

REVIEW OF
THE SOLID WASTE DEPARTMENT

Report to the Mayor and Commission

April, 2011

Prepared by:

Auditor's Office
Unified Government of Athens-Clarke County

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May 4, 2011

Mayor & Commission
Unified Government of Athens-Clarke County
City Hall
301 College Avenue
Athens, Georgia 30601

Subject: Review of the Department Solid Waste Department

Enclosed is the Review of the Solid Waste Department conducted as part of the FY11 Auditor's Office Work Plan. The report is divided into seven chapters:

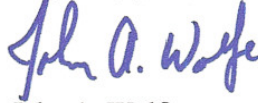
- I. Project Overview** – explains the scope of the review and methods used during the audit;
- II. Overview of the Solid Waste Department** – provides an overview of facilities and services, operating budget, and organization of the department;
- III. Administration** – discusses the administrative functions of the department such as customer accounts and billing;
- IV. Collections Division** – reviews the functions of the Collections Division and the services provided;
- V. Recycling and Keep Athens-Clarke County Beautiful** – addresses recycling services and efforts and Keep Athens-Clarke County Beautiful;
- VI. Landfill** – provides an overview of operations at the landfill;
- VII. Recommendations** – lists all recommendations based on the findings found throughout the report.

Management's response to the report can be found in Appendix A. I hope you find the report and response useful and I look forward to discussing them at the next Audit Committee meeting scheduled for Thursday, May 12, 2011. Should you have any questions prior to the meeting, please do not hesitate to contact me.

OFFICE OF THE AUDITOR

I wish to thank Jim Corley and the entire staff of Solid Waste for their excellent cooperation, assistance, and patience during the course of this review. I would also like to recognize the efforts of Tommy Houseman and Laura Welch of my office.

Very truly yours,



John A. Wolfe
Athens-Clarke County Auditor

Copy: Alan Reddish, Manager
Jean Spratlin, Clerk of Commission
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Bill Berryman, Attorney
Bob Snipes, Deputy Manager
Jim Corley, Director of Solid Waste

EXECUTIVE SUMMARY

The Solid Waste Department provides a variety of solid waste and recycling services to the citizens of Athens-Clarke County (ACC), including:

- Residential garbage collection and recycling service in the Urban Services District (USD) to approximately 10,000 customers;
- Commercial curbside garbage and recycling service to businesses and residents in the Central Business District (CBD), businesses primarily along the Prince Avenue and Hawthorne Avenue corridors, and in the Five Points area;
- Commercial dumpster service to businesses, apartment complexes, schools, and other institutions throughout ACC;
- Leaf and limb collection to all ACC residents approximately every eight weeks;
- Oversight of the franchise agreements with private haulers that provide residential service to residents outside of the USD and commercial dumpster service throughout ACC;
- Management of 11 recycling drop-off centers and promotion of recycling and reuse of materials through the implementation of educational programs;
- Administration of the contract between ACC and ReCommunity, formerly known as FCR, which operates the Recovered Materials Processing Facility (RMPF);
- Operation of a Subtitle D landfill that accepts garbage, leaf and limb materials, and approved recyclables.

In FY10, the Collections, Recycling/Education, and Landfill Divisions handled a total of 62,651 tons of solid waste and 7,076 tons of recyclables. The cost for collection and disposal is offset by revenue attributed to the Solid Waste and Landfill Enterprise funds. In addition, the department collected 6,198 tons of leaf and limb debris. The cost of leaf and limb service, which totaled \$718,438 in FY10, is funded from the General Fund.

An on-going goal of the Solid Waste Department, as adopted by the Mayor and Commission, is to reduce the amount of refuse being deposited in the Athens-Clarke County Landfill while increasing the amount of materials being recycled, reused, and re-purposed. This review focused on the extent to which Solid Waste is meeting these goals given current levels of staffing, service provision, and funding.

Over the last five years, recyclable materials collected by Solid Waste alone have increased by approximately 32% while the tonnage of recyclables processed at the Recovered Materials Processing Facility (RMPF) has increased by nearly 1,641 tons, or 13%. In FY10, the Solid Waste Department achieved a 33% rate of waste diversion/recycling, exceeding the goal of 25% recommended by the Georgia Department of Community Affairs and approved by the Mayor

and Commission. In November of 2010 the diversion/recycling goal was amended by the Mayor and Commission to 40% by 2015, 60% by 2018, and 75% by 2020.

In addition to amending the waste diversion/recycling goal, the Mayor and Commission approved changing the recycling collection method. Currently ACC uses a dual-stream collection system whereby users must sort recyclable materials by type. In the latter half of 2011, ACC will implement a single-stream collection method whereby all materials can be combined into a single container for collection.

