

The Town of Orange Connecticut A SMART Path to Zero Waste



**Issued by:
Green Waste Solution
For the Connecticut Department of Environmental Protection**

**The Orange Connecticut
Feasibility and Implementation Strategies for Unit Based Pricing**

Town of Orange 'SMART' Unit Based Pricing Project

1. Introduction

1.1 Summary of Project

A SMART (Save Money and Reduce Trash) residential waste reduction program means incentivizing residents to reduce and recycle by charging per unit for trash disposal. A community is SMART, if the residents can answer 'YES' to the question - Do residents save money the more trash they recycle? Currently the Town of Orange residents are not able to save money by recycling more. The SMART strategy empowers residents to take control of the amount they spend on trash. Generally speaking SMART communities treat waste like a utility.

Approximately 7,000 towns and Towns in the U.S, along with many more worldwide, have implemented basic economic principles to address solid waste. When citizens have to pay by the unit they become more aware of the waste being produced, which triggers a long term sustainable behavioral change. SMART communities create a proportional unit based pricing structure that includes all costs associated with waste and recycling. Residents pay as they go for trash while unlimited recycling is available to all households with no additional cost.

It is the objective of a SMART waste management program to create a successful, sustainable, user-friendly, cost effective residential recycling program while working within the current collection infrastructure. We define **successful** as a "significant measurable increase in recycling", **sustainable** as a "recycling rate that continues on its own without a great deal of re-education effort", **user-friendly** as "easy to understand and participate", and **cost effective** in that "overall costs are less than alternative recycling programs".

The mission of this study is to:

1. Determine the feasibility of implementing a SMART Unit Based Pricing (UBP) solid waste management program. Compare a SMART UBP program with the current voluntary Town recycling program, as well as with a mandatory curbside Town managed recycling program.
2. Determine a cost effective approach (or series of approaches) that best provides sustainable waste reduction, increased recycling volume, and significant cost reductions.
3. Provide the town with options for implementing UBP that work within the existing collection framework and MSW infrastructure in order to limit expenditures and changes.
4. Provide rate structure design options that create a steady revenue stream to fund all or part of the solid waste and recycling collection costs

Key characteristics of a SMART waste management strategy:

Environment— a significant positive environmental impact occurs as a direct result of waste reduction, increased recycling and composting, and reusing or repairing items when possible. UBP helps decrease the towns' Carbon Footprint by reducing overall Green House Gas emissions between 3 and 5%. As recycled materials are manufactured into new products, environmental degradation caused by extracting raw materials from the earth is reduced.

Equity — Residents generating smaller amounts of trash because of better waste management or household size do not subsidize the costs of residents that generate larger quantities of trash.

Economics — Similar to a public utility, individual costs are based on each customer's usage of the service. The opportunity for cost control is now available to residents by improved waste management.

Education — UBP also encourages consumers to understand local recycling guidelines by prompting them to read, listen, and learn enough to make changes that provide monetary rewards. Inaction costs them more. Education about the new program through various media should begin as early as possible to aid in transitioning. Types of media include public meetings, public service announcements, articles published in the local

newspapers, and mailings or flyers to each customer.

Enforcement — An effective plan includes funding and a plan for enforcement of all provisions in the program, including illegal dumping.

1.2 Methodology

The information and suggestions proposed in Orange's SMART Guidebook were determined using the EPA's 6 step planning process:

1. Gather community solid waste and population characteristics.
2. Identify and compile existing municipal solid waste program costs.
3. Identify and compile MSW program revenue sources.
4. Develop alternative rate structures.
5. Project MSW revenues based on alternative rate structures.
6. Evaluate the sustainability of the alternative rate structures based on revenue requirements.

