small quantities of yard waste may also be taken to private property for land application or composting. There are no reporting requirements for firms only hauling yard waste.

### Survey Data

As a part of the Baseline Assessment Survey conducted as part of the planning process, City residents were asked to identify how satisfied they were with a variety of waste collection and diversion programs and the associated cost of these services. The results of that survey are displayed in Figure 1, below.

Figure 1 – Baseline Assessment Survey – Question 7



Additionally, 85 percent of respondents indicated that they thought curbside collection of recyclables should be offered to every home in Lincoln as part of the basic garbage collection service.

### Program (Facility/System) Options

Waste and recyclables collection program options can take many forms and involve differing levels of participation, program/services, and management options. Methods of collecting waste and recyclables vary from community to community across the US. The technical papers on Residential Recycling and Diversion, and Commercial Recycling and Diversion provide additional detail on program options for recyclables collection. The general focus of the following discussion is collection of refuse/garbage, with the majority of the discussion related to residential solid waste collection. Basic options include the following:

- Status Quo
- Municipal Service - City Collection Service
- Municipally Regulated/Controlled Services
  - Contracts
  - Franchise
- Free market

Municipally managed service options include both the City as a market participant (e.g, a collection services provider) and a market regulator. The City’s charter allows the City to be a market participant or a market regulator.

One of the guiding principles adopted in the LPlan 2040 states: “*The City policy of privately owned and operated collection of refuse and recyclables....will continue during the planning period*”, thus this technical paper does not evaluate options in which the City owns and operates the collection system for solid waste or recyclables.

Status quo options are described above under Current Programs. General observations and comments in support of maintaining the status quo include:

- Refuse haulers provide a high quality of refuse service and help keep Lincoln clean.
- Survey respondents indicate they were very satisfied with garbage collection services.
- The current system has worked in Lincoln for nearly 100 years.
- Small business waste collectors could be negatively affected by changes to the current system.

General observations and comments in support of changing the status quo include:

- Multiple refuse and recycling trucks drive many of the same streets in a neighborhood, which increases overall fuel consumption, creates traffic safety concerns, and can lead to increased wear on roads.
- Rates per household are higher in Lincoln than in communities with organized collection programs.
- Similar to many communities the size of Lincoln, recyclables collection services could be a part of the basic garbage collection services.

Current subscription recyclable collection service rates could be viewed as a disincentive to increased levels of recycling. The Baseline Assessment/Survey found that approximately 24 percent of households subscribe to curbside recycling; the Baseline Assessment/Survey indicates that 85 percent of respondents felt curbside collection of recyclables should be offered to every home as part of the basic garbage collection service.

The options to the status quo are generally presented with one of the following areas of focus:

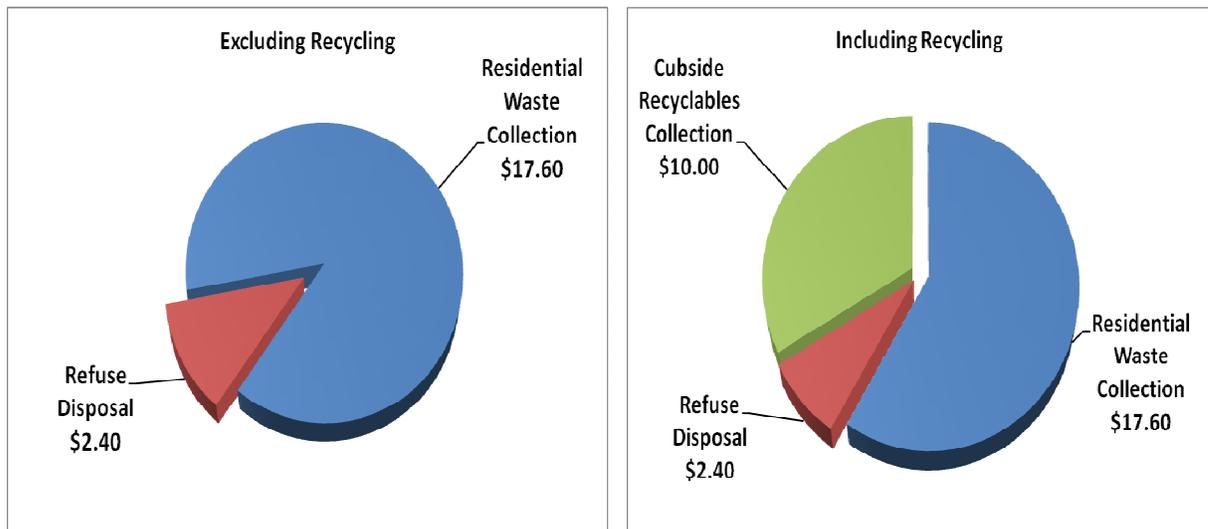
- Reducing costs
- Increased waste diversion
- Reduced community impacts