During the conduct of this review, the Administration, Collections, and Recycling/Education Divisions moved to their new location on Hancock Industrial Way. Since this relocation, the structural organization of the department as well as duties and/or responsibilities of several positions appear to have changed. The classifications of these positions, as well as the organizational charts of each division, should be reviewed and updated. Other recommendations pertaining to the department's operations can be found on pages 33 and 34 of the report.

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APPENDIX : MANAGEMENT RESPONSE

I. PROJECT OVERVIEW

A. PURPOSE AND AUTHORITY OF THE AUDIT

This audit of the Solid Waste Department was conducted at the request of the Mayor and Commission pursuant to Article IV, Section 4-104 and Article VII, Section 7-410 of the Charter of the Unified Government of Athens-Clarke County (ACC), Georgia, and the ordinance and policies guiding the conduct of reviews.

B. PROJECT SCOPE

The scope of this project included:

- Staffing and organization of the Solid Waste Department
- Services provided by the Solid Waste Department through the Collections, Recycling, and Landfill divisions
- Trends in the tonnage of waste disposed, diverted, or recycled at the ACC Landfill and the Recovered Materials Processing Facility (RMPF).

C. METHODOLOGY AND TASKS

Various techniques were employed to provide a comprehensive review of the Solid Waste Department, including:

- Interviewed the director, division administrators, and other staff to gain understanding of administration, operations, services, and customer satisfaction;
- Visited all facilities of the Solid Waste Department and conducted work observations;
- Analyzed expenditure and revenue trends for Solid Waste administration and services over the last five fiscal years;
- Analyzed levels of waste disposed, diverted, or recycled by ACC residents and the Solid Waste Department over the last five fiscal years;
- Analyzed staffing issues, including position titles and classifications, job descriptions, and organizational structure; and
- Provided a draft report for Solid Waste staff review and comments.

II. OVERVIEW OF THE SOLID WASTE DEPARTMENT

A. FACILITIES AND SERVICES

The Solid Waste Department provides a variety of residential and commercial solid waste and recycling services for Athens-Clarke County (ACC). Residential garbage collection is provided to the Urban Services District (USD) for a fee based on the type of service and size of the receptacle used for waste collection. Residential customers receive curbside recycling collection on the day of their garbage service. In FY10, the department collected 5,226 tons of solid waste and 1,846 tons of recyclables from USD residential customers.

Commercial curbside garbage and recycling service is provided to businesses and residents in the Central Business District (CBD), to businesses primarily along the Prince Avenue and Hawthorne Avenue corridors and in the Five Points area. Customers pay a monthly fee based on the number of weekly collections and are required to purchase Athens-Clarke County commercial bags for disposal of waste. These customers generated 1,848 tons of solid waste in FY10 and 1,242 tons of recyclables.

Commercial dumpster service is offered to businesses, apartment complexes, schools, and other institutions throughout ACC. The cost to customers is based on the container size and frequency of pick-up. Recycling dumpsters are made available upon request. Currently, ACC serves approximately 300 commercial dumpster customers that produced 5,651 tons of solid waste in FY10 and 1,493 tons of recyclables.

Leaf and limb collection is provided to ACC residents approximately every eight weeks. The service is funded through the ACC General Fund. In FY10, Solid Waste collected 6,198 tons of leaf and limb materials. Lawn service providers under contract by the property owner, such as tree surgeons, must dispose of the debris generated from their services.

The Solid Waste Department manages the franchise agreements of the private haulers that provide residential service and commercial dumpster service to customers outside of the USD. Currently, there are 13 such providers operating in ACC.

In addition to providing its own collection services and managing private haulers, the department maintains 11 recycling drop-off centers, promotes recycling and reuse of materials internally and externally through the implementation of educational programs and promotions, and provides staff for the anti-litter organization Keep Athens-Clarke County Beautiful (KACCB).