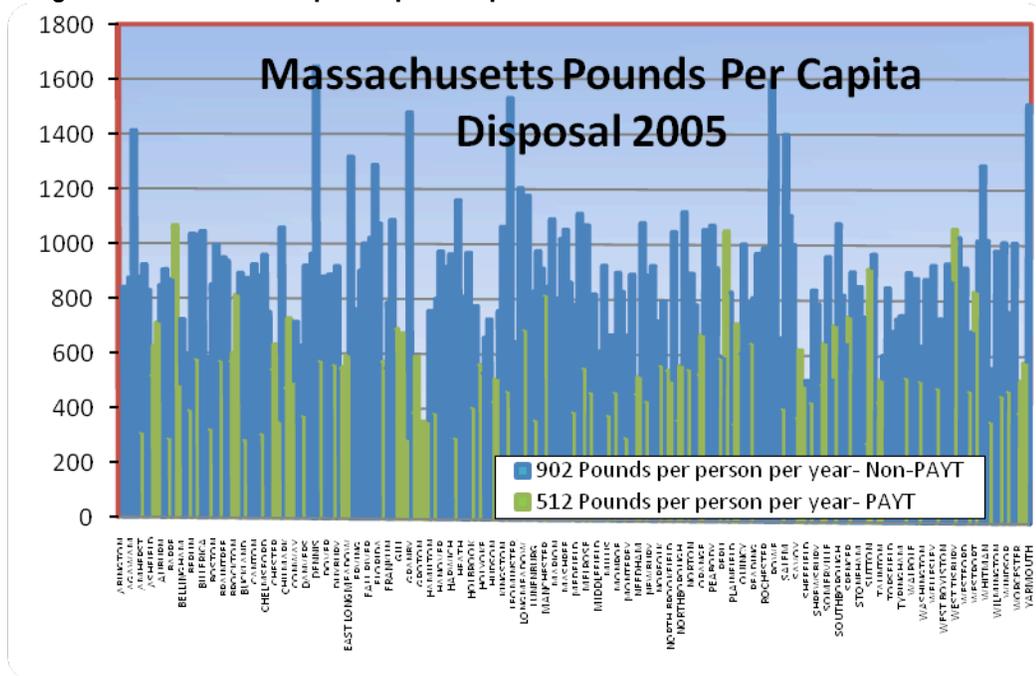
2. Rate Structure and Program Options

2.1 Per Capita Disposal Measurement

The methodology for determining expected disposal reductions from the implementation of a SMART Unit Based Pricing (UBP) waste management program is per capita disposal. Per capita disposal is the total tons disposed divided by the number of individuals participating in the program, then divided by 2000 (pounds per ton). Using per capita residential disposal as the benchmark number allows for an apples to apples comparison, which can be examined state to state or even internationally. The EPA hierarchy for waste minimization prioritizes reduction, reuse, and recycling as the first three options. Measuring only diversion or only recycling can be misleading. Comparing recycling numbers from region to region is like comparing oranges and apples. Per capita disposal is a fair and simple measurement approach. For the purpose of this guidebook, waste disposal for the Town refers to the total residential tonnage brought to the Transfer Station.

The per capita residential disposal information from the Massachusetts Department of the Environment (including 89 communities that have strict unit based pricing for trash) indicates an average of 512 lbs per person per year disposal in UBP communities. A further review of disposal tonnages from a variety of unit based residential programs across the country indicates similar per capita numbers between 400 and 600 pounds per person per year. The Massachusetts case study is commonly used by the EPA as a baseline for expected results in UBP programs.

Image 1. Massachusetts per Capita Disposal



The average resident in a UBP community within the state of Massachusetts disposes of 44% less waste than residents in communities without a unit based structure for garbage. Source MA DEP 2005.

2.2 Unit Based Pricing

In this section the Rate Structure Systems are presented in terms of benefits/advantages and risks/disadvantages. The use of a table format allows for clearer understanding and easier comparison among systems.

Image 2. Implementation of a Unit Based Pricing Program

Benefits/Advantages	Risks/Disadvantages
Customers gain a true understanding of the cost of MSW.	Some confusion during start up of program is likely to occur.
Customers have the ability to reduce their own cost of waste collection and disposal through improved waste management.	Perceived fear about the possible proliferation of more fees for other Town services in addition to property tax.

2.3 Rate Structure Systems

Within the unit based pricing programs, three specific rate structure systems are currently in use in similar communities: proportional; two tiered (proportional); and variable. A SMART waste management strategy builds

all the costs associated with trash, recycling, and management into the pricing structure.

Proportional Rate - Proportional systems create the most direct relationship between trash volume and price. Residents are charged the same amount of money for each unit of trash they set out for collection. A proportional rate can be achieved either through a special town trash bag or a container, depending on the desired method of collection.

Trash bags are a very effective unit base. Customers pay a fee by purchasing “official” distinctively marked, standard-sized trash bags. Bags can be purchased from municipal offices or retail stores. Only official bags are collected. Trash services require bags to be purchased for all disposal of trash. Thus a fee is paid at the time of service through the cost of the bag. Fairness is assured. Revenues can be uncertain until the program is established and its history can be used to project future costs and revenues. Funding for the entire program is dependent on bag sales. The cost of the program is reduced because billing and opting out is eliminated. However this program carries the highest financial risk. Success actually reduces revenue and program costs may not be met. It is important to price the bags correctly from the start. Leaving a financial cushion is important, especially during the first year.

Image 3. Proportional Rate Bag System

Benefits/Advantages	Risks/Disadvantages
Easiest system to understand and comply with because the bag causes the volume and weight limits to be more apparent.	Revenue uncertainty and cash flow when program first begins.
The size of the official bag will clarify the volume limit. The strength of the bag will clarify the weight limit by bursting when the weight limit is grossly exceeded.	The more the community decreases the waste the less revenue is generated from bags sales.
Customers purchase only bags, which are needed for disposal anyway.	
Increased flexibility by offering more than one bag size. A smaller size bag could be offered to customers who generate small amounts of rubbish.	
Any future changes to unit weight or volume can be easily implemented by changing the size of the bag(s).	
Fastest and most efficient means of collection. Official bags are easily identified and conform to size and weight limits.	
Official bags are more difficult to counterfeit than stickers or tags.	
Illegal waste containers are more easily identified.	
Details of the entire MSW program could be printed on each bag, or bag packaging for customers to easily reference.	

