Boulder City Council Study Session

Waste Reduction

Zero Waste Planning
6400 Arapahoe Road
"Single Hauler" Issues and Opportunities

June 3, 2010
6 – 7:30 p.m.

1777 Broadway
Municipal Building
City Council Chambers

Submit Written Comments to City Council
ATTN: Alisa Lewis, City Clerk
1777 Broadway, 2nd Floor
P.O. Box 791
Boulder, CO 80306
or Fax to 303-441-4478
or E-mail: council@bouldercolorado.gov

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AGENDA

Following is the proposed agenda for the study session. Each section will begin with a five to ten minute presentation by staff followed by a discussion among council members.

6:00 to 6:30 p.m. **SECTION I: Background - Zero Waste Planning**

To set the context for the specific discussions about 6400 Arapahoe Road and single hauler contract considerations, this section includes:

- Background on the city's 2006 Master Plan for Waste Reduction:
  - Timeline and process for the 2011 update;
  - Key strategies for zero waste, including education, programs, facilities and regulation;
  - Next steps; and
  - Possible funding needs.

6:30 to7:00 p.m. **SECTION II: 6400 Arapahoe Road**

The purpose of this section of the study session is to focus on two facilities and organizations that play a key role in meeting the city's zero waste goals: the ReSource used building materials yard and the City of Boulder/Eco-Cycle Center for Hard to Recycle Materials (CHaRM), as well as Eco-Cycle's offices, all of which will be located on the city's land at 6400 Arapahoe Road. This discussion will:

- Update City Council on the status of the 6400 Arapahoe Road land use review process and timing;
- Present Phase I and Phase II draft concept plans for the site and an analysis of the benefits and costs;
- Identify possible funding sources for Phase II construction; and
- Seek council guidance on staff's recommended timing and process moving forward.

7:00 to 7:30 p.m. **SECTION III: "Single Hauler" Issues and Opportunities**

The purpose of this section of the study session is to present the objectives behind municipal trash and recycling collection (with a single hauler contract); to discuss the risks and potential rewards of initiating that process; and to seek council direction on next steps.

MEMORANDUM

TO: Mayor Osborne and Members of City Council

FROM: Jane S. Brautigam, City Manager
Paul J. Fetherston, Deputy City Manager
David Driskell, Executive Director of Community Planning and Sustainability
Maureen Rait, Executive Director of Public Works
Joe Castro, Facilities and Fleet Manager
Kara Mertz, Local Environmental Action Manager
Elizabeth Vasatka, Business Sustainability Coordinator
Marie Zuzack, Temporary Project Specialist

DATE: June 3, 2010

SUBJECT: **Study Session:** Waste Reduction: Zero Waste Planning; 6400 Arapahoe Road; and Single Hauler Issues and Opportunities

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PURPOSE:

The purpose of this study session is to discuss the city's Master Plan for Waste Reduction (MPWR), including the next steps to identify appropriate facilities, programs, regulations, education and possible funding needed to move toward the city's zero waste goal. Two specific issues for discussion relate to the planned relocation of Eco-Cycle and ReSource to 6400 Arapahoe Road and the potential benefits and risks of pursuing a single hauler contract for trash and recycling.

Section I is informational and includes background on the city's MPWR.

Section II relates to specific site options for 6400 Arapahoe Road.

Section III includes a discussion of options for moving forward with a municipal contract for a single hauler to collect residential trash and recycling in the city.

SECTION I: ZERO WASTE PLANNNING

Note: Section I has no specific questions for council to answer. It is provided as information to set the context for Sections II and III.

BACKGROUND

Update to the Master Plan for Waste Reduction (MPWR)

In 2006, City Council accepted the MPWR as a roadmap to achieve an 85 percent waste diversion rate by 2017. At the same time, council adopted a Zero Waste Resolution that lays out the framework for policy and operational decisions that follow the guiding principles of zero waste:

> *Managing resources instead of waste; conserving natural resources through waste prevention and recycling; turning discarded resources into jobs and new products instead of trash; promoting products and materials that are durable and recyclable; and discouraging products and materials that can only become trash after their use.*

Three significant changes have occurred since the MPWR was originally written:

1. Retrofitting of the Boulder County Recycling Center to accept single-stream recyclables (mixed beverage containers and paper products) was delayed until late 2008, affecting the city's ability to implement residential curbside collection program of single-stream recyclables and compostables.

2. On August 18, 2009, City Council approved a trash tax increase to purchase the property at 6400 Arapahoe Road to relocate Eco-Cycle offices, the city/Eco-Cycle Center for Hard-to-Recycle Materials (CHaRM) and ReSource, the used building materials yard operated by the Center for Resource Conservation. The purchased property includes two unprogrammed acres that could host additional waste diversion programs and/or infrastructure.

3. The MPWR estimated a one-time city contribution of $400,000 to help relocate Eco-Cycle and ReSource to "Recycle Row," envisioned as a consolidated location for community-wide recycling and reuse. By comparison, bonding for the purchase of 6400 Arapahoe Road committed between $440,000 and $576,300 per year in city funds for each the next 20 years to achieve this.

These changes materially affect the MPWR, necessitating a community and stakeholder engagement process to update the Master Plan. This update, scheduled to begin in late 2010, will involve a public process to update the vision for the community's path to zero waste, including an evaluation of current city programs. Staff will be working closely with the city's community waste reduction partners: Boulder County, Eco-Cycle, Center for Resource Conservation, Western Disposal and others to identify new programs, facilities, education and regulations that would move Boulder toward zero waste. In addition, Boulder County is in the process of developing its zero waste plan. The city's MPWR update will build on any policy and programmatic guidance that comes out of the County's plan. Council will consider the update to the MPWR during the first half of 2011.

Moving toward zero waste

In the city's MPWR, the vision plan scenario of "zero waste (or darn near)" equates to approximately 85 percent community-wide waste diversion. With the 2008 residential curbside compost program and 2008 construction waste and demolition mandates, Boulder's overall community-wide diversion rate rose from approximately 31 percent to approximately 35 percent. In 2009, the commercial sector recycled and composted about 26 percent of its waste, while the residential sector recycled and composted 48 percent of its waste. Because businesses generate approximately 65 percent of Boulder's total waste stream, this results in an overall community-wide diversion rate of 35 percent. These rates are approximate; they are primarily based on hauler reporting.

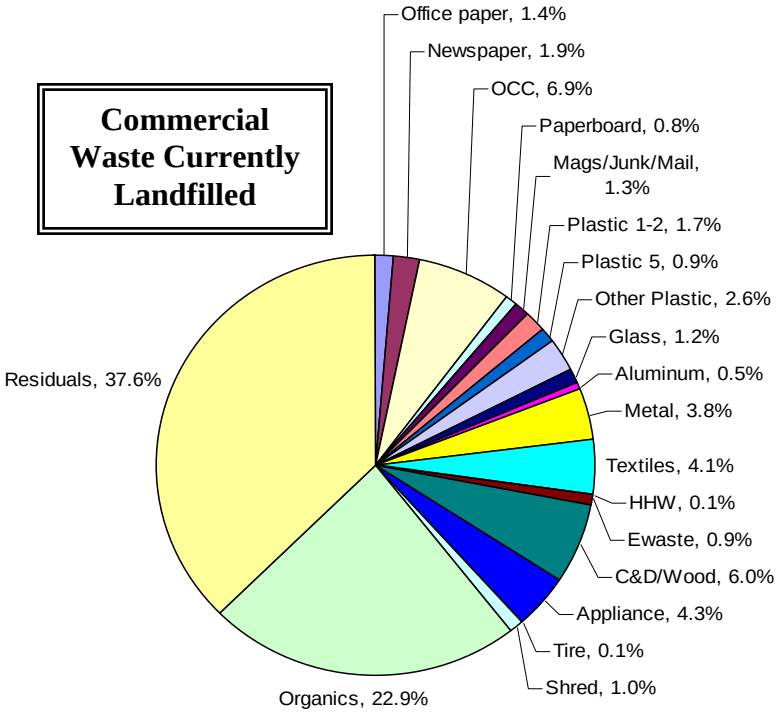
Reducing business waste will substantially increase the community-wide diversion rate and is a critical component to meeting the city's zero waste goal. The city currently has five primary tools for increasing business recycling:

1. Personnel and programmatic support for the Business Partners for a Clean Environment (PACE) program that provides targeted technical assistance and

certification to businesses to meet criteria relating to solid and hazardous waste reduction and energy efficiency.

2. A compost collection rebate program, where any business that subscribes to compost collection services is eligible to receive a $2.50 subsidy from the city for each cubic yard collected for composting.
3. A business recycling coupon for any business that does not have a recycling program. The city provides coupons, redeemable through any recycling hauler, for three months of free recycling service.
4. A yard waste and wood waste drop off center funded by the city and designed primarily for landscaping companies and construction contractors (as well as self-haul individuals and businesses) to recycle their yard waste and wood waste materials.
5. Construction waste and demolition re-use and recycling requirements through the Green Points and Green Building ordinance, which applies to all new residential construction and additions over 500 square feet. The code requires a minimum of 50 percent of construction waste to be recycled. In addition, if a demolition project impacts more than 50 percent of an existing house, the ordinance requires recycling or reuse for 65 percent of the building materials.

The current funding source for waste reduction programs, incentives and infrastructure is the trash tax. 2010 revenues from the trash tax are projected at approximately $1.8 million. **Attachment A** includes a chart that shows 2010 trash tax programs.



MPWR Guiding Principles

The guiding principles contained in the Master Plan are:

- Identify service voids.
- Create effective partnerships with for-profit and nonprofit organizations to expand services with minimal city investment.
- Support programs that are convenient.
- Utilize economic incentives to alter habitual behavior.
- Help build infrastructure and then require its use once it's convenient and economical.

Following these principles, the city has identified the service voids that exist for commercial waste reduction. A study[1] on Boulder's commercial waste reduction potential analyzed the composition of

[1] SERA, Skumatz Economic Research Associates, Inc.: Western Disposal Commercial Waste Characterization Report, October, 2009. *Available upon request.*

Boulder's commercial waste that is currently going to the landfill.

To move beyond the current community-wide diversion rate of 35 percent, the city's existing business waste reduction programs must be examined for their effectiveness. In addition, the 2009 study showed that recyclable and compostable materials comprise up to 46 percent of the commercial waste stream; therefore, new commercial programs should focus on increasing the collection of traditional recyclables (business paper, corrugated cardboard, mixed food and beverage containers, metal) and instituting programs to capture commercial food waste as well as commercial building construction and demolition debris.

Commercial composting

Following the MPWR's guiding principles, to divert a significant portion of the commercial waste stream, the city should *create effective partnerships with for-profit and nonprofit organizations* to help develop a viable, competitively-priced compost facility that can process commercial organics, which comprise about 23 percent of the commercial waste stream. Currently, the only compost site near Boulder is located on 63rd street and is operated by Western Disposal. Other Front Range compost sites are located in Platteville and Golden, CO. Western Disposal's compost site accepts compostable materials from residents, the University of Colorado and Western's own commercial customers, but does not currently accept commercially-generated compostable materials from other haulers. Some issues preventing Western Disposal from accepting other haulers' commercial organics include:

- Lack of contractual arrangements;
- Lack of local markets for the finished compost product; and
- Site capacity.

The city has begun discussions with Western Disposal to identify provisions that could form the basis for a contractual arrangement with the city that would require Western Disposal to accept commercial organic materials from other haulers. This could be incorporated into the city's existing yard waste drop off center contract with Western Disposal. Part of this contractual arrangement could include City and County use of the finished compost product to help develop a local market and to alleviate Western's site capacity constraints. If finished product moves off the site faster, more capacity is available for materials that are in the active stages of the composting process, and thus, more compostables are able to be accepted at the site for processing.

Some community members have proposed the city could invest in a publicly owned and operated compost site. This is an alternative to consider as the city moves forward with its MPWR update process. However, it should be noted that composting facilities are often difficult to site near urban areas because of opposition from neighbors. **Attachment B** contains a summary of Alameda County, California's experience of two unsuccessful attempts (over a fifteen year period) to develop a new publicly owned composting facility. There are no publicly-owned composting facilities in the Front Range of Colorado, as the equipment and permitting costs are significant. On the Western Slope, Dillon owns its own compost facility.