A comparative analysis of household refuse and recycling rates is provided below to help illustrate how different options result in different rates and how the City compares to other communities with different collection programs. As a general basis for this comparison it is necessary to provide some measure of how much of the collection program costs are influenced by waste disposal costs. Figure 2 was developed using information generally taken from the Needs Assessment and Baseline Assessment Survey, including:

- Population and household occupancy data suggests the average single family residential dwelling produces 1.4 tons of MSW per year.
- The current Bluff Road Landfill tipping fee of \$21/ton.
- The median cost for residential garbage and recyclables collection services in the City are \$20 and \$10 per month, respectively, based on data from the Baseline Assessment Survey.

Based on the average household waste generation rate in combination with the median monthly refuse collection fee (\$20) it is estimated that 12 percent or roughly \$2.40 of the \$20 per month goes toward disposal with the balance of \$17.60 going toward collection and related services.

**Figure 2 – Average Monthly Residential Collection Services Costs – in Lincoln**

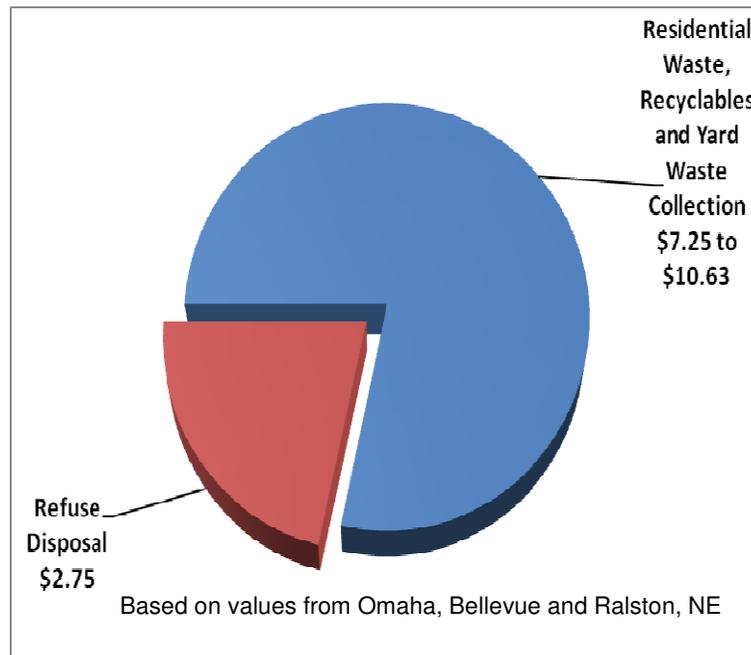


Monthly residential waste and curbside recyclables collection costs for select communities in Douglas County and Sarpy County with organized (municipally regulated/controlled) collection programs include the following:

- Omaha, NE – Less than \$10/month (Municipal Contract)
- Bellevue, NE - \$12.50/month (Exclusive Franchise)
- Ralston, NE - \$13.38/month (Exclusive Franchise)

The rates above include weekly refuse collection, as well as weekly curbside collection of recyclables and unlimited (seasonal) yard waste collection, as well as refuse disposal. The landfill tipping fee in 2012 in Douglas County is \$24.20/ton as compared to the Bluff Road Landfill tipping fee of \$21.00/ton. Using an assumed similar household generation rate of 1.4 tons of MSW per year would yield a disposal cost component of \$2.75 per month. Figure 3 was developed using the above monthly rates and the calculated disposal cost component.