Two-Tiered Proportional - Two-tiered systems help communities achieve revenue stability. Residents receive a base level of service, for which they pay a flat fee. The ‘first-tier’ fee can be assessed through the tax base or through a base monthly fee. The base charge can be used to cover specific costs of the solid waste program (e.g. personnel, transportation, executive oversight etc.) Residents then pay a ‘second-tier’ based on the amount of waste they put out for collection. The second-tier is unit based and generally covers disposal costs. The two-tiered program is also widely used through out the United States. The base fee assures funding of all fixed costs.

Image 4. Two-Tiered Proportional

Benefits/Advantages	Risks/Disadvantages
Revenue will cover fixed costs.	The requirement of paying an additional fee for second (or multi) tier may be difficult to understand.
Revenue stability is ensured. Program funding is not entirely dependent on bag sales. Success of program does not under fund program.	Collection of fees may require administration expense.
Waste reduction, reuse and recycling are encouraged. Residents use the goal of reducing trash to one bag to avoid buying additional bags, thus reducing waste.	
Can be implemented more quickly and inexpensively than other types	
Allows for maximum flexibility to implement changes	

3. The Climate and Waste Connection

The Earth's surface temperature has risen by about 1 degree Fahrenheit in the past century, with an accelerated rate of warming during the past two decades. Current evidence strongly suggests that it is likely that human activities have contributed to this warming. Human activities have altered the chemical composition of the atmosphere by increasing emissions of greenhouse gases (GHG) - primarily carbon dioxide, methane, and nitrous oxide.

Every stage of a product's life cycle—extraction, manufacturing, distribution, use, and disposal—indirectly or directly contributes to the concentration of GHGs in the atmosphere and potentially affects the global climate. For instance, product manufacturing releases GHGs both directly, from the manufacturing process, and indirectly, from the energy produced to run the plant. Extraction and distribution require gasoline-powered vehicles that

release CO₂. Discarded products typically end up in a landfill, which releases methane as products decompose.

Waste prevention and recycling—jointly referred to as waste reduction—offer significant potential for decreasing GHG emissions. *Source <http://www.epa.gov/wastewise/climate/change.htm>* A formal analysis of a data set including 305 municipalities from the state of Massachusetts indicates that a per capita reduction of (.17) MTCE is expected in SMART UBP residential waste reduction programs. *Source ICF International... June 2008.* This factor represents the latest available methodology for estimating the potential effect of implementing a SMART waste management strategy on climate change. This Guidebook will use this factor to determine potential waste reduction benefits.

Town of Orange Overview

4.1 Existing Waste Collection System

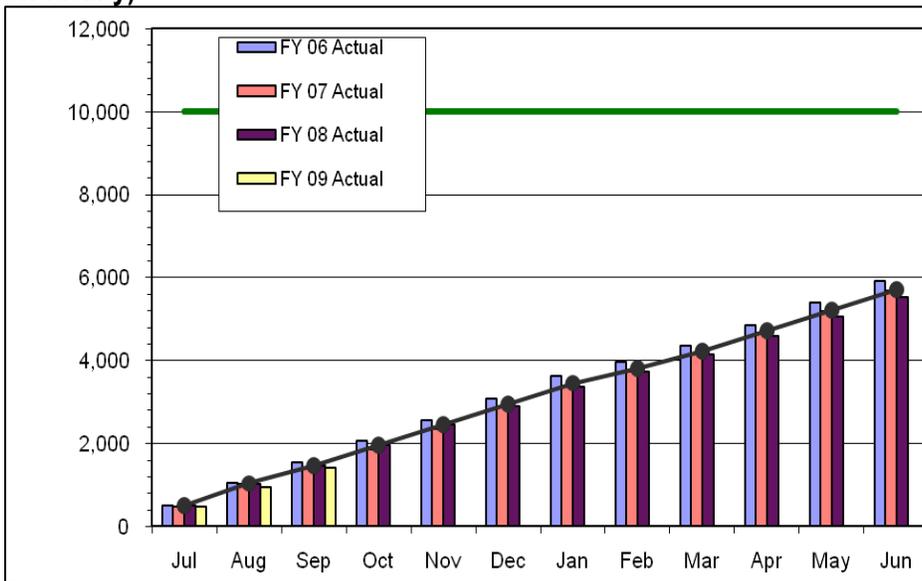
The Town of Orange offers no municipal service for trash collection. Trash is picked up by approximately 4 local haulers individually contracted by Town residents. The haulers charge a monthly or quarterly fee for collection ranging from \$20.00 to \$25.00 per month. Trash is collected once or twice per week from each household. There was 5,518 tons of trash collected in 07/08 calendar year. This SMART guidebook will only address reducing the residential tonnage not commercial. In fiscal year 07/08 the annual residential per capita disposal for the Town of Orange was 889. This number falls in line with peer communities in Connecticut and Long Island with similar income demographics and current recycling rates. This is a very good per person disposal rate relative to the other Connecticut municipalities.