For its existing compost operation, Western Disposal has invested approximately $1.5 million for equipment, engineering and to meet state permitting requirements, in addition to the original land acquisition costs.

As part of the update to the MPWR, the city will identify community needs and priorities as they relate to commercial composting, and any new or existing facility will be analyzed for its ability to meet these needs and priorities.

Construction and demolition debris recycling

Another void that has been identified in commercial waste diversion is a facility (or facilities) for collecting, storing, sorting, processing and transferring construction and demolition (C&D) materials (e.g., concrete and asphalt). Boulder County is currently in negotiations with Western Disposal to obtain land along 63rd Street for some of this C&D processing. A local C&D processing facility would enable increased incentives and requirements to capture this portion of the commercial waste stream. Again, as part of the update to the MPWR, the city will vet any possible arrangements with Boulder County and/or other entities to ensure community needs and priorities are considered with regard to C&D recycling.

Commercial recycling requirements

The MPWR recommends that the city adopt a "rates and dates" ordinance where a percentage of the commercial waste stream must be recycled by a certain date. In the years leading up to such a requirement, the city could use trash tax funds to focus on education, outreach and data collection. These years would also provide a period within which the private sector haulers could provide increased commercial recycling services. An ordinance could target specific materials by business type or could offer businesses a choice of several easily recyclable materials. The MPWR proposes that if the goal is not met by the pre-established date, a commercial source-separation ordinance could be instituted that would require any businesses that generate substantial amounts of paper, cardboard or compostables to separate this material from the trash. By limiting the requirement to businesses that generate substantial quantities of recyclables, these businesses could potentially reduce their trash collection service by a commensurate volume in order to remain cost neutral.

Commercial waste reduction and new energy efficiency programs

The city's Climate Action Plan goal includes programs that are currently being designed to reach 3,000 businesses by the end of 2012. This targeted business outreach will focus on energy efficiency upgrades, but the platform will also be used to provide education and one-on-one technical assistance to businesses to help establish or expand their recycling programs. This program will be delivered, in part by the PACE program staff in partnership with Boulder County.

"The last 10 percent"

In addition to facilities and programs for compostables and C&D, the "last ten percent" of the road to zero waste (moving from 75 to 85 percent diversion) will require facilities to handle the rest of the hard-to-recycle materials such as carpet and drywall. Some of these materials may be able to be processed at the city's 6400 Arapahoe Road site. The

site review process for that property will identify constraints and allowable uses for the property and the MPWR update will address facility needs and potential locations.

NEXT STEPS
During the fourth quarter of 2010, the city will embark on its update to the MPWR. Once community priorities are identified and programmatic recommendations are developed, the city will identify public-private partnership models that move Boulder closer to its zero waste goal. The MPWR update will include fiscally constrained, action and vision plans for zero waste. Each section of the plan will include recommendations for education, programs, facilities and regulations, as well as potential nonprofit and for-profit partners.

Generally, increased regulation will result in decreased public investment. However, regulations are obviously more difficult to tackle from a political perspective. City staff will endeavor to minimize the economic impacts to Boulder residents and businesses when developing recommendations. Any ordinance paths would include two to five years of city-sponsored technical assistance and incentives to encourage early adoption in advance of the regulation.

Ultimately, the balance between programmatic assistance and regulatory control will be a council policy decision, and should only be made after adequate recycling facility infrastructure has been developed. Staff will return to council during the first quarter of 2011 with recommendations for the MPWR update and the path to zero waste.

SECTION II: 6400 ARAPAHOE ROAD

PURPOSE
The purpose of this section of the study session is to:
- Update City Council on the status of the 6400 Arapahoe Road land use review and entitlement process;
- Present the Phase I and Phase II draft concept plans for the site and an analysis of their benefits and costs;
- Identify possible funding sources for Phase II construction; and
- Seek council guidance on staff's recommended timing and process moving forward.

QUESTIONS FOR COUNCIL

1. Do council members have questions about the Phase I or Phase II draft concept plans or site development funding?
2. Does council agree with staff's recommendations for next steps and timing?

EXECUTIVE SUMMARY
Included in this memo packet for council discussion is the draft concept plan for 6400 Arapahoe Road with a Phase I and Phase II.

The Phase I site configuration will cost approximately $450,000 over the original budget, but is able to be funded through 2009 trash tax fund balance and compensation the city is expecting to receive from the Colorado Department of Transportation (CDOT) for the

transfer of rights-of-way (ROW) as part of CDOT's project to improve Arapahoe Road. Staff believes Phase I carries out council direction from August 2009 and provides the nonprofits with additional space in this location to accommodate their near-term growth. The Phase II site configuration represents a vision plan for the nonprofit organizations; however, it is estimated to cost $1.67 million above Phase I and neither the city nor its nonprofit partners have yet identified a viable funding source for this Phase II development. Phase I is designed to lead into Phase II if funding becomes available. Staff is recommending moving forward with a concept plan that includes both Phase I and Phase II; completing the update to the MPWR; and initiating site review based on the results of the MPWR update.

BACKGROUND

The city purchased 6400 Arapahoe Road in August 2009 as a permanent location for Eco-Cycle's offices and the jointly-funded City of Boulder/Eco-Cycle Center for Hard-to-Recycle Materials (CHaRM) as well as for ReSource, the used building materials yard operated by the Center for ReSource Conservation's (CRC). At the time, this site was selected over another potential site, the "brickyard" on 63rd Street, because the existing buildings and land on the western side of the 6400 Arapahoe Road property provided the nonprofits with more space than the brickyard. ReSource was allowed to move to the new site in September 2009 under County zoning (as a continuation of the previous lumber yard use). However, the property must be annexed into the city before Eco-Cycle and CHaRM can move. The first step in the annexation process is concept plan development and review. (**Attachment C** outlines the land use review and entitlement process and schedule.) Annexation and site review will proceed after the MPWR update.

Annexation and site review are expected to begin in the first quarter of 2011, with site and building improvements to begin thereafter. If as part of the MPWR update it is determined that Phase II is a priority *and* a viable funding source is identified in the short term (to be in place within two years), staff recommends not building Phase I, but instead building Phase II and having Eco-Cycle stay at its current city yards location until Phase II is complete. On the other hand, if the MPWR update does not prioritize Phase II development or if funding for Phase II is not possible within this two-year timeframe, staff recommends that Phase I be built for Eco-Cycle to move to 6400 Arapahoe Road when Phase I is complete. In this case, Phase II funding could be sought over a longer period of time. Site review will include plans for either Phase I or Phase II development as appropriate.

Financing the purchase of 6400 Arapahoe Road

The purchase price for the 6400 Arapahoe Road property was $5.45 million, and an additional $1.85 million was set aside through the financing for the cost of preparing the site for Eco-Cycle, CHaRM and ReSource to move in and operate. The site preparations include repair and minor improvements to the existing buildings; required site landscaping and utility work; and consultant and development fees for the concept plan, annexation and site review processes.

The city paid for the property with $1.3 million in cash and $4.15 million from the $6 million bond proceeds. The $1.3 million cash portion of the purchase was comprised of:

- $800,000 from a CIP (Capital Improvement Program) fund that set aside funds between 2005 and 2009 for purchasing property for Recycle Row; and

- $500,000 as a loan from Boulder County.

This $1.3 million cash equity in the property provides the city with flexibility to sell a portion of the property later, if desired. The maximum $6 million bond amount was issued in order to make the most of the relatively high administrative cost of bond issuance, and the remaining bond proceeds, $1.85 million (the amount not used for the purchase of 6400 Arapahoe Road), were allocated toward land use review and site and building improvements. This arrangement is summarized in the table below.

Funding Sources for Initial Purchase of 6400 Arapahoe Road	
Description	Amount
City of Boulder CIP	$ 800,000
Boulder County Loan	$ 500,000
Bond Proceeds Used to Purchase Site	$ 4,150,000
Total Funding to Purchase the Site	**$ 5,450,000**

Total Bond Proceeds	
Description	Amount
Bond Proceeds Received	$ 6,000,000
Bond Proceeds Used to Purchase Site	$ (4,150,000)
Remaining Bond Proceeds for Land Use Review, Site and Building Improvements	**$1,850,000**

The $6 million bond and the $500,000 County loan will be paid back over time by trash tax revenues for 20 years and 4 years, respectively.

Costs associated with the purchase of 6400 Arapahoe Road

The total costs for the 6400 Arapahoe Road purchase include: purchase price of the property; bond issuance and interest; interest on the loan from the Boulder County; and land use review and site and building improvements (Phase I). These are summarized in the table below. The proposed Phase II expansion was not part of the original purchase financing.

City Costs for 6400 Arapahoe Road	
Property Purchase Price	$5,450,000
Land Use Review, Site and Building Improvements	$2,299,000*
Bond Interest over 20 Years	$2,500,000
Bond Issuance	$100,000
County Loan Interest over 4 Years	$45,310
Total Cost	$10,394,310

* revised from original $1,850,000 estimate (see analysis section)

Other financial obligations between the city and the nonprofits, including program-specific service contracts, are outlined in **Attachment A**.

Land use review process and schedule

The Public Works and Community Planning and Sustainability departments have hired a planning consultant team led by StudioTerra, to work with staff to complete the land use review processes, which includes the following:

Concept Plan: Currently underway

- Staff and consultants work with Eco-Cycle, the CRC and stakeholders to identify space needs and site opportunities, constraints, and vision for the future.
- One neighborhood meeting occurred in April, one additional neighborhood meeting planned for June.
- Planning Board review and comment on concept plan in third quarter 2010.

Annexation and Site Review: Fourth quarter 2010 – first quarter 2011

- One neighborhood meeting
- Planning Board public hearing to review and make recommendation to City Council
- City Council public hearing to review and consider approval

Attachment C provides more detail on the above steps. Additional information on the land use review processes is also available in the March 25, 2010 Weekly Information Packet, online at www.bouldercolorado.gov → City Council → Weekly Information Packets → 2010 → March 25, 2010.

PUBLIC INPUT

A stakeholder meeting was held on March 18 to discuss issues and opportunities for advancing the city's waste reduction goals at the 6400 Arapahoe Road site. Attendees included representatives from:

- Boulder County staff
- Boulder County Resource Conservation Advisory Board
- Boulder valley School District (BVSD)
- CDOT
- Thorne Ecological Institute
- Eco-Cycle
- CRC
- Trash hauling and recycling industry professionals.

A neighborhood meeting was held on April 5 to present information on the concept plan development for 6400 Arapahoe Road and to hear questions and feedback from neighbors. Staff from Eco-Cycle and the CRC also described their business operations planned for the western side of the site. Approximately 15 members of the public attended. Input from participants included the following:

- Concern about future uses if an eastern portion of the property is sold by the city.
- Landscape improvements, such as trees and smaller vegetation, are encouraged to control blowing dust and debris, particularly from the unpaved part of the site.
- Development of the site should be attractive and mindful of the property values of nearby residences.
- The property adjacent to the south, owned by BVSD, is littered with debris.

- Concern that CHaRM repair activities, such as soldering, and breakage of donated electronics could potentially emit pollutants.

Participants discussed the following:

- Potential uses for the eastern portion of the site, including:
  - "soft strip" construction and demolition materials (e.g., carpet, ceiling tiles) sorting, staging and transfer and/or deconstruction. It was noted that noise and dust would be a concern if these activities were to be located outside;
  - diversion facilities for green wood waste, such as pine-beetle trees; and
  - small business start-up space.
- Site access, including potential for shared access with BVSD, and CDOT's plans for improvements to Arapahoe Road;
- Possible ReSource and Eco-Cycle internships for occupational and Vo-Tech students;
- Interest in "green education" site tours by Thorne Institute; and
- Concerns about potential noise, dust, and trash from the site and improving landscaping along the border adjacent to BVSD.