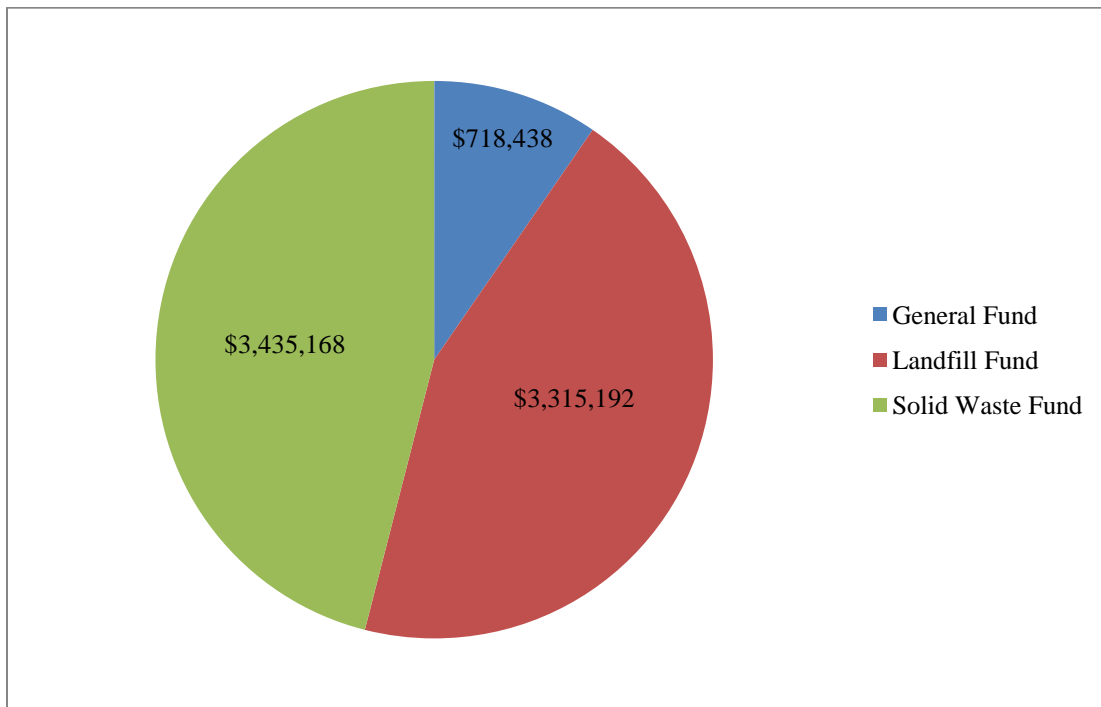
Solid Waste also operates a Subtitle D landfill that accepts garbage, leaf and limb materials, and approved recyclables. The department has a composting operation at the landfill as well. In FY10 the department processed 62,651 tons of waste and 31,190 tons of recyclable/diverted materials.

B. OPERATING BUDGET

The Solid Waste Department's FY10 operating expenditures totaled an estimated \$7,469,000. The department is funded from the General Fund and from two enterprise funds: the Solid Waste Enterprise Fund and the Landfill Enterprise Fund. General Fund expenditures were approximately \$718,000 and were primarily related to the cost of providing county-wide leaf and limb service.

Expenditures in the Solid Waste Enterprise Fund include expenses associated with the collection and disposal of both residential and commercial garbage and recyclables. The Landfill Enterprise Fund includes expenditures related to both the operations of the landfill and the operations of the Recovered Materials Processing Facility (RMPF). Figure 1 illustrates Solid Waste's expenditures by fund.

Figure 1: Solid Waste Expenditures by Fund



The Solid Waste Enterprise Fund generated approximately \$3.7 million from fees and charges, of which \$2.7 million was from residential collection fees, an estimated \$994,000 from commercial collection fees, and approximately \$37,000 from other solid waste fees and charges. In addition to the revenue generated from fees and charges, the Solid Waste Enterprise Fund received approximately \$133,000 from the Landfill Enterprise Fund for expenses that it incurred that were related to landfill operations. Revenue for the Landfill Enterprise Fund in FY10 totaled \$3,795,000 and included the net revenue received at the RMPF.