**Figure 3 – Average Monthly Residential Collection Services Costs in Other Nebraska Communities**



It is likely that the biggest factors in the lower cost for collection services in other communities are: 1) the efficiencies achieved when a refuse collection firm can collect all of the households in a given geographic area; and, 2) the economy of scale associated with large volume programs (e.g., serving all households in a given community, with one vehicle fleet and one program manager).

Municipally regulated/controlled services can be further broken down to include:

- Municipality Contracts:
  - with another municipality
  - with a private firm(s)
- Municipality Franchise with a private firm(s)
- Free market (with minimum service levels)

Under the options of municipal contracts or franchises the City (as a market regulator) could more directly control such items as:

- Level of service or services, such as the following:
  - Requirements for recyclables and yard waste collection services
  - Container types, size, and appearance
- Price/Cost
- Data reporting
- Schedule and frequency of collection
- Policy enforcement

If the City were to undertake the implementation and management of such programs it would also need to anticipate added costs to manage and oversee the program, particularly if the City were to assume a role in billing and collection of fees. In the case of billing and fee collection it would likely be handled through current utility billing system, as provided for in the City Charter.

**Municipal contracts** are agreements whereby the hauler would provide services under specific terms and conditions and for a set duration. Under municipal contracts the municipality is generally responsible for collecting fees from service users and paying the collection firm. While there are examples of municipal contracts with other municipalities, this is more often a case of a small municipality having a contract with a larger, adjoining municipality and as such is likely not currently a viable option applicable to the Planning Area. A local example of a municipal contract with a private firm is the current arrangement used by the City of Omaha. In the case of the City of Omaha they have, through a competitive bidding process, selected a single firm to provide refuse, recyclables and unlimited yard waste collection. Another example, as noted in the technical paper on Residential Recycling and Diversion is the Metro Waste Authority's contract with a private firm to provide single stream recyclables collection services to approximately 73,000 households in select member communities (surrounding but excluding Des Moines).

Solid waste collection **franchising** can be defined as the right or license granted to one or more companies or organizations to provide collection services to specified waste/recyclables generators – such as residences or businesses - in a defined geographic area. There are two types of waste collection franchises:

- Exclusive franchises; and
- Non-exclusive franchises.

In an exclusive franchise, the right to provide collection services to a specified type of waste generator is granted to a single company or organization. In a non-exclusive franchise, this right is granted to more than one company or organization.

Cost reductions (and possibly increased service levels) are typically achieved when a community converts from a free market solid waste collection approach to solid waste collection provided through an exclusive franchise. A non-exclusive solid waste collection franchise approach may be similar to the free market approach, except that levels of service and fees are defined in the franchise license agreement. To protect all parties involved, a great deal of care is needed in the initial development of a franchise contract and ordinance.

There are numerous examples nation-wide of municipalities undertaking franchises for solid waste and recyclables collection; Bellevue and Ralston, Nebraska are simply two local examples. Under a franchise arrangement a hauler can typically offer higher levels of service to the community at lower costs, as evidenced in the following additional examples:

- **Kent County, Delaware** – In Kent County, a franchised waste collection area was established in 1994. A residence in the franchised waste collection service area received twice a week collection service at a cost of \$10.48 per household per month. A similar residence in a non-franchised area of the County, received once per week collection at a cost of \$21.48 per household per month.
- **Village of Skokie, Illinois** – When commercial waste collection services were franchised in 1997-1998, 88 percent of the approximately 2,200 businesses paid an average of 44 percent less for waste collection services, while 12 percent of the businesses paid an amount equal to their historical service costs. In both cases, service levels were increased to include collection of commercial recyclables. In aggregate, the new franchise program saved Skokie businesses over \$1 million per year.