ANALYSIS

Key findings

Key findings from the concept development process are provided in **Attachment G.** Two findings of the most significance for this study session are:

1. The detailed space needs analysis and programming assessment for the nonprofits' uses on the western side of site exceed the estimates for site use and budget prepared prior to site purchase:
   - The building repair and upgrades needed to meet the building code, the site and utility work to meet site review requirements and operational needs, and development review and consultant fees are estimated to cost about $2.3 million, $450,000 above the $1.85 million originally estimated for Phase I (see **Attachment G** for details).
   - The existing warehouse can be retrofitted within this budget to create internal separation for ReSource and CHaRM to share the building. However, this is not the nonprofits' ideal arrangement. They would both prefer a site configuration that would allow for separate warehouses for each nonpriofit.
   - The existing office/showroom building will provide more than enough space for the nonprofits' office uses, plus additional warehouse-type storage, community meeting space and two conference rooms.

2. Storage for Eco-Cycle's commercial recycling operations (equipment storage and truck parking) had not been identified in the original space needs accounting and cannot be accommodated on the western half of the site. Both this storage area and a stormwater detention pond that serves the entire site are now planned to be located on the eastern side of the site, leaving only approximately two acres on the east for additional uses or for the city to consider selling. (As was originally estimated, CDOT improvements to Arapahoe Road are expected to require

approximately half an acre across the north edge of the property. More information on the option to sell a portion of the property is provided in the Phase II funding section below.)

The estimated $450,000 cost overage for Phase I (above the $1.85 million originally budgeted) can be covered by the city if, instead of having the nonprofits contribute, the city appropriates a $150,000 trash tax fund balance and pays for the overage to be reimbursed by $300,000 in ROW compensation from CDOT for its improvements to Arapahoe Road.

Waste reduction potential

Both the ReSource and CHaRM facilities handle materials that are particularly difficult to manage and recycle. However, it is important to note that from a strict tonnage perspective, the recycling of these materials will contribute minimally to the community's waste diversion. Expanded operations for CHaRM and ReSource at 6400 Arapahoe Road, including the Phase II amenities, are estimated to account for 2 percent of Boulder's waste diversion. This compares to 0.7 percent of community waste diversion at their previous locations. As was discussed in Section I of this memo, an additional 45 percent waste diversion is needed to achieve 85 percent waste diversion to meet the community's zero waste goal. **Attachment H** includes a table that outlines the current and potential future waste reduction facilities and the estimated waste diversion that could be attributed to each.

Phase I and Phase II concept plans

Phase I

Phase I of the draft concept plan (**Attachment D**) meets the original project scope, which was to provide permanent, improved facilities for Eco-Cycle, CHaRM and ReSource. Over the past nine months, staff and consultants have been working in partnership with the nonprofit organizations to ensure the site design meets all of their basic needs for occupancy and operations. The Phase I site plan exceeds the approved project budget of $1.85 million by $450,000. The city can cover this cost overage for the nonprofits by allocating a $150,000 fund balance from the 2009 trash tax increase, and adding to this, approximately $300,000 that will be paid to the city from the Colorado Department of Transportation (CDOT) for ROW compensation along Arapahoe Road.

Phase I utilizes the existing buildings and covered storage and two small warehouses from ReSource's old location on 63rd Street. The site plan provides the nonprofits with an average of:

- 68 percent more warehouse space and
- 60 percent more land

than at their locations at the city yards (Eco-Cycle) and 63rd Street (ReSource).

It should be noted that although the August council discussion anticipated the nonprofits would sit on half of the 10-acre property, once the site plan was designed to meet the nonprofits' needs and the detention pond was designed in to minimize impacts to the western side of the property, the concept plan programs between 7.4 and 8 acres of the 10-acre parcel. (See **Attachment E,** Site and Building Program Summary and Details.)

Phase II

A draft Phase II concept plan (**Attachment D**) has been prepared to meet the nonprofits' desire to develop an additional warehouse on the site. The warehouse would provide more interior storage and programming space; create a street presence; make vehicular flow around storage areas more convenient and give more identity and spatial definition to each nonprofit. In addition, it would create approximately 4,000 square feet of additional outdoor retail space. However, the additional cost for Phase II, approximately $1.67 million, cannot be met within the existing project budget. (The estimated costs for Phase I and II are detailed in **Attachment F**. A review of the financing for the 6400 Arapahoe Road purchase and Phase I is provided below.)

Phase I and Phase II comparisons

The draft Phase I and Phase II concept plans take into account these findings and are the result of eight work sessions with Eco-Cycle, CRC, city staff and the consultant team. Both plans aim to allocate existing indoor and outdoor space to each nonprofit according to their needs and preferences. Some of the detailed space allocations for each nonprofit are still being worked out with Eco-Cycle and ReSource. Both plans reconstruct on site two smaller warehouses (approximately 3,000 square feet each) that were moved from ReSource's former 63rd Street location.

In comparison to Phase I, Phase II would:

- Add a second 12,000 square-foot warehouse along Arapahoe Road, north of the existing office/showroom building.
- Provide a clearer separation between CHaRM and ReSource operations than Phase I, allowing them to maintain a more distinct identity from each other on the site.
- CHaRM would have more indoor warehouse space, which they envision using for construction and demolition "soft strip" materials and a Community Repair Center.
- ReSource would have more indoor warehouse space, for a woodworks facility (making furniture out of reclaimed wood), a tool library (loaning tools to residents and businesses), and an architectural salvage showroom.

These Phase II uses are value-added amenities for the nonprofits and the community. The pros and cons of Phase I versus Phase II are summarized as follows:

PHASE I (total estimated cost = $2,298,669)

Pros

1. Project is generally within budget; it can be paid for through city CIP, bond proceeds, trash tax fund balance, County loan, and ROW reimbursement.
2. Both nonprofits receive more space than they had or have currently (ReSource at 63rd St. and Eco-Cycle at city yards, respectively).
3. Both organizations expect significantly increased program participation due to better site visibility.
4. Previously unidentified programming needs could be accommodated.
5. Can evolve into Phase II at any time.

6. The timing of site development works well with the MPWR update and zero waste planning for the remaining two acres at 6400 Arapahoe Road.

Cons

1. Does not meet the nonprofits' ultimate vision because:
   - The site plan commingles CHaRM and ReSource operations;
   - CHaRM may not be able to collect commercial construction and demolition "soft strip" material until more indoor warehouse space is obtained; and
   - There is less flexibility in terms of unprogrammed indoor space when compared with the Phase II concept plan.

PHASE II (total estimated cost = $3,969,553)

Pros

1. Preferred by both nonprofits, because:
   - Provides separate "identities" and more convenient location for administrative functions for each nonprofit; and
   - Results in more warehouse space for additional community amenities, such as woodworks, Community Repair Center, tool library and new Hard-to-Recycle materials.
2. From an urban design perspective, a new building at the street creates a better "gateway" into Boulder.

Cons

1. No identified funding for additional $1.67 million.
2. Negligible additional waste diversion above Phase I.
3. With limited funding, Phase II could only be developed after the MPWR update, which will assess the additional programs, incentives, polices, infrastructure and costs necessary to achieve the city's zero waste goal.

Potential funding sources for Phase II

If the MPWR update prioritizes Phase II site development for 6400 Arapahoe Road, staff has identified six possible funding scenarios:

a. Sell the eastern two acres at 6400 Arapahoe Road and use the proceeds to pay for Phase II development.
b. Encourage the nonprofit organizations to embark on a capital campaign fundraising effort to fund Phase II.
c. Place an initiative on the ballot to increase the trash tax further.
d. Reallocate existing trash tax funds for current waste reduction programs (See **Attachment A** for details).
e. After 2014, commit to reallocate $136,300 in annual trash tax revenue that is currently appropriated to County loan payments.
f. Consider alternative financing structures which may involve a private loan to the nonprofits or the city, or create a waste management facilities fund (see Section III: Single Hauler Contract Options).

a. Sell the eastern two acres at 6400 Arapahoe Road and use the proceeds to pay for Phase II development:

Gibbons-White commercial real estate brokers estimate the value of the two acres on the eastern part of the property, once annexed into the city, to be in the range of $1 million to over $1.6 million. The range is broad due to the lack of comparable sales in Boulder within the past two years.

Pros

1. This may raise enough capital to pay for Phase II site development.
2. The city would not have to tap into existing trash tax revenues or go to the voters to request an increase to the trash tax to pay for Phase II.

Cons

1. In the current real estate market, it is not clear what the actual proceeds would be from the sale of this parcel. Consequently, an additional funding source may be needed to fully fund Phase II.
2. If the city needs more land later, it is likely to cost more in the future to acquire a comparable two acre parcel.
3. The city does not normally fund nonprofit capital improvements (see b. below).

b. Encourage the nonprofit organizations to embark on a capital campaign fundraising effort to pay for Phase II

Under typical city lease agreements, if a nonprofit chooses to improve or expand existing city buildings or build new buildings on city property it is the nonprofit organization's responsibility to fund construction. As an example, the Dairy Center for the Arts recently conducted a capital campaign to raise funds needed for a building renovation at 2590 Walnut. A similar arrangement exists with the Boulder Museum of Contemporary Art (BMoCA), where the lease allows BMoCA to make improvements at its cost, with City Manager approval.

Pros

1. This would be equitable to the various nonprofit organizations with which the city currently has facility ownership/lease relationships.
2. Along with other city Facilities and Asset Management (FAM) standard practices for leased city property, this policy is being incorporated into the proposed FAM Master Plan update, currently underway.
3. This would preserve city trash tax revenues for facilities and programs that have significantly higher waste diversion potential.

Cons

1. Eco-Cycle has stated its preference to use its funding to pay for programs, not facilities. However, it could be structured such that Eco-Cycle's fundraising could be used for programs and the city annual programmatic contribution to CHaRM could be re-appropriated as a facility investment, although this would be counter to standard FAM practices.

c. Place an initiative on the ballot to increase the trash tax further:

A vote would be required to increase the trash tax; the existing tax is set at a rate equal to the maximum amount approved by the voters in 1994. This would need to be placed on the ballot in 2011 or later and should be weighed against the city's other taxing priorities.

Pros

1. Seeking voter approval for specific zero waste facility needs is the most representative way to seek approval for this type of initiative.
2. The trash tax could be increased to pay for additional waste reduction needs as may be identified in the MPWR update process.

Cons

1. There is no guarantee that a voter initiative would pass. Given that the trash tax rates were recently increased (even though approved fifteen years earlier), there may be less support to increase the tax again at this time.
2. Funding would not be in place until late 2011 or early 2012 at the earliest.
3. The city does not typically fund nonprofit capital improvements.

d. Reallocate existing trash tax funds from current waste reduction programs

The existing trash tax is used to pay for programs as outlined in **Attachment A**. If reallocated trash tax funds are used to pay for Phase II construction, it will be important to identify tradeoffs and to ensure community priorities are being met. The MPWR update will help identify these community priorities and will assess existing and planned programs for their ability to move Boulder toward its zero waste goal.

Pros

1. By reallocating existing trash tax funds, the city would not have to go to the voters to request an increase to the trash tax to pay for Phase II.
2. The nonprofits would not have to conduct a capital campaign to raise funds for Phase II development.

Cons

1. Until the MPWR update is complete, it is unclear whether Phase II at 6400 Arapahoe Road is the most cost-effective or responsible way to spend existing trash tax dollars.

e. After 2014, commit to reallocate $136,300 in annual trash tax revenue that is currently appropriated to County loan payments.

It would take approximately 12 years to set aside the needed $1.67 million. The MPWR update will help identify priority needs for trash tax funds including any portion of the trash tax that is currently associated with debt service.

Pros

1. By reallocating trash tax revenue, the city would not have to go to the voters to request an increase to the trash tax to pay for Phase II.
2. Existing trash tax programs would not need to be cut.

Cons

1. Until the MPWR update is complete, it is unclear whether Phase II is the most cost-effective or responsible way to spend trash tax dollars.
2. Depending on the November 2010 outcome of voter initiative Amendment 61[2] the city may be required to return to the voters any portion of the trash tax that was

[2] To be voted on in November 2010, "concerning limitations on government borrowing, and… prohibiting future borrowing in any form by state government; requiring voter approval of future borrowing by local governmental entities; limiting the form, term, and amount of total borrowing by each local governmental

pledged to loan repayment or debt, which includes repayment of this County loan. Therefore if Amendment 61 is passed, this funding may not be available for reallocation.

f. Another alternative financing structure like a private loan to the nonprofits or the city for establishment of a new waste management facilities fund (see single hauler discussion in Section III).