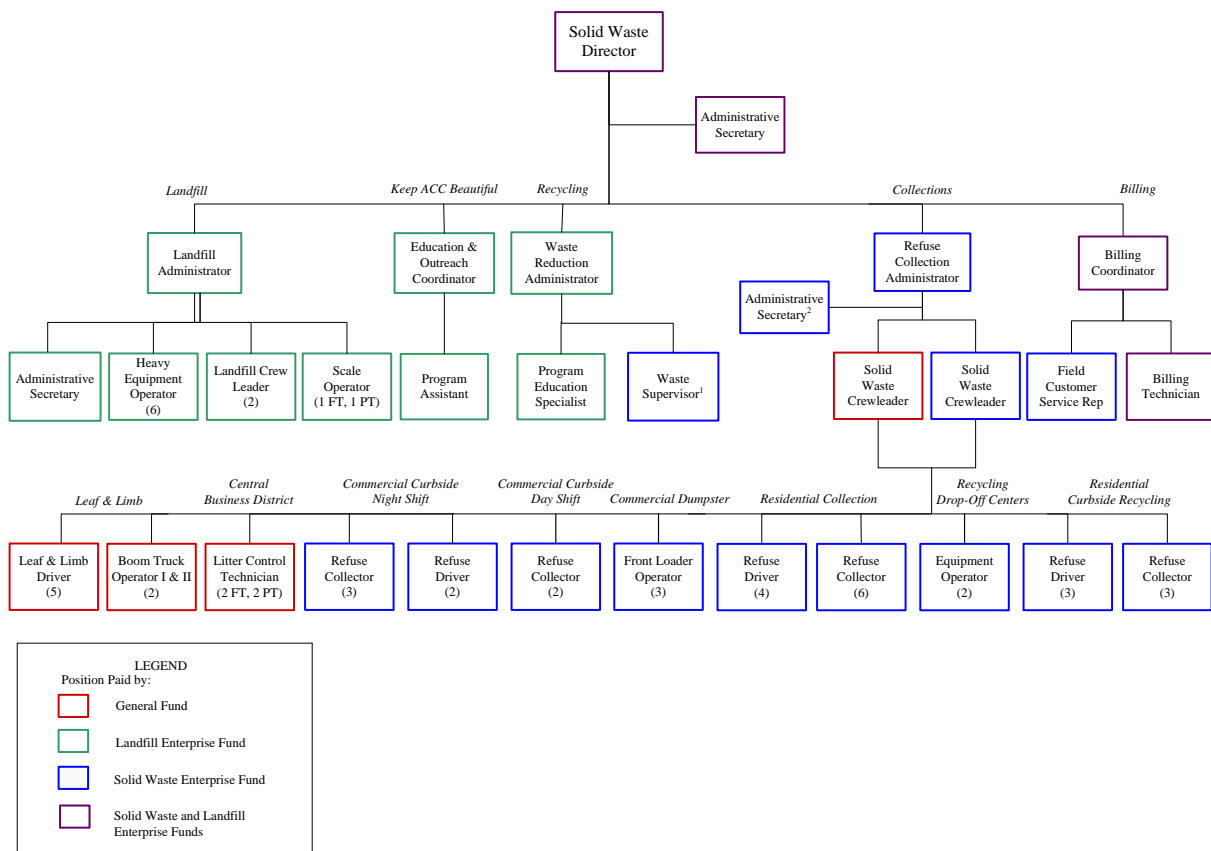
C. ORGANIZATION AND STAFFING

Solid Waste is staffed with 64 full-time employees organized into four divisions: Administration, Collections, Landfill, and Recycling/Education. Reporting relationships have evolved since the Administration, Collections, and Recycling/Education Divisions relocated to the Solid Waste Administration and Collections Facility on Hancock Industrial Way in January of 2009. Figure 2 below depicts the current job titles and organization of the department. A summary of staff in each division follows and is discussed in greater detail in subsequent chapters.

Administration

Administration consists of the department director and an administrative secretary and includes the billing unit, which consists of a billing coordinator, a field customer service representative, and billing technician. The director, administrative secretary, billing coordinator, and billing technician are funded through the Solid Waste Fund and Landfill Enterprise Fund while costs associated with the field service representative are funded through the Solid Waste Enterprise Fund.

Figure 2: Organization of the Solid Waste Department



¹ Former Refuse Collection Supervisor
² Former Equipment Operator

Collections

The Collections Division consists of 41 full-time and two part-time employees. A total of 31 of the employees assigned to residential and commercial garbage and recycling services are funded from the Solid Waste Enterprise Fund:

- Collections Administrator
- Solid Waste Crew Leader
- Refuse Collector (14)
- Administrative Secretary
- Equipment Operator (2)
- Front Loader Operator (3)
- Refuse Driver (9)

In addition to the above employees, there are eight employees in Collections assigned to leaf and limb pick-up funded from the General Fund:

- Solid Waste Crew Leader
- Leaf & Limb Driver (5)
- Boom Truck Operator (2)

Two full-time and two part-time litter control technicians serve the CBD and are also funded from the General Fund.

Recycling

The Recycling Division is staffed with four employees funded from the Landfill Enterprise Fund and one employee funded from the Solid Waste Enterprise Fund:

- Waste Reduction Administrator
- Program Education Specialist
- Waste Supervisor
(funded from Solid Waste Enterprise Fund)
- Education & Outreach Coordinator
- Program Assistant

Landfill

The Landfill Division is staffed with 11 full-time employees and 1 part-time employee funded from the Landfill Enterprise Fund:

- Landfill Administrator
- Landfill Crew Leader (2)
- Scale Operator (1 full-time and 1 part-time)
- Administrative Secretary
- Heavy Equipment Operator (6)

III. ADMINISTRATION DIVISION

A. ORGANIZATION AND STAFFING

The Administration Division consists of the department director, billing section staff, and an administrative secretary. The director is responsible for overseeing the department's operations with the assistance of the division administrators and their staff. The administrative secretary supports the department by answering phones, preparing payroll information, maintaining customer service logs, serving as back-up on radio dispatch, and other clerical duties as assigned.

The billing section consists of three employees: a billing coordinator, a billing technician, and a field customer service representative. The billing coordinator is the section supervisor. The position oversees billing, performs account maintenance, and administers finances for the department such as purchasing, invoicing, and accounts payable for department administration and capital projects for the Landfill Division.

The billing technician is responsible for account maintenance including changes in levels of service. The position processes daily work orders for new and terminated customers from system-generated work orders and adds any miscellaneous charges to accounts such as special pickups and sales for commercial bag service. Finally, the position posts cash receipts and is responsible for the commercial bag inventory.