The residents of Orange may also use the Transfer Station to drop off trash and bulky items. Bulky items are free to residents. There is no cost for unlimited use of the Transfer Station and there is no sticker required.

The haulers are responsible for collection of single family waste and bringing it to the Transfer Station. There is no tip fee to the haulers. The cost of the trash tipping is covered in the tax base. The trash that is collected at the Transfer Station is currently brought to the Bridgeport WTE facility where the tip cost is currently \$98.50 per ton. The contract is currently being negotiated. The estimated tip is \$85.00 and includes an annual price escalator. For the purpose of this guidebook a tip fee of \$80.00 will be used as an average estimate for the next 5 years.

The overall tonnage of waste has decreased about 10% over the past 3 years. This decrease in waste generation could partially be due to the economy.

Image 5. Historical Cumulative Tonnage Chart for Residential and Commercial waste (Haulers and drop off facility)



4.2 Existing Recycling Collection System

Recycling in the Town of Orange is handled by one hauler contracted by the Town. The hauler collects 1,524 tons through the residential curbside program. The overall recycling rate is 33%. The town generates 1,318 tons of leaves and yard waste at the transfer station. Yard waste can be dropped off at no charge. The town does not provide pick up of yard waste nor do the private haulers. The total recycling rate for yard waste is 15%. The total tonnage of commodities is approximately 1,500 tons which yields an 18% commodity recycling rate

The Town's current recycling contract is through the Connecticut Resource Recovery Authority in Stratford. This contract will expire 2009. The Connecticut Resource Recovery Authority currently has plans for single stream recycling by 1010 and options with other recycling facilities are being considered. The Town currently collects commodity recyclable materials, including plastic #1 and #2, paper, newspaper, magazines, chipboard and cardboard, metal, aluminum, and glass. There are opportunities for the collection of additional items and this should be considered with any new contract.

Image 6. Recycling Tonnage chart

Recycling Rates

Waste Total / tons	5,701
Commodity Recycling / tons	1,524
Metal / tons	
Yard Waste / tons	1,318
Total Generation	8,543
Recycling Commodity Percent	18%
Yard Waste percent	15%
Total Recycling / tons	2842
Total percent	33%

4.3 Overall Solid Waste Budget

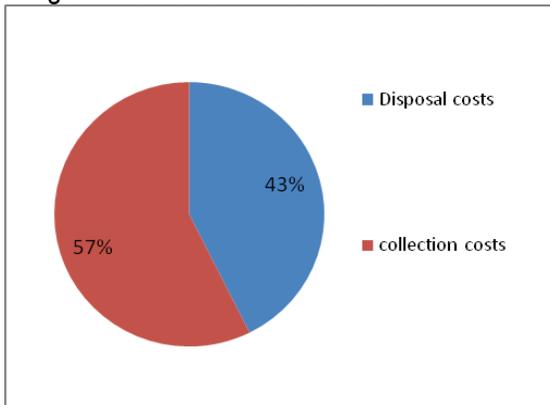
There are a total of 4,870 households including 150 condominiums serviced by haulers in the Town of Orange. Based on the 07/08 budget the approximate total cost to the residents of Orange for Public Works and Sanitation was \$4,623,000. Approximately \$996,706 are related to disposal / tip cost. The tip cost includes the put or pay penalty in the current Connecticut Resource Recovery Authority contract. The town is currently negotiating with the Connecticut Resource Recovery Authority for a new disposal contract which would not have a 'put or pay' clause. Residents pay an additional cost for collection of about \$270 annually from private haulers. Reducing trash will have a significant impact on the overall budget for the Town.

Overall Solid Waste Budget / Costs

Currently the Town of Orange is not paying a tip fee for recyclable materials nor are they receiving a rebate or profit share for materials. The Connecticut Resource Recovery Authority does give a percentage of recycling profits to the two Garbage Museums located within the state. It would be in the best interest for the Town of Orange to negotiate a more extensive rebate or profit share in the next contract.

Including the average cost of private collection the average Orange household is paying \$375 annually for all services related to waste and recycling. The cost of waste disposal / removal represents 22% of the total Public Works Budget.

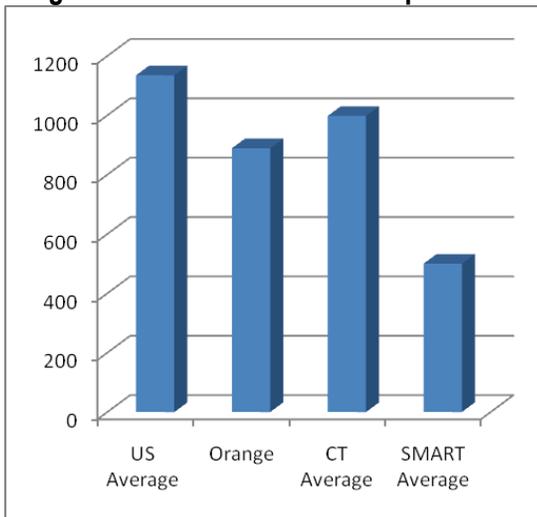
Image 7. Household cost overview



4.4 Waste Minimization Goals for the Town Orange and the State of Connecticut

The Town of Orange has a short term goal for fiscal year 2008/09 of increasing recycling by increasing participation. An educational campaign by the Connecticut Resource Recovery Authority is aiming for a 15% increase in area recycling this year. The longer term goal of 58% diversion by the year 2020 was set by the State of Connecticut in the 2006 in the Solid Waste Management Plan. This diversion includes yard waste. The United States EPA has a goal of 35% recycling including both commodity materials and yard waste.