At this time, the city finance director has had preliminary conversations with local private lenders to investigate alternative financing packages as presented by the nonprofits. Such alternative financing could take the form of an organization issuing bonds as a 501(c)(3) nonprofit entity. The debt, placed with a private bank (at a variable or fixed rate of interest), is not subject to TABOR (Colorado Taxpayer Bill of Rights) restrictions since it is issued by a nonprofit. If this were pursued, the city would have to increase its payments to the nonprofit organization so it can pay the debt service. However, over the past several years, there have been tremendous changes in the financial markets. Thus far the private banks with whom the city has spoken have been unable to make a commitment that it would still work; financing standards are much more rigorous than they have been in the past.

This scenario represents a possible alternative funding *mechanism*. However, the *source* to repay this debt would take the form of an operational payment to the nonprofit organization, and this payment would still need to come from one of the potential funding sources listed above. Since the bank would want to see a reliable flow of cash payments, it would need to be backed by increasing the trash tax or reallocation of existing trash tax (options c, d or e); but not selling the two-acre portion of 6400 Arapahoe Road or a capital campaign (a or b). Based on preliminary calculations, repaying this type of debt would require a ten to twenty year commitment to the nonprofit organization of $100,000 (over 20 years) to $200,000 (over 10 years) at four to five percent interest.

Pros

1. If the existing trash tax were reallocated, the city would not have to return to the voters for a trash tax increase.
2. If a trash tax increase were used to pay this debt back, it would not impact existing trash tax programs.

Cons

1. Until the MPWR update is complete, it is unclear whether Phase II is the most cost-effective or responsible way to spend trash tax dollars.
2. Depending on the November 2010 outcome of voter initiative Amendment 61, the city may not be able to incur this sort of debt.
3. Depending on how the investment is structured, interest or inflation could increase the actual cost of the ($1.67 million) investment to approximately $2 million.

Other alternative financing sources could be investigated including establishing a new waste management facilities fund. One mechanism to create such a fund could be through a contract for single hauler trash services, as discussed below, in Section III.

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entity; directing all current borrowing to be paid; and reducing tax rates after certain borrowing is fully repaid."

STAFF RECOMMENDATION
Staff recommends that funding for Phase II be examined within the context and process of the MPWR update, scheduled for the fourth quarter of 2010 through the first quarter of 2011. The concept plan would include both Phase I and II for staff and Planning Board review and comment. However, the site review and annexation process would be scheduled for when the MPWR update process is complete. This will provide insight into whether Phase II should be pursued and included in the site review plan. If in the meantime, the nonprofits present a Phase II funding source that does not necessitate financial participation by the city, the site review and annexation can move forward with Phase II independent of the MPWR update.

In terms of nonprofit timing: Eco-Cycle has indicated that its CHaRM operations will need more space within two years. If it is decided that only Phase I improvements can be provided within that timeframe, then site review and annexation should reference Phase I and Eco-Cycle should move to 6400 Arapahoe Road as soon as construction is complete. If the MPWR update results in a recommendation accepted by council that Phase II be pursued and if Phase II funding seems likely within the two year timeframe, Eco-Cycle should remain at the city yards until Phase II is built.

NEXT STEPS
The next steps in the 6400 Arapahoe Road land use review and entitlement process include:

- Neighborhood meeting on draft concept plan – mid June (City Council will receive an invitation).
- Concept plan submittal to city staff for review – second quarter 2010
- Planning Board public hearing to review and comment on concept plan – third quarter 2010.
- Public and stakeholder meetings in preparation for MPWR update – fourth quarter 2010 (City Council review of MPWR update in first quarter 2011).
- Annexation and site review phase (including an additional neighborhood meeting) – first quarter 2011 (City Council public hearing by end of first quarter 2011).
- Negotiate substitute lease agreement with the CRC and new operating contract for ReSource in fall 2010, with City Council review and approval in early 2011.
- Negotiate new lease agreement with Eco-Cycle and new operating contract for CHaRM in fall 2010 if Phase I only, with council review and approval in early 2011; or within two years if Phase II funding available.

SECTION III: "Single Hauler" Issues and Opportunities

PURPOSE
The purpose of this part of the study session is to present the objectives behind municipal trash and recycling collection; to discuss the risks and potential rewards of initiating that process; and to seek council direction on next steps.

QUESTIONS FOR COUNCIL

1. Is council interested in investigating a single hauler municipal contract for trash and recycling collection?
2. If so, should staff embark upon this in the near term or return with options for a single hauler collection system as part of the MPWR update?

EXECUTIVE SUMMARY

This section of the memo includes background on the current trash and recycling collection system in Boulder; how it is structured; and a brief history of city involvement in what is currently a regulated, free market system. The analysis presents reasons that a municipality may want to take over control of the trash and recycling collection system and outlines the risks and potential rewards, state regulations, local conditions, costs and estimated staff requirements for this undertaking.

BACKGROUND

Trash collection in Boulder is a private, subscription-based service. Residents choose their own hauler and subscribe to collection services directly with their chosen hauler. Currently, Western Disposal Services serves 94 percent of the single family, non-homeowners association (HOA) residential trash customers.

In 2000, the city considered beginning municipal trash collection as a way to take control of the entire waste and recycling stream. At that time, trash collection in Boulder was a private, subscription-based service, but curbside recycling was a city-sponsored service (the "Recycle Boulder" green bin program). Costs for the city to provide curbside recycling were outpacing the trash tax revenues that paid for it. In April 2000, City Council held a study session to address the issues surrounding the opening of the Boulder County Recycling Center (BCRC) and the fact that the city would not be able to continue with a city-sponsored curbside recycling program without a significant increase to the trash tax. Council was given a continuum of options: on one end of the spectrum was city sponsorship (municipal control) of the trash and recycling programs, on the other end was private market control of the trash hauling and recycling.council instead decided to regulate the private trash haulers, requiring them to charge volume-based trash rates ("pay-as-you-throw"); collect an expanded list of materials for recycling; provide unlimited recycling collection to their residential customers; and deliver their recyclables to the Boulder County Recycling Center (BCRC) for processing. Beginning in 2006, City Council added compostables to the list of materials that all trash haulers must collect from their residential customers.

City of Boulder trash hauler ordinance

In 2000, City Council retained its private market trash service, but imposed+ regulations around how the service was structured, including a requirement that the haulers must provide curbside recycling. This effectively privatized what was formerly a public recycling program, but instituted significant local control over what was collected and how customers could be charged for the service. Since Western Disposal serves 94 percent of the single family residents and two other companies service the remaining six percent, the reduced wear and tear to Boulder's roads would be minimal. This is a stark contrast to other communities who may have a half a dozen different haulers servicing their residential customers.

The result of the Trash Haulers Ordinance is that, effective January 2001, all trash haulers in Boulder must:

- Provide unlimited recycling to all their residential customers for no additional fee;
- Charge their customers volume-based trash rates ("pay as you throw") to provide incentives to reduce waste;
- Deliver all recyclables to the BCRC; and
- Provide trash and recycling quantity data to the city for tracking purposes.

Furthermore, Boulder's ordinance dictates the materials that must be collected:

1. Unlimited single stream recycling including:
    a. corrugated cardboard
    b. paperboard
    c. No. 1 through 7 plastic bottles, jugs, jars, & tubs
    d. glass
    e. mixed papers
    f. other food and beverage containers

2. Compostable vegetative food and yard waste

The trash haulers ordinance regulates the *structure* of the trash rates by creating a volume-based pricing scheme. However, due to state law, absent a municipal contract for service, the city is prohibited from regulating the rates themselves. As an example, through ordinance language, the city could require that a hauler charge 20 times the amount for a second can of trash as compared to the first can; but the city cannot require that the hauler charge $20 vs. $1.

In 2000, the city council felt confident that the private, competitive system would tend to keep trash haulers accountable to their customers' demands for service and reasonable rates. However, several Front Range communities have recently considered municipalizing their trash service by releasing RFPs for city-wide trash and recycling collection. The cities of Louisville, Lafayette and Superior awarded contracts for these services; Fort Collins chose to maintain its competitive system for trash and recycling. At this time it is prudent to re-visit the city's involvement in the community's trash and recycling collection system.

ANALYSIS

The benefits of establishing municipal control of trash and recycling include:

1. One fleet of trash and recycling trucks minimizes wear and tear on the streets as compared to several fleets from several different trash companies.
2. The city can direct specific materials to be collected at the curb to increase recycling and composting and ensure a consistent level of service throughout town.
3. The city can control where the recyclables are processed to support publicly owned recycling processing centers.
4. Revenues from the sale of recyclables can be used to help offset some recycling program costs.
5. The city can control how trash rates are structured (e.g. volume-based rates; waste management fees, etc.).
6. The city can control the rates through bidding and rate review processes.

7. The city can require reporting of waste and recycling quantities for tracking purposes.

These benefits are somewhat offset by Colorado state law which prohibits local governments from requiring municipal trash and recycling services for multiple-family buildings with more than eight units and for commercial trash customers (including residential developments governed by homeowners' associations). Therefore:

- A municipal system would only cover single-family homes, about 50 percent of all residences in Boulder.
- Larger entities that choose to contract with private haulers would impact the roads regardless of a municipally contracted single hauler system, and commercial trash collection vehicles are typically heavier and contribute disproportionately to road degradation.

Another aspect of this Colorado law dictates that a city's decision to contract with a single hauler is subject to voter referendum.

The city would need to decide how long the contract would be for a single trash and recycling hauler. A short-term contract would allow for competition that could keep rates low and service high. However, if the city's hauler changes every few years, it may add to community confusion and the city staff resources would be required to accomplish this. Aside from the proposal period that would take place every few years, the city would be creating a monopoly and may be seen as undermining the private sector's ability to compete in an ongoing way for customers with a dynamic balance between costs and service levels and may reduce the number of trash haulers competing to provide service.

The reasons to contract for one hauler

There are several reasons communities choose to municipalize their trash service. A June 2009 study by Gracestone, Inc. compared Boulder to other jurisdictions including Louisville, Erie, Lafayette, Longmont, Superior, Denver and unincorporated Boulder County. The study outlined the pros and cons of why a municipality may choose to create a municipal contract. The following section presents highlights from this study.

<u>The communities that have made the switch</u>

The towns of Louisville and Lafayette moved to contracted residential service for the following reasons, stated in order of importance:

1. To make services more consistent town-wide,
2. To make recycling more accessible,
3. To obtain collection and diversion data and
4. To reduce wear and tear on the streets.

The Town of Superior contracted service for three of its neighborhoods that are not governed by HOAs simply to obtain lower rates. All three towns reported that the transition to contracting required a fair amount of staff resources to host public forums and discussion; ensure a smooth billing interface with the hauler's system; conduct legal work to ensure that any contract meets state requirements; and time for council to address the matters. Resident satisfaction is reported to be high.

The communities that have not made the switch

The City and County of Broomfield has a competitive system for trash service. In 2008, it evaluated the advantages and disadvantages of changing to municipal control. Broomfield found that its residents seem to be quite loyal to their haulers, resulting in little political will to make the switch.

In 2009, the City of Fort Collins created an RFP for single hauler service. The main goals were to:

1. Reduce the number of trash trucks on neighborhood streets,
2. Reduce road damage, traffic, noise and air pollution, and
3. Increase recycling rates at the curb.

The city of Fort Collins received three proposals. After a lengthy public hearing, the City of Fort Collins decided not to switch to a single hauler. In speaking with staff, the following were cited as the main reasons:

1. Residents were concerned about government involvement in private business, which they felt would result in a lack of choice for residents and the loss of business for two local trash haulers.
2. The cost of implementation was projected to include a one-time cost of $25,000 plus ongoing costs that average $1 per account per month for billing and $0.25 per account per month for administrative costs.
3. Residents that wanted to bring their own trash to the transfer station did not have the option to avoid the basic service level charge.
4. On-going administrative costs for administrative staff, program oversight and auditing were felt to be onerous.