The field customer service representative processes work orders, delivers roll-carts and recycling bins to new customers, and delivers commercial garbage bags to customers. In addition to these regular duties, the position audits collection routes to verify that the number and size of roll-cart(s) match the level of service being paid for by customers.

B. CUSTOMER SERVICE AND ACCOUNTS

For residential customers and most commercial customers, the Water Business Office establishes customer accounts, which will generate a work order for the Solid Waste Department. However, any further maintenance of customer accounts such as suspension of service or changes to service is performed by Solid Waste.

Work Order Generation

Work orders for residential and commercial curbside collection services generally come to the Solid Waste Department in four ways:

- 1) A request for new service is issued by the Water Business Office;
- 2) A new customer requests service through Solid Waste billing staff;

- 3) A current customer requests a change in service; or
- 4) A field audit indicates a discrepancy between the amount being billed and the level of service provided.

Customers establishing commercial dumpster service and/or commercial curbside service are required to complete an application for service.

Work Order Fulfillment

New residential customers establishing water and sewer service in the Urban Services District are required to also establish service with Solid Waste. At the Water Business Office, a new customer completes a form with his/her requested level of solid waste service. A deposit equal to one month's service and a one-time service fee of \$10 is required to establish service. The Water Business Office collects these fees from the customer at the time the account is established and credits the customer's account in the SunGard utility billing system. The deposit forms, which are used in processing work orders, are collected each morning by Solid Waste.

If an existing customer requests a change in the level of service, the billing coordinator or billing technician notes the change in SunGard and issues a work order with the updated information and indicates whether or not recycling bins were requested. An average of 6,500 work orders is processed each year. The field customer service representative processes the work order using the following steps:

- the correct size roll-cart(s) is taken from inventory and spray-painted with the customer's street number;
- the ID number of the roll-cart is placed on the work order; and
- the roll-cart(s) is delivered and the work order is returned to the billing technician to be entered into an Access database and SunGard.

For billing purposes, residents in the CBD are considered downtown commercial customers and receive 20 commercial garbage bags per month that are delivered bi-monthly to their residence by the field customer service representative.

New accounts for commercial dumpster service are created in HTE by the billing coordinator or billing technician. The billing staff arranges for the requested size dumpster to be delivered by the field customer service representative.

C. BILLING

Charges for solid waste service appear on a customer's water bill and are generated based on the billing component codes that are listed on a customer's account. The billing components must all be entered correctly in order for the customer's account to bill properly. Additional services,

such as an unscheduled pick-up, are added manually to a customer's account. Some institutional customers are billed directly and/or electronically by the Solid Waste billing coordinator. The billing unit ensures billing accuracy by auditing monthly billing registers, constantly updating customer lists, and performing service level audits.

Changes in Service

Changes in the type or level of service are processed by the billing coordinator and the billing technician. If a customer calls the Water Business Office for a change request, they are transferred to Solid Waste. The change is made to the customer's account and the necessary work order is automatically generated. Changes in service may be made for free once per year, but additional changes are charged a service fee of \$10 each.

Suspending Service

The Solid Waste Department will accept requests to suspend collection service at an address. Requests for suspension of service are normally accepted only for 90 days or longer. During suspension, a \$13 base charge is assessed unless the water account has been closed. If the property is under renovation and the owner has commercial dumpster service, solid waste will deduct the \$13 base charge during the property renovation.

Terminating Service

A customer may terminate their service by contacting the Water Business Office or Solid Waste. A work order is generated noting the cancellation, but roll-carts and/or recycling bins remain at the address unless the new occupant requests a different level of service.

IV. COLLECTIONS DIVISION

A. ORGANIZATION AND STAFFING

The Collections Division is staffed with 41 full-time and two part-time employees. In 2010 a vacant refuse collector position was converted to an administrative secretary position, the refuse collection supervisor position was abolished and converted to a waste supervisor for the Recycling Division, and the front loader operators that were formerly assigned to Recycling were transferred to Collections. With the elimination of the refuse collection supervisor (pay grade 19), daily supervision of all collections crews rests with the two solid waste crew leaders (pay grade 13). Table 1 below depicts the total number of authorized full-time positions in the division for FY10 by work area.

Table 1: Collections Division Staffing by Work Area

Work Unit/Functional Area	Job Title	Number of Positions
Division Administration	Collections Administrator	1
	Administrative Secretary	1
Crew Supervision	Solid Waste Crew Leader	2
Commercial Dumpster Service	Front Loader Operator	3
Residential Collections	Refuse Driver	4
	Refuse Collector	6
Residential Recycling	Refuse Driver	3
	Refuse Collector	3
Recycling Drop-Off Centers	Equipment Operator	2
Downtown Litter Control	Litter Technicians	2
Commercial Curbside Service	Refuse Driver	2
	Refuse Collector	5
Leaf & Limb Service	Leaf & Limb Driver	5
	Boom Truck Operator I & II	2

The Residential Collection Unit consists of four refuse drivers and six refuse collectors that form three crews to service three residential routes daily in the USD, Monday through Friday. Each crew is staffed with a driver and two refuse collectors. Crews report to work at 7:30 a.m. to receive their assignments and typically begin their routes at 7:45 a.m. Currently the crews service approximately 9,900 residential customers each week.