Image 8. State and National compared with SMART communities



5. SMART Unit Based Pricing (UBP) Program Projections and Design

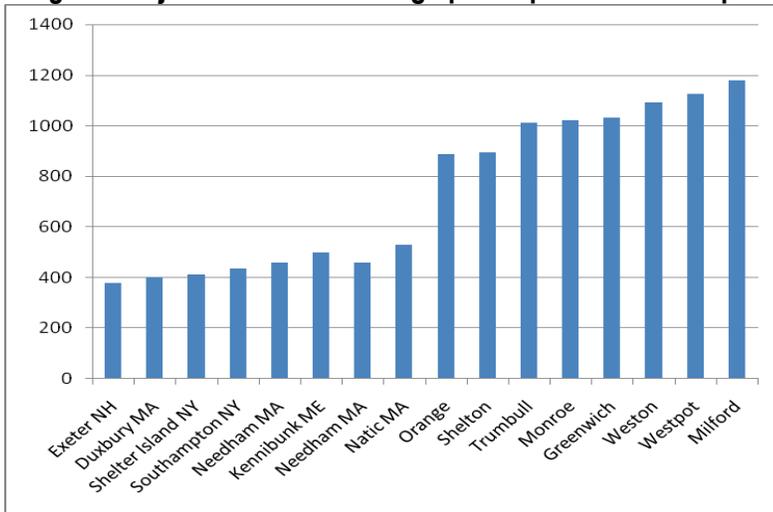
5.1 Projected per capita disposal change

The Town of Orange 07/08 residential waste tonnage, including bulk items is 5,701 which equals 889 pounds of trash per capita. Unit Based Pricing (UBP) could decrease the disposal to approximately 500lbs per person per year. Based on the population numbers a decrease in disposal of 389 lbs per person per year would yield a total reduction of 2,495 tons annually for Orange. This is a decrease of 44% per year in the estimated residential waste stream.

The following chart is a look at other communities with similar demographics; all with curbside programs or PAYT

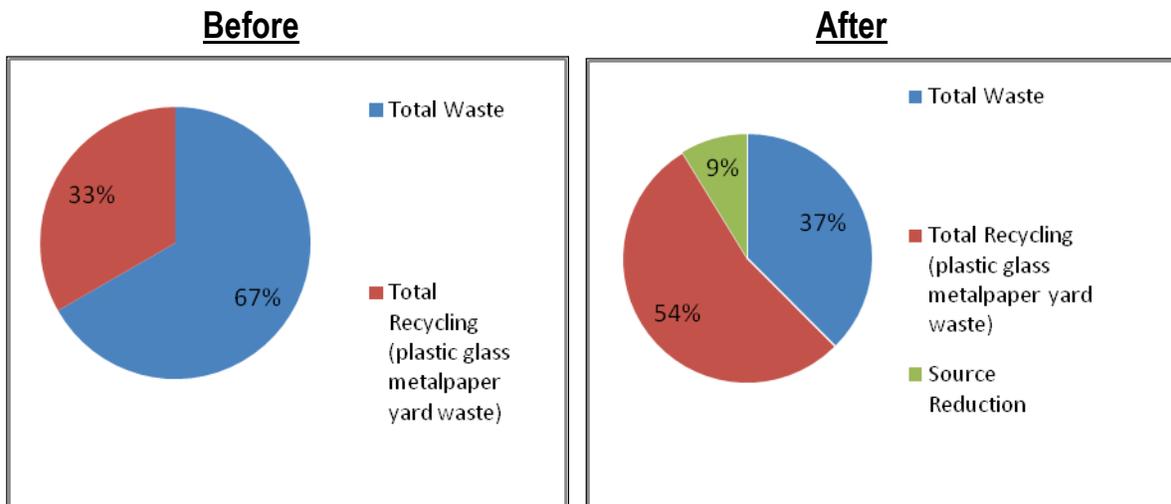
programs. This chart also reflects the type of recycling program offered. This comparison demonstrates the waste reduction that Orange may achieve through unit based pricing. The Towns on the left all have (UBP) unit based pricing with weekly recycling. The Towns on the right just offer weekly recycling.

Image 9. Projected Town of Orange per Capita Waste compared with peer communities



The following before and after charts demonstrate the potential change in the residential waste stream, after the implementation of a SMART UBP waste plan.