The general advantages and disadvantages typically associated with franchising of solid waste collection services are summarized in Table 1.

**Table 1 – Pros and Cons of Franchise Collection**

<u>Pros</u>	<u>Cons</u>
<ul style="list-style-type: none"> <li>• Overall increase in waste collection service levels (refuse, recyclables, bulky items, yard waste).</li> <li>• Can be used as a mechanism to implement or enforce other waste programs (e.g. recycling, waste bans)</li> <li>• Reduced service costs</li> <li>• Reduced vehicular emissions</li> <li>• Reduced traffic and wear and tear on roads</li> <li>• Establishment of uniform levels of services (including recyclables collection services)</li> <li>• Provides a means through which a local government can exercise control over the location where collected waste is disposed</li> <li>• Franchise fees can be used to help fund non-revenue generating solid waste programs.</li> </ul>	<ul style="list-style-type: none"> <li>• Reduced market share for some haulers (could especially hurt or disadvantage small or limited services haulers)</li> <li>• Possible reduction of waste collection service choices</li> <li>• Transition away from a free market collection system can be contentious</li> <li>• Can limit flexibility to adapt to specific user needs (e.g., not customized to customers; may limit the types and quantities of waste collected)</li> </ul>

In some jurisdictions, the franchise hauler directly collects the user fee from the residence or business while in others the local government collects both the user fee and an administrative fee and pays the franchise hauler. In the Bellevue and Ralston examples the fees are collected through the local water service utility.

Some cities that have established solid waste collection franchises also have municipal collection services. For example, Charlotte, North Carolina has divided its residential service area of 120,000 residences into four franchise districts. Municipal collection crews service three of these districts while a private hauler services the fourth district. Similar arrangements also exist in Phoenix, AZ and Sacramento County, CA. In these examples the municipalities competitively bids against private waste haulers for the rights to provide collection services.

The option of “**free market (with minimum service levels)**” is often associated with the implementation of a mandate that existing programs expand to include additional services – typically recycling or waste diversion. Minimum level of service mandates can also be used to standardized waste containers, frequency of collection, handling of special waste types (e.g., bulky items) and others. The technical papers on Residential Recycling and Diversion, Commercial Recycling and Diversion and to a lesser extent Construction and Demolition Material Recycling include other examples of minimum level of service programs.

Under a free market system with mandated increased levels of basic services and no significant increase in collection system efficiency it is likely that collection costs charged to residents and businesses would increase. Such cost increase(s) might be mitigated by other changes, but this would be specific to those changes.

Current licensing programs may need to be enhanced in the future if program changes are implemented to provide additional City enforcement powers.

## **Options Evaluation**

The general issues associated with waste and recyclables collection programs are:

- Cost
- Level of service
- Diversity of existing programs versus standardized programs
- How to implement changes, if change is deemed appropriate
- Opposition to change

Consistent with the evaluation/screening criteria developed for use in the Solid Waste Plan 2040, the collection options have been further evaluated based on the considerations shown in Table 2.