The Residential Recycling Unit consists of three refuse drivers and three refuse collectors. There are three crews that provide curbside recycling service to USD customers. The crews work the

same hours and service the same daily routes as the Residential Collection Unit. The Commercial Dumpster Unit consists of three front loader operators. Two of the operators service commercial refuse dumpsters and one operator services commercial recycling dumpsters.

The five employees assigned to Commercial Curbside Collection are divided into two shifts (day and night) and one service route. The day crew consists of two refuse collectors while the night crew consists of two refuse drivers and two refuse collectors. The crews use side loader trucks, which do not require a Commercial Driver’s License (CDL) to operate, to collect curbside refuse.

There are two full-time litter control technicians assigned to downtown Monday through Friday and two part-time technicians assigned on the weekend. The technicians work from 5:00 a.m. until 2:00 p.m. They are responsible for removing litter and debris from the streets and sidewalks, emptying public trash cans, responding to calls for grease removal from commercial customers, and pressure washing sidewalks as needed.

B. COLLECTIONS DIVISION SERVICES

The Collections Division provides a wide variety of services to residential and commercial customers in Athens-Clarke County. Table 2 below depicts the services offered by the division and the fee structure customers pay.

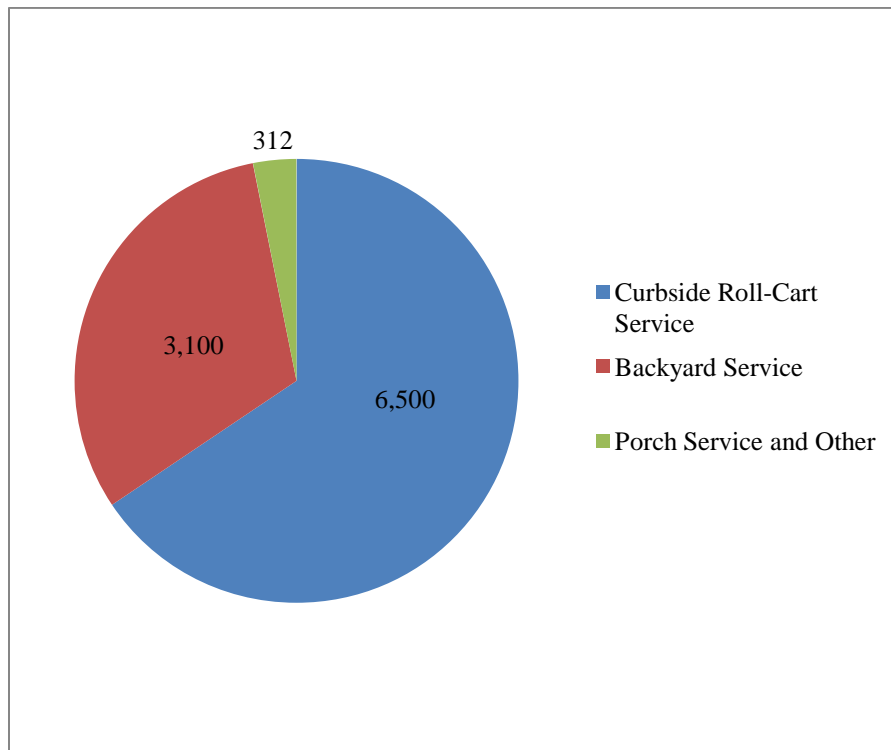
Table 2: Collection Division Services

Type of Service	Availability	Fee Structure
Residential Curbside Roll-Cart	Urban Services District	Based on the number and size of the roll-cart(s)
Residential Backdoor	Urban Services District	Graduated rate based on the number of containers used
Residential Porch	Urban Services District	Graduated rate based on the number of containers used
Leaf and Limb	ACC-wide	Provided by tax revenue
Commercial Dumpster Service (refuse and recycling) – <i>Includes service for apartment complexes</i>	ACC-wide	Varies depending on the number and size of the dumpster(s) and the frequency of collection
Commercial Curbside Service	Central Business District, Five Points, and the Normaltown-Prince Avenue Area	Varies depending on the location of the business, frequency of collection, and number of bags used

C. RESIDENTIAL COLLECTION SERVICE

The residential collection service operates on a “pay as you throw” model whereby customers are charged based on the size of the roll-cart(s) they use. In addition to the regular curbside service, Solid Waste offers backdoor pick-up service at a higher fee schedule and porch pick-up service to qualifying residents. Currently there are approximately 9,900 customers receiving residential collection in the Urban Services District (USD). Figure 3 depicts the total number of customers by the type of service received.