Image 10. Waste Stream Before and After SMART



Trash represents 67% of Orange’s total 2008 residential stream (before UBP) but reduces to only 37% after the implementation of a SMART program. An estimated decrease of 44% in waste brought to the transfer station would equal approximately \$212,000 in avoided disposal costs annually for the Town. This is a decrease in the estimated disposal costs of about 25%. The budgeted disposal cost of \$966,000 includes the ‘put or pay’ penalty and also the tip cost of recycling. Both of these additional charges are no longer in effect with any new contract.

The overall residential recycling rate (including commodities and yard waste) could increase from 33% to 54%; an increase of over 60%. Waste reduction (i.e., through reducing and reusing) provides an added environmental

benefit. When faced with financial incentives, consumers actually make better purchasing decisions at the source or retail level. Therefore, products that are packaged better, smaller or with recyclable materials are chosen over those that do not fit the new environmentally inspired criteria. EPA studies show that approximately 70 to 75 percent of diversion in PAYT programs is recycled or composted, but 25 to 30 percent can be categorized as source reduction.

5.2 SMART Design for Orange

A SMART waste management plan for the Town of Orange would utilize the current trash and recycling collection structure in order to meet the needs of the Town and residents. With the implementation of unit based pricing it is best to keep the same collection system in place to avoid too much change at one time. After implementation the Town would have the ability to upgrade or change the actual collection system at a later date.

Program Design

The Town of Orange is not responsible for the hauling of trash but is responsible for the tipping cost. Taking the cost of tipping out of the tax base would allow residents the ability to be SMART (save money when they reduce trash). The estimated residential tip cost over the next 5 years is \$4,700,000 or \$205 per household. Reducing taxes and creating a per-bag charge would incentivize residents to recycle more instead of paying for trash bags. This design option would require the use of an Official Town of Orange Trash bag. The Official Orange bag would be priced to cover the cost of tipping.

Official Town bags would be purchased by the Town and then made available at local retailers (there are companies that handle this for the Town so it is virtually hands off). The Town may be required to create an ordinance stating that residential trash must be placed in Official Town Trash Bags. The bags are purchased in lieu of the portion of property tax previously covered by disposal costs.

This is actually a simple solution to waste reduction within the Town. A SMART program will not affect the haulers because they will continue to be contracted separately by residences. They will however be asked to monitor compliance. Since it is the haulers responsibility to collect trash from the household, it will ultimately fall on their shoulders to make sure residents are following the ordinance. Stickers for non-compliance should be provided by the Town for the Hauler to use. If household trash is not in Official Town of Orange Trash Bags the haulers will label it and leave it behind. Haulers will be accountable for compliance and there will have to be a penalty / fine set up for non-compliance.

The new SMART program will possibly increase the number of recycling routes, and therefore the cost of recycling collection may also go up. This additional cost may ultimately be offset by the value of the additional recycling through a profit share in the next recycling contract.

Taking the cost of trash disposal out of the tax base could be achieved in a number of ways:

- 1). The most well received method is to publically show a reduction on the property tax or to rebate a portion of the tax at the start of the program or one year after the programs inception. For example last year it cost each household an average of approximately \$200 in disposal (within the tax payment). This year they will not collect this money, instead you will pay as you go for what you use.
- 2). The state of MA has been very successful with a strategy of not reducing or refunding the tax. Instead, municipalities explain to residents that there will be no tax increase this year and the money that was going toward disposal costs will now be used for other public services (additional library hours, police or fire services etc).
- 3). Other states like NY prefer to give a rebate on taxes (check in the mail) at the start of the program.
- 4). Another option is to give a rebate for the overall savings one year after inception. This allows the Town to use

the current tax budget to cover any start up costs such as bags, additional recycling containers, and educational costs. Any remaining earmarked disposal monies, can be used for other Town services, or added to an enterprise fund. The buildup of funds from bag sales can also be added to the enterprise fund. This account can be directly rebated back to each resident or used for specific community projects.

5.3 Rate Structure Options

The following rate structure options use 500 pounds per capita as a benchmark. This equals a 44% reduction in waste for the Town of Orange. This analysis also makes assumptions on 3 other benchmarks: a waste reduction to 400, 600, and 700 lbs per capita, representing: 55%, 33%, and 21% waste diversion respectively. Several towns throughout the US have achieved per capita disposal of 400 pounds and under. The projected decrease in residential waste due to PAYT is of critical importance since an overly optimistic projection will result in underestimating the projection of waste. Conversely an overly conservative waste reduction projection will result in lower revenues than necessary to fund the program costs. All of the design options continue to provide free drop off at the transfer station for recycling or trash. Some communities also use the unit based pricing system for trash at the transfer station.

There are two possible rate structure options:

Both rate options would require some start up funding for bags, possibly additional recycling containers and education. One option would be to begin the program in March 09 since the taxes have already been collected to cover the tip fees from March 09 through June 09.