Table 2 – Options Evaluation

Evaluation Criteria	Municipal Contract	Municipal Franchise	Free market (with minimum service levels)
<b>Waste Reduction/ Diversion</b>	<p>Can be used to meet source reduction and recycling goals without increased costs to material generators.</p> <p>Has some potential to increase market options for recovered materials</p> <p>Could be used as a waste control mechanism for waste conversion technologies.</p> <p>Can be used to more effectively increase diversion of materials from landfills.</p>	<p>Can be used to meet source reduction and recycling goals without increased costs to material generators.</p> <p>Has some potential to increase market options for recovered materials</p> <p>Could be used as a waste control mechanism for waste conversion technologies.</p> <p>Has potential to be used to more effectively increase diversion of materials from landfills.</p>	<p>Can be used to meet source reduction and recycling goals but is anticipated to result in added costs to material generators.</p> <p>Not a mechanism to increase markets for recovered material or energy.</p> <p>Minimum service levels can help reduce quantities of materials going to landfill.</p>
<b>Technical Requirements</b>	<p>Can be used to standardize programs and services.</p> <p>Can be used directly to enhance other program elements.</p> <p>Minimum level of risk and uncertainty; proven reliable and effective in many other locations</p> <p>Can provide maximum flexibility when initially implemented but contract mechanism may have limits in flexibility for significant change, until contract term expires.</p>	<p>Can be used to standardize programs and services.</p> <p>Can be used directly to enhance other program elements.</p> <p>Minimum level of risk and uncertainty; proven reliable and effective in many other locations</p> <p>Can provide maximum flexibility when initially implemented but franchise mechanics may have limits in flexibility for significant change, until franchise agreement term expires.</p>	<p>To ensure compatibility with other programs may require changes in laws, regulations or ordinances.</p> <p>Historically reliable in dealing with risk and uncertainty.</p> <p>Historically reliable performance.</p> <p>May have limited flexibility to accommodate change due to differences in services and equipment associated with current collection service providers.</p> <p>Can provide maximum flexibility when not constrained by costs.</p>
<b>Environmental Impact</b>	<p>Can help conserve resources and reduce air emissions through increased system efficiency (e.g., reduced travel time it takes to get to the waste generator and reduced time it takes to pick up the waste generation areas.)</p> <p>Has some potential to reduce toxicity of waste and health and safety issues through uniform program standards.</p>	<p>Can help conserve resources and reduce air emissions through increased system efficiency (e.g., reduced travel time it takes to get to the residence and reduced time it takes to pick up the waste at the residence.)</p> <p>Has some potential to reduce toxicity of waste and health and safety issues through uniform program standards.</p>	<p>Does not serve as a means to conserve energy resources or reduce air emissions.</p>
<b>Economics</b>	<p>Will require the selected contractor to invest in capital for new service or services.</p> <p>Based on current service costs and similar services, this should reduce costs to residents and possibly businesses.</p> <p>Funding is assumed to occur through service provider.</p> <p>May provide a funding mechanism for non-revenue generating solid waste programs.</p> <p>Not viewed as an economic development mechanism. Would be anticipated to negatively impact some or all of the current service providers.</p>	<p>Will require the selected franchisee(s) to invest in capital for new service or services.</p> <p>Based on current service costs and similar services, this should reduce costs to residents and possibly businesses.</p> <p>Funding is assumed to occur through service provider.</p> <p>May provide a funding mechanism for non-revenue generating solid waste programs.</p> <p>Not viewed as an economic development mechanism. Depending upon strategy selected, it may negatively impact some or all of the current service providers.</p>	<p>Will only require the added capital costs for new or expanded services.</p> <p>Based on current service costs and similar services, implementing increased minimum levels of service will likely result in increased costs to residents and businesses.</p> <p>Licensing fees could be used to provide a funding mechanism for non-revenue generating solid waste programs.</p> <p>Not viewed as an economic development mechanism. Uncertain how increases in minimum levels of service will impact current service providers.</p>

Evaluation Criteria	Municipal Contract	Municipal Franchise	Free market (with minimum service levels)
<b>Implementation Viability</b>	<p>Will require changes in local ordinances, but not new legislation or regulatory changes (at a state or federal level). Some opposition would be anticipated to change – this could result in questions of social/political acceptability. Would likely be viewed as increasing government’s role in providing collection services. Does not of necessity require additional land or added permitting. A phased in approach will likely be necessary and could take a few years to fully implement.</p>	<p>Will require changes in local ordinances, but not new legislation or regulatory changes (at a state or federal level). Some opposition would be anticipated to change – this could result in questions of social/political acceptability. Would likely be viewed as increasing government’s role in providing collection services. Does not of necessity require additional land or added permitting. A phased in approach will likely be necessary and could take a few years to fully implement.</p>	<p>Will require changes in local ordinances, but not new legislation or regulatory changes (at a state or federal level) to implement additional service level changes. . Opposition would be anticipated if increases in level of service result in additional costs to households or businesses. Would not significantly increase government’s role in providing collection services although some added monitoring may be required. Does not of necessity require additional land or added permitting. A phased in approach will likely be necessary to implement increases in level of service, but changes could be implemented quickly.</p>