Figure 3: Number of Residential Collection Customers by Type of Service



Description of Services Offered

1) **Curbside Roll-Cart Service** – Residents are responsible for placing garbage and recyclables on the curb for collection. Rates are based on the size of the receptacle and range from \$17 for a 32-gallon roll-cart to \$50 for a 160-gallon container (one 64-gallon and one 96-gallon container).

2) **Backyard Service** – Employees collect garbage from a location near the home. Recyclables must still be taken to the curb for collection unless the resident is eligible for porch pick-up service. Customers are charged a graduated rate based on the number of 32 gallon trash cans they use.

3) **Porch Pick-up Service** – Employees collect garbage and recycling from residents that have a proven disability that has been documented by his/her physician. No additional fee is charged for this service.

4) **Bag Decals** - Residential customers are required to purchase decals for any bags placed outside of their roll-cart. Currently, the decals cost \$2 and may be obtained from the Solid Waste Department and/or the Water Business Office located on Prince Avenue.

Customer Service

Customer complaints, including reports of a missed pick-up, are reviewed by a supervisor. In order to facilitate this review a log is kept by collectors in which they note missing receptacles or other issues that may arise while working a collection route. In addition, 15 of the trucks in Solid Waste's fleet are equipped with GPS equipment to monitor the time of day that a specific street receives service.

If a customer complaint is verified by a supervisor, staff is dispatched to collect the missed garbage and/or recycling materials. Solid Waste estimates that on average there are approximately 10 missed collections per month.

D. COMMERCIAL REFUSE SERVICE

The Solid Waste Department makes available commercial services to businesses, institutions, and multi-family residential housing complexes located within Athens-Clarke County. Three front loader operators are assigned to commercial dumpster service while five employees are assigned to curbside collection. In addition to their commercial customers, the commercial curbside crews service ACC bus stops and assist with residential backdoor service on an as-needed basis.

Commercial dumpster service fees are based on the frequency of service and the size of the dumpster. Customers are required to sign a service contract for a minimum of one year. In addition, the Solid Waste Department provides a dumpster for recyclables at no additional charge.

ACC commercial dumpster customers are provided with a range of options including three dumpster sizes and up to five collections per week. For example, a customer choosing a 4-yard dumpster with a once-per-week collection would be charged \$85 per month while a customer who chooses an 8-yard dumpster with a five times per week collection schedule would pay \$523 per month.

Commercial dumpster customers who contract with ACC for garbage services are offered recycling, which is included in the cost of service. Non-Solid Waste Department commercial dumpster customers may obtain recycling services from ACC for a monthly fee that ranges from \$55 to \$217 depending on the size of the dumpster and the frequency of the collection.

Commercial curbside service is mandatory for the Central Business District (CBD) and is also available for businesses located in Five Points and the Normaltown-Prince Avenue area. Commercial curbside rates are determined by the location of the business, whether it is located within the CBD, and the number of collections per week.

Businesses with curbside service must purchase bags from the Solid Waste Department to dispose of their waste. Bags are clear and can hold a maximum of 40 pounds. When a case of bags is purchased, the Solid Waste department provides a ½ case of recycling bags. These bags are clear and can also hold up to 40 pounds each. They are differentiated from refuse bags by the color of their draw strings and by the lettering on the side of the bags.

E. LEAF AND LIMB SERVICE

The Solid Waste Department provides residential leaf and limb collection throughout Athens-Clarke County with the exception of downtown and the University of Georgia. The service allows ACC to meet its obligations under O.C.G.A. 12-8-40.2, which prohibits the disposal of yard trimmings at municipal landfills.

The leaf and limb crew consists of two boom truck operators and five drivers. Boom trucks are used to load the leaf and limb materials onto open-bed trucks. Once a truck is filled, the load is taken to the landfill and operators begin filling the next available open-bed truck. To facilitate collection, ACC is divided into seven zones, depicted in Figure 4. The Urban Services District, one of the seven zones, is subdivided into 14 residential routes, also shown in Figure 4.

Each of the seven zones is serviced approximately once every eight weeks. A monthly calendar is published each month specifying when a zone will be serviced. However, there is no set schedule specifying the week that a zone or a route will be serviced beyond the current month. A variety of factors impacts the leaf and limb pick-up schedule, including inclement weather, equipment failures, employee leave, and government holidays. For example, department priority is placed on the collection of garbage and recyclables. During weeks when there is a government holiday or an insufficient number of employees to staff the solid waste collection routes, leaf and limb employees may be diverted to assist solid waste collection.