Rates and services provided

The following table contains a summary of local communities' hauling structures.

City	Number of customers	Municipal, contracted or private service?	Who provides carts?	Who does billing ?	Who keeps recyclables revenue?	Waste management fee or tax?
Boulder	100,000	Private	Hauler	Hauler	Hauler	Trash Tax
Broomfield	45,116	Private	Hauler	Hauler	Hauler	No fees
Erie	16,432	Private	Hauler	Hauler	Hauler	No fees
Ft. Collins	129,467	Private	Hauler	Hauler	Hauler	No fees
Lafayette	5,000[3]	municipal contract[3]	Hauler: trash; City: recycling	City	City	$1.00/month to resident's bill
Longmont	82,646	Municipal crews	City	City	City	$2.96/month waste mgmt. fee
Louisville	5,000[3]	municipal contract[3]	Hauler	City	City	$0.50/month

Table III.1.

[3] Remaining population in HOA-controlled contracts

Table III.1 (cont.)

City	Number of customers	Municipal, contracted or private service?	Who provides carts?	Who does billing ?	Who keeps recyclables revenue?	Waste management fee or tax?
Superior	10,549	Municipal (Rock Creek HOA has one private contract)	Hauler	City (water bill)	hauler	Customer is charged $8.95/month
Unincorp. Boulder County	294,000	Private	Hauler	Hauler	Hauler	No fees

The following table compares the average cost per household and the services received for that cost.

City	Avg. cost / month	Avg. trash subscription rates*	Recycling collection services	Compost collection services
Boulder- Western Disposal	$26.72	45 gallons (63% at 32-gal; 30% at 64-gal, 7% at 96 gallons)	unlimited	32 gallon + 3 bags + 3 bundles
Boulder- One Way Trash	$16.95	40 gallons (79% at 32-gal; 16% at 64-gal, 5% at 96 gallons)		
Boulder- Republic Services (formerly BFI and Allied Waste)	$19.24	55 gallons (63% at 32 gallons; 37% at 96 gallons)		
Louisville	$17.25	54 gallons (40% at 32-gal; 48% at 64-gal; 11% at 96-gal)	96 gallons	32 gallons at $3/mo; 64 gallons at $11.40/mo
Longmont	$13.62	90 gallons (78% at 96-gal; 22% at 48-gal)	96 gallons	0

* Average trash volume based on percentage of customers subscribing to each trash volume service

Table III.2

Additional information about the services included and not included in the various community's service levels are described below.

City of Boulder residents currently receive the following services from their trash haulers (rates noted in table above). These services are all required by city ordinance:

- Pay-as-you-throw rates for pre-paid bags, every-other-week, 32, 64, or 96-gallon trash containers
- Unlimited single stream recycling picked up every other week
- 32 gallons of compost collection included *plus* three extra bags of leaves *plus* three (6-foot by 3-foot) extra bundles of branches allowed to be placed at the curb for each collection day
- Alley collection, where applicable[4]
- Free Christmas tree collections on route
- Individual billing to households

Western Disposal provides the following additional services to its Boulder customers:

- E-mail reminders and telephone reminder system
- The ability to switch the level of service to match seasonal waste generation fluctuations
- Payment options: automated clearing house, credit card, e-billing
- Extra trash stickers charged to an individual account and mailed to customers

The **City of Lafayette** has a five-year contract with Western Disposal to provide services to 5,000 households. The average cost to each household is only $12.96/month. However, the service level is significantly lower than in Boulder. The services included in Lafayette's collection services are:

- Every week trash collection
- Every other week recycling collection
- Recyclable materials are delivered to the BCRC
- Lafayette retains the revenues from sale of the recyclables

The contract does *not* include the following services:

- Recycling carts' purchase and maintenance (the city of Lafayette pays for these at approximately $50 per household)
- Individual billing to households (the city of Lafayette pays Western directly and bills its customers)
- Semi-automated collection in alleys[5]
- Pre-paid bag trash service option[5]
- Every other week trash service option[5]
- E-mail reminders and telephone reminder system[5]
- Payment options: automated clearing house, credit card, e-billing[5]
- Free Christmas tree collections on route[5]
- Newsletter & other educational materials[5]

[4] Approximately 20% of Boulder single-family homes are not able to be serviced with automated trucks in Boulder's narrow alleys

[5] Boulder residents do receive these products/services from Western Disposal

- Extra trash stickers charged to an individual account and mailed to customers (Lafayette residents must go to city hall 8 a.m. - 5 p.m. M-F to pick these up)[5]
- Curbside collection of compost[5]

Western Disposal also provides service to 5,000 households in the **City of Louisville**. The cost to the average homeowner in Louisville is $17.25 per month. This pays for the following:

- Pay-as-you-throw rates for 32, 64, and 96-gallon trash containers.
- 96 gallons of single stream recycling picked up every other week
- 32 gallons of compost collection: costs $5 per month (included in the average cost calculated above).
- Two free bulky item pick-ups per year.

This does *not* pay for the following:

- Any extra recycling or compostables placed outside of the residents carts. This is charged at a rate of $3.00 per 32-gallon unit[6]

Reduced costs, increased revenues

Another impetus for instituting a single hauler trash system would be to control and potentially decrease the rate charged to residential customers. Other communities have set their trash rates to include a waste management fee so that while the resulting cost to the homeowner was lower, the city was able to retain a portion of the trash cost savings to create a waste management facilities fund. However, under TABOR restrictions, absent a public vote to the contrary, any fees charged would have to be designed simply to cover the costs of the "enterprise." In addition, it may be difficult to justify to Boulder residents why the city has a trash tax (which was voted on) and a waste management facilities fee (which was not voted on).

To identify the risks and potential rewards of initiating a single hauler contract, it is important to determine the following:

- Would a single hauler contract result in lower rates for Boulder residents?
- If so, could the city retain a portion of the cost savings to fund zero waste facilities and programs?

The ultimate indicator of whether a single hauler contract would result in lower rates to Boulder residents would be the costs included in proposals from vendors. These proposals would be structured to outline each component of the cost and services. Council would then make policy decisions regarding the profile of services that it would like to offer to Boulder residents, and at what cost. For example, the bids would specify costs for each additional service such as the ability to place extra material out for compost collection, or the cost to have the hauler provide flexibility to customers who would like to switch their service level throughout the year.

Staff resource impacts

The staff effort required to investigate and execute a single hauler contract is estimated to be approximately 220 hours. The staff required to undertake this project is part of the

[6] For the same level of service provided to Boulder residents (3 extra bags plus 3 extra bundles), Louisville residents would pay $9.00 per collection day.

Local Environmental Action Division (LEAD) of the Community Planning and Sustainability Department, the City Attorney's Office and the Purchasing Division of the Finance Department. Depending on the timing of the issuance of an RFP, this work would require trade-offs. The same LEAD staff working on this are currently assigned to roll out the social mobilization campaign and Two Techs and Truck program for implementation of the Climate Action Plan, including implementation of the city's portion of the Department of Energy's Energy Efficiency and Conservation Block Grant (EECBG) programs. The same residential team in LEAD is also initiating contracts and managing the technical assistance to rental property owners for the proposed SmartRegs program. These program priorities could be adjusted to make room in work plans for a single hauler solicitation, or the work plan to develop a solicitation for a single hauler could be delayed into the beginning of 2011.

Staff time to investigate and execute a single hauler contract

Prep for public meetings	15 hrs
Public meetings	20 hrs
write-up from publ. mtgs.	10 hrs
council consideration-1st read	55 hrs
CC 2nd / 3rd readings	20 hrs
RFP design	20 hrs
RFP review	15 hrs
Public meetings around selection	20 hrs
Contract negotiations	35 hrs
Execute contract	10 hrs
	220 hrs

Table III.1

Fiscal impacts

Under a single hauler collection system, there are many program options to consider, some of which have fiscal impacts. These include the mix of services that would be borne by the hauler versus those that would be administered by the city, such as: cart purchase, billing administration, service complaints and requests to switch service levels. In other communities, the city has decided to take some of this on in order to keep rates to the customers low. Another decision that would have fiscal implications is whether the city would set rates to generate funds or fees to help finance zero waste programs and infrastructure.

Any programmatic or contractual decisions with fiscal impacts would be considered by council at a regularly scheduled council meeting.

CONCLUSION

The primary motivations other cities had for municipalizing their trash service do not apply to Boulder.

Several of the potential benefits are already addressed through Boulder's trash hauler ordinance:

- Residents already receive uniform trash and recycling service
- Residents are charged by volume for their trash
- Every-other-week recycling collection includes unlimited single-stream recycling

- Every-other-week composting collection includes 32 gallons of compostables plus three extra bundles of branches and three extra bags of leaves
- The city receives trash and recycling data
- The recyclables are directed to the BCRC

Other potential benefits are mitigated by Colorado law and local conditions:

- The reduction in impact to city streets would be minimal since Western Disposal's fleet already services 94 percent of the residential customers.
- The benefit for Boulder to enter into a recyclables revenue sharing agreement would generate significantly less revenue than the existing trash tax (approximately $10,000 vs. $1.2 million).
- It may be difficult to justify a new waste management fee on residents' trash bills, as it would appear alongside a trash tax that was voted into place to help achieve the city's recycling and waste reduction goals.

STAFF RECOMMENDATION

At this time, staff is not recommending the city proceed with a single hauler contract for trash and recycling. Staff resources can instead be dedicated to the following priorities:

- Develop the zero waste components of education and one-on-one technical assistance for the city's Climate Action Plan targeted business outreach;
- Negotiate with Western Disposal to make its compost site available and acceptable to all commercial compost haulers in Boulder;
- Work with Boulder County to identify the needs and planned facilities for construction recycling;
- Continue concept planning for 6400 Arapahoe Road;
- Continue to work with Eco-Cycle and CRC to seek outside funding for Phase II at 6400 Arapahoe Road; and
- Initiate the MPWR update.

Once community priorities are identified and programmatic recommendations are developed for the MPWR update, the city will work with community leaders to identify community partnerships to fund these programs. During the first quarter of 2011, staff will return to council with recommended next steps for 6400 Arapahoe Road and funding options for any action and vision plans identified in the MPWR.

ATTACHMENTS

A. 2010 trash tax appropriations and description of service contracts between the city and Eco-Cycle and CRC
B. Summary of Alameda County public composting efforts
C. 6400 Arapahoe Road Land Use Review Process and Schedule
D. Key Findings of Concept Development
E. Site and Building Program Summary and Details
F. Draft Phase I and Phase II concept plans
G. Cost estimates for Phase I and Phase II
H. Estimated current and future waste diversion rates

2010 Trash Tax appropriations

Personnel Salary and benefits (4.5 FTEs + 0.5 Temporary)	$ 450,655
Administrative expenses	$ 47,705
Information resources/data management	$ 16,000
Residential waste reduction education	$ 138,000
Yard Waste Drop Off Center	$ 105,000
Commercial waste reduction education	$ 50,000
Commercial composting subsidies	$ 70,000
New business waste reduction planning and programs	$ 122,000
City office recycling	$ 43,000
Center for Hard-to-Recycle Materials (CHaRM)	$ 100,000
Public place & special events recycling	$ 25,000
Deconstruction services	$ 15,000
Hazardous materials management	$ 1,800
6400 Arapahoe: debt service	$ 440,000
6400 Arapahoe: 2010 portion of bond reserve	$ 39,540
6400 Arapahoe: county loan payments	$ 136,300
Total	**$ 1,800,000**

Service contracts between the city and Eco-Cycle and the Center for Resource Conservation (CRC)

The city has program-specific service contracts with both Eco-Cycle and the CRC, which are funded by trash tax revenues. The $100,000 annual+ payment to Eco-Cycle for CHaRM operations equates to about one quarter of CHaRM's total annual operating costs. When Eco-Cycle moves to 6400 Arapahoe, a new operating agreement will be drafted between the city and Eco-Cycle for the CHaRM operations. Additional service contracts with Eco-Cycle are listed in the table below.

The trash tax also funds services provided by the CRC: environmental education and outreach, deconstruction consulting for demolition permit applicants, and a portion of the CRC's administrative costs (see table below). Currently the city does not help fund ReSource operations, but a new operating agreement will be drafted this fall and may provide some city funding.