Image 11. Rate Structure Option 1 (covers residential disposal costs, current put or pay and recycling)

Projected Per Capita Disposal	500	500	500	400	400	400	600	600	600	700	700	700
Bag price	2.75	3.00	3.25	2.75	3.00	3.25	2.75	3.00	3.25	2.75	3.00	3.25
Revenue/\$												
Trash Fee / base	-	-	-	-	-	-	-	-	-	-	-	-
Sale of Trash Bags	881,747	961,906	1,042,065	705,398	769,525	833,652	1,058,097	1,154,287	1,250,478	1,234,446	1,346,668	1,458,891
Increased Recycling Revenue	8,731	8,731	8,731	10,976	10,976	10,976	6,487	6,487	6,487	4,242	4,242	4,242
Total Revenue	890,478	970,637	1,050,796	716,373	780,500	844,628	1,064,583	1,160,774	1,256,965	1,238,688	1,350,911	1,463,133
Cost Reductions												
Avoided Disposal Cost	212,045	212,045	212,045	266,553	266,553	266,553	157,537	157,537	157,537	103,029	103,029	103,029
Reduction Labor	-	-	-	-	-	-	-	-	-	-	-	-
Total Cost Reductions	212,045	212,045	212,045	266,553	266,553	266,553	157,537	157,537	157,537	103,029	103,029	103,029
Total Source of Funding	1,102,523	1,182,682	1,262,841	982,926	1,047,053	1,111,181	1,222,120	1,318,311	1,414,502	1,341,717	1,453,940	1,566,162
Cost of PAYT												
Trash Bag Cost	80,159	80,159	80,159	64,127	64,127	64,127	96,191	96,191	96,191	112,222	112,222	112,222
Cost of additional containers	-	-	-	-	-	-	-	-	-	-	-	-
Cost of additional vehicles	-	-	-	-	-	-	-	-	-	-	-	-
Total cost of program	80,159	80,159	80,159	64,127	64,127	64,127	96,191	96,191	96,191	112,222	112,222	112,222
NET	1,022,365	1,102,523	1,182,682	918,799	982,926	1,047,053	1,125,930	1,222,120	1,318,311	1,229,495	1,341,717	1,453,940
Budget	996,706	996,706	996,706	996,706	996,706	996,706	996,706	996,706	996,706	996,706	996,706	996,706
Difference	25,659	105,817	185,976	(77,907)	(13,780)	50,347	129,224	225,414	321,605	232,789	345,011	457,234

Image 12. Rate Structure Option 2 (covers projected residential disposal costs without put or pay)

Projected Per Capita Disposal	500	500	500	400	400	400	600	600	600	700	700	700
Bag price	2.25	2.50	2.75	2.25	2.50	2.75	2.25	2.50	2.75	2.25	2.50	2.75
Revenue/ \$												
Trash Fee / base												
Sale of Trash Bags	721,429	801,388	881,747	577,144	641,271	705,398	885,715	961,908	1,058,097	1,010,001	1,122,224	1,234,748
Increased Recycling Revenue	8,731	8,731	8,731	10,976	10,976	10,976	6,487	6,487	6,487	4,242	4,242	4,242
Total Revenue	730,161	810,320	890,478	588,119	652,248	716,373	892,202	968,393	1,064,583	1,014,244	1,126,466	1,238,988
Cost Reductions / \$												
Avoided Disposal Cost	212,045	212,045	212,045	266,553	266,553	266,553	157,537	157,537	157,537	103,029	103,029	103,029
Reduction Labor	-	-	-	-	-	-	-	-	-	-	-	-
Total Cost Reductions	212,045	212,045	212,045	266,553	266,553	266,553	157,537	157,537	157,537	103,029	103,029	103,029
Total Source of Funding	942,206	1,022,365	1,102,523	854,672	918,799	982,926	1,029,739	1,125,930	1,222,120	1,117,273	1,229,495	1,341,717
Cost of / \$ PAYT												
Trash Bag Cost	80,159	80,159	80,159	64,127	64,127	64,127	96,191	96,191	96,191	112,222	112,222	112,222
Cost of additional containers	-	-	-	-	-	-	-	-	-	-	-	-
Cost of additional vehicles	-	-	-	-	-	-	-	-	-	-	-	-
Total cost of program	80,159	80,159	80,159	64,127	64,127	64,127	96,191	96,191	96,191	112,222	112,222	112,222
NET	862,047	942,206	1,022,365	790,545	854,672	918,799	933,548	1,029,739	1,125,930	1,005,051	1,117,273	1,229,495
Budget	996,708	996,708	996,708	996,708	996,708	996,708	996,708	996,708	996,708	996,708	996,708	996,708
Difference	(134,661)	(54,502)	26,659	(206,163)	(142,036)	(77,909)	(63,169)	33,033	129,224	8,344	120,567	232,789

6. Recommendations

The Town of Orange is a great candidate for a SMART waste management program. SMART can be achieved with very little change to the current collection system, and meets the Town's objective of creating a successful, sustainable, user-friendly, cost effective residential waste reduction program while working within the current collection infrastructure.