## Relationship to Guiding Principles and Goals

The current solid waste and recyclables collection programs operate on a free market basis to provide necessary and desirable waste management services. As it relates to the Guiding Principles and Goals of the Solid Waste Plan 2040, the current and optional collection programs, described above, can be directly applicable, as further noted below.

- **Emphasize the waste management hierarchy:** Collection is a necessary part of solid waste management and diversion programs. Increased levels of recyclables collection will increase the emphasis on recycling as a preferred waste management method. Current programs are compatible with the hierarchy but contain some disincentives to increased diversion (e.g., added subscription fees for recyclables collection).
- **Encourage public/private partnerships:** The current system of waste and recyclables collection relies on subscription collection services provided by an array of private firms. To a limited extent the City currently regulates these services through ordinances and vehicle licensing. It is expected that private firms would provide the collection services associated with any change to the current collection system.
- **Ensure sufficient system capacity:** Approximately forty independent, licensed waste haulers currently provide solid waste and recyclables collection in the Planning Area. Independent waste haulers generally provide a varying menu of services to residents and businesses. Optional collection services available through various waste hauler or recycling contractors include programs such as lawn waste (grass and leaves) and collection of recyclable materials. Commercial waste collection is also provided via an open-subscription services system. There are no reporting requirements for waste and recyclables haulers; as a result, no firm data is available on the number of residents or businesses subscribing to the various levels of collection services.
- **Engage the community:** Any changes to solid waste collection or expanded recyclables collection program would need to engage the residents and businesses to increase their understanding of the benefits and changes. Changes to refuse collection services, including possibly an expanded recyclables collection program, will require education (behavior change) to encourage proper participation by residents and businesses and achieve desired outcomes.
- **Embrace sustainable principles:** Efficient collection of waste and recyclables is important to ensuring that systems, facilities and programs address economic and environmental considerations in solid waste management.

## Summary

The City's charter provides the City the powers to: prescribe and enforce methods of segregation of different kinds of garbage by residents of the City; to provide for the collection of garbage and refuse either by equipment owned and operated by the City or by letting contracts; and, to divide the City into convenient garbage districts. The City Council may also fix charges for the collection of garbage to be paid by the persons, firms or corporations. Currently the City has not used these powers to undertake City operated collection systems, to contract for collection services, to create districts, or to fix charges for garbage collection.

Approximately forty independent, licensed waste haulers currently provide solid waste and recyclables collection in the Planning Area. Independent waste haulers generally provide a varying menu of services to residents and businesses. Commercial waste collection is also provided via an open-subscription services system. There are no reporting requirements for

waste and recyclables haulers; as a result, no firm data is available on the number of residents or businesses subscribing to the various levels of collection services.

As stated in LPlan 2040, *“The City policy of privately owned and operated collection of refuse and recyclables...will continue during the planning period.”*

A comparison of current residential solid waste and recyclables collection rates with communities using municipal contracts and franchises indicates that Planning Area residents pay higher collection rates. The current system of independent waste haulers provide a high quality of refuse collection services and help keep Lincoln clean. The Baseline Assessment Survey indicates City residents are very satisfied with garbage collection services and satisfied with garbage collection costs. The Baseline Assessment Survey also indicates that 85 percent of respondents felt curbside collection of recyclables should be offered to every home as part of the basic garbage collection service.

Implementing municipal contracts or franchises have the potential to reduce costs to residents and businesses, reduce traffic in neighborhoods, and reduce fuel consumption. These options also provide an opportunity to implement more comprehensive and standardized residential curbside recycling City-wide with potentially no increase in cost to households.

Collection system changes will affect current waste collection firms.