Service contracts with Eco-Cycle and the CRC funded by trash tax

	2010 Amount
Eco-Cycle	
CHaRM operation	$100,000
Recycling outreach and education	$9,600
Boulder Valley School District environmental education	$20,000
City organization recycling service	$43,000
Eco-Cycle subtotal	**$172,600**
CRC	
Recycle Boulder Hotline, education and CRC administration	$50,000
Deconstruction consulting with demolition permit applicants	$15,000
CRC subtotal	**$65,000**
Total	**$237,600**

New lease agreements with the ReSource and Eco-Cycle will be drafted in the fall of 2010, before Eco-Cycle moves to 6400 Arapahoe. Lease negotiations will address the extent to which the lease payments will cover operations and maintenance costs[1] and repair and replacement costs[2]. The final lease agreements will be approved by City Council. In addition, once the 6400 Arapahoe property is annexed to the city, ReSource will begin paying 3.41 percent city sales tax on its sales. ReSource sales totaled $435,000 in 2009 and are expected to increase in 2010, yielding at least $14,800 per year in city sales tax revenue.

[1] Estimated by the city's Facilities and Asset Management Division at 2.5 percent of current replacement value annually

[2] Estimated at 2 percent of current replacement value annually

Alameda County, California
Update May 6, 2010

Two successive (unsuccessful) attempts to develop a publicly owned compost facility through a public/private partnership model

Staff from the Alameda County Waste Management Authority ("the Authority") in the Bay Area of California report that they have attempted, on two separate occasions, to develop an in-county composting facility with public investment in partnership with a private operator.

The first time, around 1994-1995, the proposed composting facility was designed to process biosolids and green waste in an open window operation on a parcel of property the Authority owns in the Altamont Pass area. This property is programmed as "reserve landfill capacity in public ownership." However, there is very little water available there, and the project needed the biosolids for the moisture content. The Authority completed an Environmental Impact Report (EIR), and received a Conditional Use Permit from Alameda County Planning Department, but the permit was appealed to the Board of Supervisors by a politically connected neighbor and a group of environmental activists and the Board of Supervisors denied the permit. During the EIR/Clean Up Process (CUP), private companies who were bidding to wastewater treatment plants to transport and dispose of their biosolids (mostly for land application) cut their bids significantly: from around $40/ton to around $18/ton. This threat to enter the market to handle biosolids had the result of undercutting the Authority's proposed tip fee of around $20/ton and this essentially killed the economic viability of the Authority's publicly owned compost site. After the project proposal was abandoned, the companies raised their prices. Subsequently, the Authority adopted a policy of not wanting to rely upon biosolids for any future composting project, primarily for concerns expressed by organic farmers and other end users about the quality of the product.

Approximately five years ago, the Authority tried to develop an aerated static pile composting facility (for plant debris and food scraps - no biosolids) with a different private partner (the result of a competitive RFP process) in the Sunol area, on land owned by San Francisco Public Utilities and directly adjacent to an active quarry with a need to dispose of non-potable water. The proposal was that the Authority would own the land (after a friendly condemnation process with SF PUC). It was planning to invest around $6 million, with the rest of the investment by the operator. The Authority conducted an EIR, but a group of residents living on a road about a half mile away (some of them on large parcels that they hope to subdivide and develop someday, although current zoning restrictions don't allow that) lobbied the Board of Supervisors and prevailed in convincing the Board to rule that the project was incompatible with current zoning. About a year later, an existing composting facility in Vernalis, just south of Tracy (San Joaquin County), received a modified permit that expanded its capacity and allowed it to legally accept post-consumer food scraps. Between that facility and some others, all of the Alameda County cities now have residential food scraps collection along with plant debris in their green carts and the haulers have a place to send the material, but there are still no in-county composting facilities and the Authority is still pursuing in-county capacity for various reasons - travel distance, security of capacity, concern about quarantines for things like Sudden Oak Death and Light Brown Apple Moth (and potential inability to ship raw materials out of county).

6400 Arapahoe Road - Process and Schedule

SITE ANALYSIS, PROJECT VISIONING, PROGRAMMING PHASE
FEBRUARY 18 - EARLY MAY 2010

TASK	WHO	WHEN	OUTCOMES
Project Kick-Off Goals, Schedule, Preliminary Program	Consultant Team Staff Team ReSource & Eco-cycle	February 18, 2010 12:30-2:00 pm	Project Roles Project Process, Schedule
Site Visit and Program and Operational Review	Consultant Team Staff Team ReSource & Eco-cycle	Week of February 22	Site Analysis Needs Assessment As-builts
Program and Site Analysis Review	Consultant Team Staff Team ReSource & Eco-cycle	March 4, 2010 12:30-2:00 pm	Non-Profits Program - Phase 1 and Future
City Visioning Worksession	Consultant Team Staff Team Other identified staff	March 11, 2010 12:30-2:00 pm	City Vision Opportunities and Constraints
Stakeholder Brainstorming Meeting	Consultant Team Staff Team ReSource & Eco-cycle BVSD, CDOT, Thorne, EAB, CAB, County Staff, Industry Leaders and Advocats	March 18, 2010 12:30-2:00 pm	Vision Statement Project Goals Opportunities/Constraints
Neighborhood Meeting Preparation	Consultant Team Staff Team ReSource & Eco-cycle	April 1, 2010 12:30-2:00 pm	Confirm Vision, Goals, Opportunities and Constraints
Neigh. Meeting #1 Vision, Goals, Opportuni- ties and Constraints	Consultant Team Staff Team ReSource & Eco-cycle	April 5, 2010 6:30-8:00 pm	Community input on vi- sion, goals, opportunities and constraints
Concept Development	Consultant Team	Mid March - Mid April	Conceptual Alternatives Pros/Cons Analysis Phasing Strategies
Review Concepts	Consultant Team Staff Team ReSource & Eco-cycle	April 15, 2010 12:30-2:00 pm	Input on Development Concepts and Phasing

6400 Arapahoe Road - Process and Schedule

CONCEPT PLAN PHASE
MID APRIL - EARLY JULY 2010

TASK	WHO	WHEN	OUTCOMES
Staff and Consultant Team Worksession - Preferred Concept Alternative	Consultant Team Staff Team ReSource & Eco-cycle	April 29, 2010 12:30-2:00 pm	Select preferred alternative - Phase 1 and Future
City Council Study Session - Concept Update	Consultant Team Staff Team ReSource & Eco-cycle	June 3, 2010	Input on project
Neigh. Meeting #2 Development Concepts	Consultant Team Staff Team ReSource & Eco-cycle	June 2010	Community input on concepts
Preliminary Concept Plan Submittal Materials	Consultant Team	Between July 1 and July 15	Concept Plan materials to submit to P& DS
Staff Review of Concept Plan Materials and Memo Preparation (6 weeks)	Planning and Development Services Staff	July - August	Review comments to team and memo to Planning Board
Planning Board Public Hearing on Concept Plan	Consultant Team Staff Team ReSource & Eco-cycle	August or September	Planning Board comments on Concept Plan

LEGEND

- MEETING
- CONSULTANT WORK
- PUBLIC MEETING
- TASK COMPLETED

STUDIOTERRA

6400 Arapahoe Road- Process and Schedule

ANNEXATION, USE REVIEW AND SITE REVIEW PHASE
2011

TASK	WHO	WHEN	OUTCOMES
Update to Master Plan for Waste Reduction	LEAD Staff	4th Quarter 2010 and 1st Quarter 2011	
Site-Review Kick-Off PB Comments, other Considerations	Consultant Team Staff Team P & DS Staff	1st Quarter 2011	
Preliminary Site Review, Use Review and Annexation Documents		1st Quarter 2011	
Staff and Consultant Team Worksession - Review Plans and Documents		1st Quarter 2011	
Neigh. Meeting #3 Preferred Plan		1st Quarter 2011	
Final Site Review, Use Review and Annexation Documents		2nd Quarter 2011	
Planning Board Public Hearing on Site Review and Annexation/Zoning		3rd Quarter 2011	
City Council Public Hearing on Annexation		3rd Quarter 2011	

LEGEND

- MEETING
- CONSULTANT WORK
- PUBLIC MEETING
- TASK COMPLETED

STUDIOTERRA

6400 Arapahoe Road - Process and Schedule

TECHNICAL DOCUMENT AND BUILDING PERMIT PHASE
2011 - 2012

TASK	WHO	WHEN	OUTCOMES
Tec Doc Kick-Off PB Comments and/or Conditions			
Preliminary Technical Documents - Civil, Landscape, Architecture			
Staff and Consultant Team Worksession - Review Plans and Documents			
Technical Issues Review with Key P and DS Staff			
Final Tec Documents - Civil, Landscape, Architecture *			

* Consider Concurrent Tec Doc and Building Permit Process

ARAPAHOE ROAD

EXISTING EDGE OF ROAD

FUTURE EDGE OF ROAD

FUTURE R.O.W.

FUTURE BUFFER - USE AS PARKING IN PHASE 1

EXISTING PARKING LOT

EXISTING EDGE OF ROAD

DETENTION POND

TEMPORARY LANDSCAPE

LANDSCAPE BUFFER

EXISTING OFFICE BLDG

LANDSCAPE

RESOURCE WAREHOUSE 3,500 SF

CHaRM WINDOW

ECO-CYCLE ENCLOSED SCHOOL STORAGE 2,000 SF

RESOURCE WAREHOUSE +/- 6,000 SF

RESOURCE OUTDOOR SALES AND DISPLAY

DONATION

ECO-CYCLE COVERED STORAGE

CHaRM DROP OFF

CHaRM WAREHOUSE =/- 7,000 SF

RESOURCE DENAILING

LOADING DOCK

RAMP

FUTURE ROAD NEEDED TO IMPLEMENT PHASE II

AREA = 435,589 SQ. FT. (10.000 ACRES)