- 1). Begin a SMART Program in March 2009. The timing is perfect because the Town will be at the start of a new contract with no put or pay penalty for waste reduction. The savings is significant both financially to the Town and its residents but, also the environment. There are very few logistical changes that need to be made for collection of trash and recycling.
- 2). An ordinance will be needed that requires residential trash must be contained in an 'official' Town of Orange Trash Bag. Create enforcement guidelines and also stickers for hauler to use non-compliant bags.
- 3). Begin an enterprise fund in March 09. Determine how to handle the new revenue stream. The enterprise fund could also be used to capture additional recycling revenue form the increased stream of material. It is up to the administration to decide the best use of the additional funds. Should money be rebated (given back) to residents or used for Town services?
- 4) Convey a clear message to the public. Residents need to know that this is a program saving both money and natural resources. They need to understand that their efforts are worthwhile and are making a difference. If this message is well delivered residents will be very satisfied and happy to participate in a SMART program

5). Create a volunteer advisory committee to carry out the implementation. This committee would be a communications link between the needs and concerns of both residents and the Town officials. The members should be comprised of a combination of residents, Town officials and employees. Committee members should bring experience in areas like legal, PR, marketing, and education. The committee should monitor and advise on the current implementation and the future phases of the program.

The committee should:

1. Decide on the public relations and education leading up to implementation. Design a tool kit to be distributed to all residents. Examples of items to include in each kit are:
 - Detailed explanation and instructions of the new program.
 - A small, easy to understand, how-to quick reference guide with graphics and short reminders.
 - Schedule of curbside pick up and drop off items and dates.
 - Other materials for a smooth, simple start up.
2. Help decide on bag color and design; choose participating grocery stores.
3. Create multifamily enforcement suggestions and guidelines.
4. Suggest ways to recycle cardboard for residents
5. Suggest additional items to be added for recycling collection. Investigate other state recycling lists.
6. Create up-stream producer responsibility by educating local restaurants, grocery, and convenience stores about 'one way carry out packaging', which meets recycling regulations.
7. Address the potential of illegal dumping. Penalties should be consistent with those currently in existence, such as litter. The Town will need extra staff in the beginning to educate local businesses about the possibility of illegal dumping and encourage them to lock dumpsters and report problems.
8. Address bulky items at transfer station drop off. The Town should utilize the current transfer station as a drop off location and consider charging for carloads.
10. Encourage source reduction. Source reduction is a great benefit of unit based pricing. Residents are motivated to think before they act by pulling items out of the waste stream that used to be considered trash but actually have value to someone else.
 - Work with Salvation Army, Goodwill and local charities to create additional drop off locations or a bag system such as NJ.
 - Create a Swap Shop in town. A means for residents to exchange usable items. This can also be achieved through a website a "Town EBay".
 - Work with groups like Got Books, and electronics manufacturers to take back additional items that can be reused.
11. Update Town Website
12. Deal with renters and create penalties for those not following the ordinance so that homeowners or management companies don't bear the burden of noncompliance.

8. Timeline to Implementation

The first step is to say **YES to SMART** waste management and decide on details of program such as: rate structure; cash flow; and how additional bag revenue will be handled.

The next step for the Town of Orange is to create an advisory committee made up of some Town employees, residents, and council members (as suggested above). The advisory committee can guide the Town through the implementation process. Generally a 6-month period is ideal.

Phase 1 Oct / Nov

1. Create a clear message to sell the SMART program to residents.
2. Create official timeline and outline goals for committee
3. Plan meeting calendar with dates to speak with local groups.
4. Check into recycling containers. Do residents have enough containers to maximize recycling?
5. Create public education and relations strategy target dates and costs. Much of this will be free because this is big news, however some planned ads will be helpful
6. Develop materials for residential tool kit
7. Fine tune details of low income families
8. Determine if ordinances are needed / fines / penalties

Phase 2 Dec

1. Public relations through local newspaper, advertorials, interviews, PSA, flyer for households etc
2. Address the issues listed in above section (illegal dumping, cardboard recycling, producer responsibility et
3. Determine how to handle bulky items that are picked up at household stickers / design order stickers
4. Determine weight limits on items or bags
5. Create bid specifications for Official Town of Orange trash bags and related services.
6. Present RFP specifications for approval by Orange.
7. Send specifications out through internet and by mail allow 3 weeks for return of RFP
8. Determine a specific start date by working backwards from bag delivery time. Ideally Official Town bags should be in stores 4 to 5 weeks before start date.

Phase 3 Jan

1. Work on Website information / links to other programs and EPA
2. Possible school education program / contest for website and bag art

Phase 4 Feb

1. Continue public relations so residents understand where to purchase bags and what items can be recycled etc,
2. Mail information in tax bill / show discount or disclosure of disposal costs.
3. Mail out starter Kit
4. Distribute additional recycling containers if necessary
5. Order stickers for bulky items

Phase 5 Implementation and follow up March

1. Continue positive press during first year to reinforce the decision of the town.
2. Appear on morning shows or other local or CT state news shows over the first quarter to boast about the success of participation and compliance.