REMAINDER PARCEL +/- 2.1 ACRES

ADD'L REMAINDER PARCEL AVAILABLE IF PHASE II IS NOT IMPLEMENTED +/- 0.5 ACRES

ECO-CYCLE COVERED STORAGE

CHaRM ROLL-OFFS

RESOURCE VEHICLE STORAGE

ECO-CYCLE TOTERS

ACCESS LANE TO VEHICLE STORAGE

ECO-CYCLE COMMERCIAL VEHICLE AND DUMPSTER STORAGE

LANDSCAPE BUFFER

ROLL-OFFS FOR SINGLE STREAM RECYCLING AND COMPOSTABLES

CHaRM WAREHOUSE =/- 3,000 SF

LANDSCAPE BUFFER

40 FT 20 FT 0 40 FT

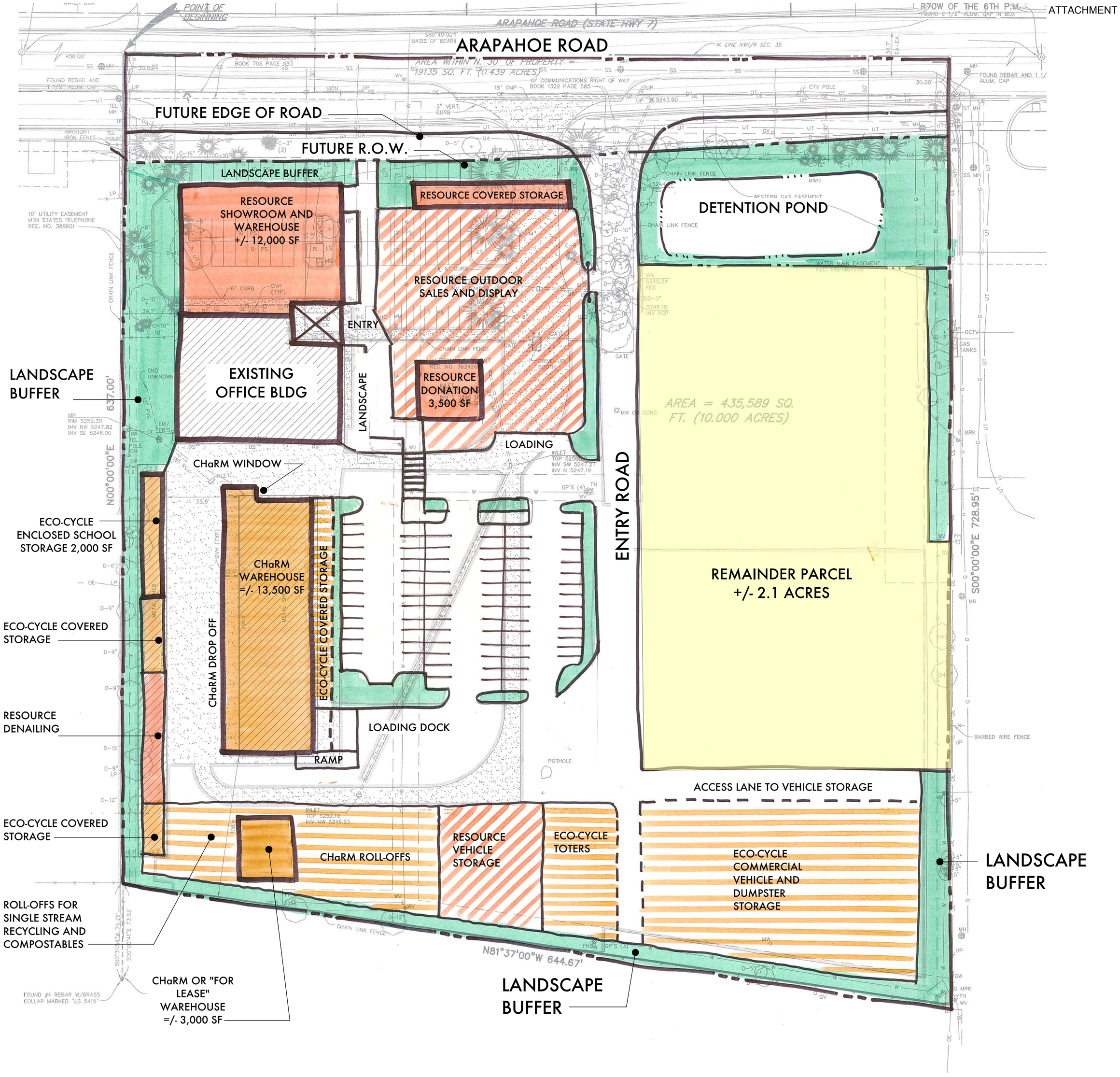
N

6400 ARAPAHOE ROAD

CONCEPT PHASE I

MAY 6, 2010

STUDIOTERRA, INC
DREXEL BARRELL
PEH ARCHITECTS



6400 ARAPAHOE ROAD

CONCEPT PHASE II

MAY 6, 2010

STUDIOTERRA, INC
DREXEL BARRELL
PEH ARCHITECTS

ATTACHMENT E

6400 Arapahoe Road
Site and Building Program for Eco-Cycle, CHaRM ReSource
Summary Chart (square feet)

	EXISTING/FORMER CONDITIONS @ city yards (Eco-Cycle) & 63rd St. (ReSource)	PHASE I PROGRAM REQUEST AS OF 5/5/2010	PHASE I SITE PLAN	PHASE II SITE PLAN	I
INDOOR OFFICE	n/a				
Common		4,620	4,620	4,620	includes "vision" comr
Eco-Cycle and CHaRM		5,292	5,292	5,292	includes book functior
ReSource		1,363	1,363	1,363	
Subtotal		*11,275*	*11,275*	*11,275*	
INDOOR WAREHOUSE					
Eco-Cycle and CHaRM	6,321	9,408	12,000	15,500	includes Eco-Cycle scł
ReSource	6,500	13,000	9,500	15,500	ReSource phase 1 req warehouse
Subtotal	*12,821*	*22,408*	*21,500*	*31,000*	
COVERED STORAGE	n/a				
Eco-Cycle and CHaRM		1,700	3,000	2,000	
ReSource		8,200	4,000	5,000	
Subtotal		*9,900*	*7,000*	*7,000*	
OUTDOOR RETAIL	n/a				
ReSource		20,000	20,000	24,000	
Subtotal		*20,000*	*20,000*	*24,000*	
OUTDOOR VEHICLE STORAGE	n/a				
Eco-Cycle and CHaRM		32,000	43,000	43,000	more than enough
ReSource		6,300	7,000	7,000	
Subtotal		*38,300*	*50,000*	*50,000*	
PARKING SPACES	n/a	86	74	82	will request parking re
DETENTION POND	-	11,000	11,000	11,000	
LANDSCAPE	-	Meet Code	43,580	44,820	acre of landscape & ir
TOTAL SITE FOR ECO-CYCLE/RESOUR	3.5 ac		5.6 ac	6.1 ac	
REMAINDER ACREAGE	-		2.6 ac	2.1 ac	

Site and Building Program
ReSource, CHaRM, and Eco-Cycle
6400 Arapahoe Avenue
Revised May 21, 2010

	CHaRM Now	CHaRM Phase 1	CHaRM Phase II	Eco-Cycle Now	Eco-Cycle Phase 1	Eco-Cycle Phase II	ReSource Now	ReSource Phase 1	ReSource Phase II	CRC Vision	
INDOOR CONDITIONED SPACE											
Offices	1 employee 61 SF	2 employees 230 SF	2 employees 230 SF	17 employees XXXX sf	19 employees 2,200 SF	19 employees 2,200 SF	7 employees 958 SF	8 employees 860 SF	9 employees 960 SF	18 employees 2500 SF	Updated based o Employees per C
Meeting/Conference	0	0	0	20 people 535 SF	20 people 500 SF 6 people 200 SF	20 people 500 SF 6 people 200 SF	Included in Office	7 people (200 SF)	7 people (200 SF)	30 people	All Users share 2 (1) 200 SF 7 per (1) 500 SF 20 pe
Restrooms - Mens and Womens	0	0	0	300 sf	See notes	See notes	300 SF	See notes	See notes	to be determined	Phase 1 - CHaRM Approx. 5 WC's v Estimated at 60(
Breakroom	0	2 employees	2 employees	400 SF	10 employee 350 SF	10 employee 350 SF	Included in Office	3 employees	3 employees	10 employees	Full-size fridge, d dishwasher, lock Shared between
Common - Printing/Supplies/Workroom	Shared w/ Eco Cycle	Shared w/ Eco Cycle	Shared w/ Eco Cycle	XXX SF	200 SF	200 SF	included in office	Included in Office	250 SF	200 sf	
Common - Conditioned Storage	0	0	0	0	0	0	100 SF	100 SF	600 SF	200 sf	Eco-Cycle school warehouse ReSource - inclu storage
Customer Service / Help Desk	1 employee at window 64 SF	1 employee at window 64 SF	1 employee at window 64 SF	1 employee receptionist XXX SF	1 employee receptionist 56 SF	1 employee receptionist 56 SF	1 employee 242 SF	1 employee 56 SF	1 employee 56 SF	1 employee	
Book Sorter	700 SF	700 SF	700 SF	NA	NA	NA	NA	NA	NA	NA	Preferably placed Area to be consi
Video Room	NA	NA	NA	280 SF	280 SF	280 SF	NA	NA	NA	NA	
Community Meeting Room ? Educational Teaching Area			NA	0	0	Capacity for 80 occupants 1,500 SF	0	0	Capacity for 80 occupants (1,500 SF)	covered under ReSource	All users share (:
Retail Area	NA	NA	NA	0	280 SF	280 SF	NA	NA	NA	NA	Eco-Cycle - Stora Waste Kits near
Gallery Display Area	NA	NA	NA	0	?	?	0	0	1,500 SF	250 SF	ReSource - Inclu Workshop Vision
Volunteer Work Station	NA	NA	NA	NA	NA	NA	0	120 SF	250 SF	250 SF	
SUBTOTAL AREA	825 SF	994 SF	994 SF	XXXX SF	4,066 SF	5,566 SF	1,585 SF	1,136 SF	3,616 SF	3,400 SF	
Circulation	0%	20% 199 SF	20% 199 SF	20%	20% 813 SF	20% 1,113 SF	0%	20% 227 SF	20% 723 SF	20% 680 SF	
TOTAL AREA	included in Eco Cycle	1,193 SF	1,193 SF	5,309 SF	4,879 SF + Bath	6,679 SF + Bath	1,585 SF	1,363 SF + Bath	4,339 SF + Bath	4,800 SF + Bath	Areas in () were are assumed to l

	CHaRM Now	CHaRM Phase 1	CHaRM Phase II	Eco-Cycle Now	Eco-Cycle Phase 1	Eco-Cycle Phase II	ReSource Now	ReSource Phase 1	ReSource Phase II	CRC Vision	
INDOOR WAREHOUSE											
Office, customer service, yard employee	2 employees 0 SF	2 employees 400 SF	4 employees 400 SF	NA	NA	NA	1 employee 200 SF	1 employee 200 SF	1 employee 200 SF	NA	Provide locker sp employees
Worm Farm (2 Boxes)	300 SF	300 SF	300 SF	NA	NA	NA	NA	NA	NA	NA	
Materials Display/Retail	0	0	0	NA	NA	NA	6,500 SF (at old site)	11,788 SF	12,000 SF	NA	ReSource 63rd S display in metal
Material Storage / Flex Storage	1,650 SF	3,240 SF	3,240 SF	NA	NA	NA	500 SF	500 SF	Included in Display	NA	Includes parked for storage
Material - Processing Balers (2) - 15'x8' Styrofoam densifier and net	485 SF 240 SF 500 SF	2,000 SF	2,000 SF	NA	NA	NA	NA	NA	NA	NA	
Material - post-processing	585 SF 1,536 SF	1,500 SF	1,500 SF	NA	NA	NA	NA	NA	NA	NA	4 decommisione 8' x 48' = 1,536
Book Shearing	400 SF	400 SF	400 SF	NA	NA	NA	NA	NA	NA	NA	
Storage for Eco-Cycle School Prog				XXX SF	2000 SF	2000 SF					Accessible by ca
New CHaRM materials	0	0	5220 SF	NA	NA	NA	NA	NA	NA	NA	
Woodworks	NA	NA	NA	NA	NA	NA	750 SF	750 SF	1,000 SF	NA	
Tool Library	NA	NA	NA	NA	NA	NA	0	0	1,500 SF	NA	
Architectural Salvage Showrm.	NA	NA	NA	NA	NA	NA	0	0	2,500 SF	NA	
Community Repair Center / Workshop / Product Devel.	0	0	1200 SF	NA	NA	NA	0	0	2,500 SF	NA	500 SF Mainter 1,000 SF Worksh 1,000 SF Produc
Demonstration Display Area	NA	NA	NA	NA	NA	NA	0	0	750 SF	NA	Could group with
Reclaimed Art Gallery Area	NA	NA	NA	NA	NA	NA	0	0	?	NA	Sculpture Indoor
SUBTOTAL AREA	5,696 SF	7,840 SF	12,270 SF	0	0	0	NA	13,238 SF	28,450 SF		
Circulation	xx% 625 SF	20% 1,568 SF	20% 2,454 SF	NA	NA	NA	20% Included	20% Included	20% 5,690 SF	NA	
TOTAL AREA	6,321 SF	9,408 SF	14,724 SF	0	2,000 SF	2,000 SF	NA	13,238 SF	34,140 SF	NA	

	CHaRM Now	CHaRM Phase 1	CHaRM Phase II	Eco-Cycle Now	Eco-Cycle Phase 1	Eco-Cycle Phase II	ReSource Now	ReSource Phase 1	ReSource Phase II	CRC Vision	
OUTDOOR - COVERED											
Donation/Drop-off Area	800 SF	800 SF	1,200 SF	NA	NA	NA	400 SF	400 SF	400 SF	NA	CHaRM=100' x 8
De-Nailing/Covered Storage	NA	NA	NA	NA	NA	NA	2,500 SF 2,300 SF	5,500 SF	7,500 SF	NA	
Truck Service/Wash Bay	NA	NA	NA	900 SF	900 SF	900 SF	NA	NA	NA	NA	Shared (relocate
Soft Strip C&D	0	0	4,375 SF	NA	NA	NA	0	0	0	NA	carpet, ceiling til
Material Display/Retail	NA	NA	NA	NA	NA	NA	2,300 SF	2,300 SF	2,300 SF	NA	
TOTAL AREA	800 SF	800 SF	5,575 SF	900 SF	900 SF	900 SF	7,500 SF	8,200 SF	11,700 SF	NA	

	CHaRM Now	CHaRM Phase 1	CHaRM Phase II	Eco-Cycle Now	Eco-Cycle Phase 1	Eco-Cycle Phase II	ReSource Now	ReSource Phase 1	ReSource Phase II	CRC Vision	
OUTDOOR											Eco-Cycle estima ReSource 63rd s stor. including al
Facility Vehicles	1 semi-trailer for parking	1 semi-trailer for parking	1 semi-trailer for parking	13 spaces 12'x35' (12 trucks, 1loader) 4 stnd 8'x16' 4-50' trailers	13 spaces 12'x35' (12 trucks, 1loader) 4 stnd 8'x16' 4-50' trailers	13 spaces 12'x35' (12 trucks, 1loader) 4 stnd 8'x16' 4-50' trailers	2 - pickups 1 - 14' trailer 1 - 16' trialer 1 - 19' trailer	2 - pickups 1 - 14' trailer 1 - 16' trialer 1 - 19' trailer	2 - pickups 1 - 14' trailer 1 - 16' trialer 1 - 19' trailer	NA	
Roll-offs	5 - 10'x22'	5 - 10'x22'	5 - 10'x22'	9 rows - 2 deep x 10' 9'x10'x50 = 4,500 SF	9 rows - 2 deep x 10' 9'x10'x50 = 4,500 SF	9 rows - 2 deep x 10' 9'x10'x50 = 4,500 SF	2 - 22'x8'	2 - 22'x8'	2 - 22'x8' 1,500 SF	NA	22'x8' = 30, 40 a ReSource Decon Provide 8' cleara offs
Storage - Dumpsters and Toters	NA	NA	NA	Toters stacked 3 high, 100x60= 6000 SF Dumpsters stacked 2 high, 60x25 = 1500 SF	Toters stacked 3 high, 100x60= 6000 SF Dumpsters stacked 2 high, 60x25 = 1500 SF	Toters stacked 3 high, 100x60= 6000 SF Dumpsters stacked 2 high, 60x25 = 1500 SF	NA	NA	NA	NA	Toters and Dump under cover.
Single-stream recycling and compostables	2- 12'x22'	2 - 12'x22'	2 - 12'x22'	NA	NA	NA	NA	NA	NA	NA	near CHaRM dro
Loading Dock	4 tr. spaces	4 tr. spaces	4 tr. spaces	NA	NA	NA	NA	NA	NA	NA	
Visitor/Customer Parking	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	NA	
Staff Parking	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	NA	
School Bus Parking	1 Bus	1 Bus	1 Bus	NA	NA	NA	NA	NA	NA	NA	
Contractor Trailer Parking	NA	NA	NA	NA	NA	NA	2 - 19' trailer	2 - 19' trailer	2 - 19' trailer	NA	
Kid Activity Playground	NA	NA	NA	NA	NA	NA	0	0	TBD	NA	
Outdoor Deck/ Employee Patio	0	Shared	Shared	0	Shared	Shared	360 SF	360 SF	360 SF	NA	Existing on north
Bike Parking	TBD	TBD	TBD	TBD	TBD	TBD	10 bikes	TBD	TBD	NA	Exceed City Code
Material Display/Retail	NA	NA	NA	NA	NA	NA	20,000 SF	20,000 SF	20,000 SF	NA	
Propane Storage Cage	NA	NA	NA	NA	NA	NA	1 cage	1 cage	1 cage	NA	
TOTAL AREA											

6400 Arapahoe Road Draft Concept Plans

Sitework	**PHASE I**		**PHASE II**	
Item	Quantity	Cost	Quantity	Cost
FH Relocate (ea)	0	$ -	2	$ 10,000
Fire Protection for Existing WH (ls)	1	$ 45,000	1	$ 45,000
New Tap for Fire Line (ls)	1	$ 6,000	1	$ 6,000
Waterline Relocate (lf)	0	$ -	0	$ -
Water Service (lf)	0	$ -	75	$ 3,000
Sanitary Service (lf)	0	$ -	0	$ -
Storm Sewer/Culverts (lf)	0	$ -	65	$ 6,500
Storm MH/Inlet (ea)	0	$ -	0	$ -
Detention/WQ Pond (ls)	1	$ 55,000	1	$ 55,000
Entry Drive (ls)		$ -	1	$ 45,000
Relocate LP (ea)		$ -	1	$ 5,000
Curb and Gutter and patching (lf)	0	$ -	1700	$ 51,000
Pavement Demo (sf)	2000	$ 2,000	30000	$ 30,000
Truck Plug-ins (ls)	0	$ -	1	$ 20,000
Fencing (Security) (lf)	1470	$ 73,500	1470	$ 73,500
Stabilization (ls)	1	$ 5,000	1	$ 5,000
Parking Striping (lf)	0	$ -	1220	$ 2,440
Internal Signage	1	$ 2,500	1	$ 2,500
Landscape and Irrigation	56520	$ 282,600	44820	$ 224,100
Site Repair (included)		$ -		$ -
Loading Dock	1	$ 35,000	1	$ 35,000
Site Lighting	15	$ 75,000	15	$ 75,000
Sub-Total		$ 581,600		$ 694,040
Contingency (20%)		$ 116,320		$ 138,808
Sitework Total		**$ 697,920**		**$ 832,848**

Buildings	**PHASE I**		**PHASE II**	
Item	Quantity	Cost	Quantity	Cost
Warehouse Renovation	0	$ -	200	$ 10,000
Warehouse Window Office	400	$ 70,000	0	$ -
Warehouse Wall	185	$ 18,500	0	$ -
Rolling doors	0	$ -	15	$ 75,000
Enclose 2,000 SF of storage	1	$ 25,000	1	$ 25,000
Pass-thru lockable windows	15	$ 15,000	0	$ -
Warehouse Reconstruction	0	$ -	0	$ -
Warehouse min. Reconstruction	6600	$ 165,000	6600	$ 165,000
New Warehouse	0	$ -	8500	$ 510,000
New Showroom	0	$ -	3500	$ 350,000
Office Renovation	12300	$ 246,000	12300	$ 492,000
Code Upgrades	1	$ 151,000	1	$ 151,000
New covered storage	0	$ -	2000	$ 60,000
Sub-Total		$ 690,500		$ 1,838,000
Contingency (20%)		$ 138,100		$ 367,600
Buildings Total		**$ 828,600**		**$ 2,205,600**
Construction Total		**$ 1,526,520**		**$ 3,038,448**

Soft Costs	**PHASE I**		**PHASE II**	
Item	Quantity	Cost	Quantity	Cost
Entitlement Consultants		$ 130,000		$ 130,000
Review Permit Fees		$ 135,000		$ 135,000
COB Project Management		$ 40,000		$ 40,000
Tech Docs and Permit		$ 50,000		$ 50,000
Building Permit Drawings (A & E)		$ 66,288		$ 176,448
Sales Tax		$ 26,027		$ 51,806
Building Permit Fee		$ 5,319		$ 10,621
Energy Code Fee		$ 104		$ 104
Electrical Permit Fee				
Plumbing Permit Fee				
Grading Plan Review Fee		$ 37		$ 37
Grading Permit Fee		$ 196		$ 196
Sign Permit Fee		$ 178		$ 178
Fence Permit Fee		$ 2,977		$ 2,977
Grading Permit Fee		$ 196		$ 196
Capital Facility Impact Fee (0.23/sf)		$ 2,829		$ 6,095
ROW Permit Fee - sidwalks		$ 605		$ 605
WQ Pond Fee		$ 507		$ 507
Erosion Control Fee		$ 1,690		$ 1,690
Storm PIF		$ 240,000		$ 240,000
Water Sewer Irrigation Taps and PIF		TBD		TBD
Sub-Total		$ 701,953		$ 846,459
Contingency (10%)		$ 70,195		$ 84,646
Soft Costs Total		**$ 772,149**		**$ 931,105**

Project Total	**$ 2,298,669**	**$ 3,969,553**
CDOT Estimated Reimbursement	$ (300,000)	$ (300,000)
Project Total	$ 1,998,669	$ 3,669,553

Prepared by: Drexel Barrell, PEH Architects, StudioTerra and City of Boulder

Concept Development Key Findings
6400 Arapahoe Road

Key Findings:

1. Dividing the property east and west by the centerline of the entry road extended to the south property line does not provide enough acreage on the west half to accommodate the program needs for Eco-Cycle, CHaRM and ReSource. Given Eco-Cycle's commercial hauling equipment and trucks and the stormwater detention pond for the entire site, approximately two acres remains on the eastern side of the site.

2. Identified office needs for both Eco-Cycle and ReSource employees can be accommodated in the existing office/showroom building, including Phase II uses, such as a community meeting area and two conference rooms.

3. The $1.85 original project budget must be increased by approximately $450,000 to provide:
    a. Soft costs,
    b. Utility and site work,
    c. Shared use of the existing warehouse with some remodeling to create internal separation,
    d. A new CHaRM window structure at the northwest corner of the existing warehouse,
    e. Basic reconstruction of the two small warehouse buildings,
    f. Building upgrades to meet code,
    g. Minor remodeling in the existing office building.

4. Tree plantings in the setbacks on the south and east sides will be difficult or impossible due to existing underground utilities. Landscape screening is high priority for neighbors. This issue will be explored during site review.

5. A shared curb-cut access with BVSD is problematic to BVSD's parking lot and significantly disrupts the eastern remainder parcel. Therefore, this will be pursued.

6. A southern truck exit would be helpful operationally, but is not required. The future CDOT Arapahoe Road improvements will allow for full turning movements into and out of the property, with a new center turn lane.

ATTACHMENT H

Current and Future Waste Reduction Infrastructure

Current Facilities	Ownership	Operations Funding	Other partners	Diversion
Boulder County Recycling Center	Boulder County	Customers through collection fees	Eco-Cycle operates under contract to Boulder County	66.92%
Household Hazardous Waste Facility	Boulder County[1]	Boulder County and Broomfield municipalities, based on each community's usage	Western Disposal land[2]	0.08%
Yard Waste Drop-off Center	City of Boulder	City and County subsidize their community's usage	Western Disposal donated land	12.36%
Wood Waste Drop- off Center	City of Boulder	City and County subsidize their community's usage	Western Disposal donated land	4.01%
City of Boulder/ Eco-Cycle CHaRM	City of Boulder land[3]	City of Boulder[4] and user fees	Eco-Cycle operates, under contract to the city	1.37%
Compost facility (residential compostables & Western Disposal's commercial compostables)	Western Disposal	Customers through collection fees		7.93%
Expanded ReSource	Center for ReSource Conservation (CRC)	Self-supporting	City of Boulder	1.24%[5]
Western Disposal Transfer Station	Western Disposal	Western Disposal	Western Disposal – extracts recyclables from the transfer station waste stream	1.66%
Other: University of Colorado Recycling, Front Range Construction & Demolition (C&D) facilities	CU and private companies	Self-supporting	CU and private companies	4.43%
Total citywide diversion				**35%**

Future waste reduction potential				
Expanded Hazardous Material Management facility	Boulder County [1]	Boulder County and Broomfield municipalities, based on each community's usage and businesses will pay full cost plus an additional surcharge		1%
Commercial compost facility	Unknown[6]	Unknown		5-20%
Construction & Demolition (C&D) facility	Boulder County [7]	Unknown		5-20%
Expanded CHaRM	City Boulder	Eco-Cycle	City of Boulder	1%
Total new diversion				**42%**

[1] New facility infrastructure costs will be shared between Boulder County municipalities and Broomfield
[2] New facility will be on Boulder County-owned property
[3] Currently located at the city Municipal Service Center
[4] Discussions are underway with Boulder County to begin to share operating costs
[5] Diversion rate was 0.3% when ReSource is at its former location on 63rd Street (prior to September 2009)
[6] City is discussing potential for this facility with Western Disposal.
[7] These facilities are still being explored.