Yard debris such as leaves, grass clippings, and pine straw is picked up, provided it has been placed in paper bags. This requirement helps to ensure that the resulting mulch is not contaminated with plastic. Each resident is allowed to place as many as 25 paper lawn refuse bags for collection. Limbs and small branches no longer than six feet and with a diameter of no more than four inches are also accepted, provided that each load is not larger than the equivalent of that which could be transported in a ¾-ton pick-up truck.

Figure 4: Leaf and Limb Zones for General Services District and Urban Services District

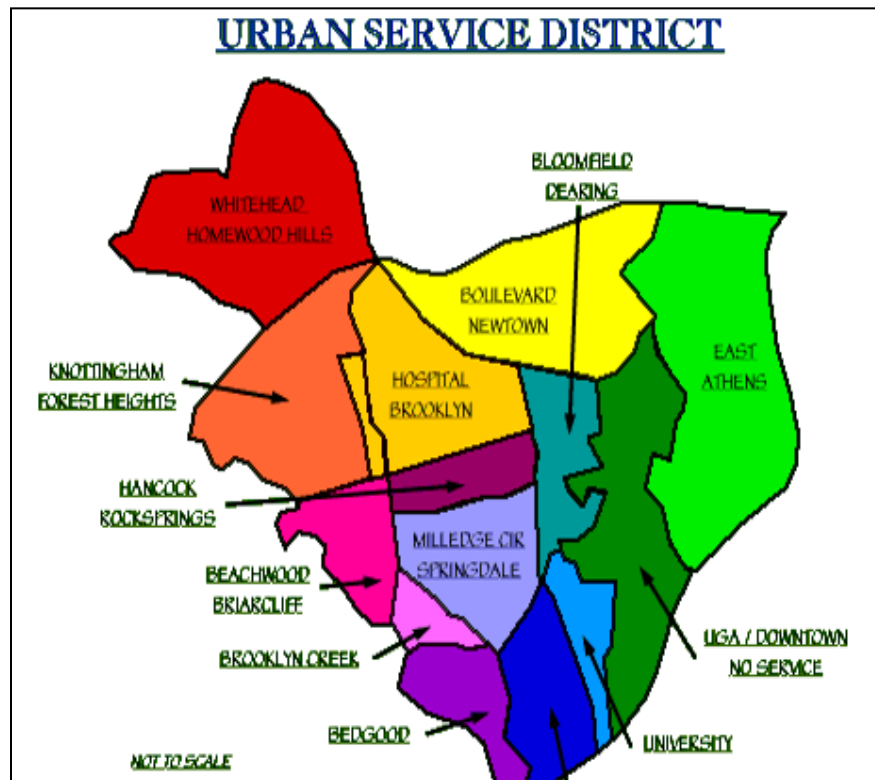
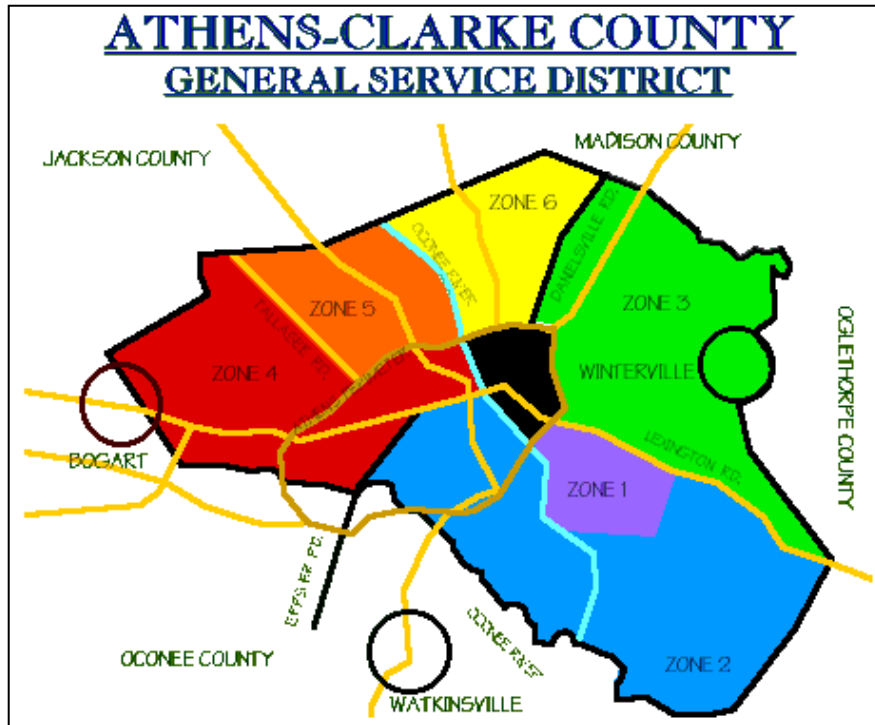
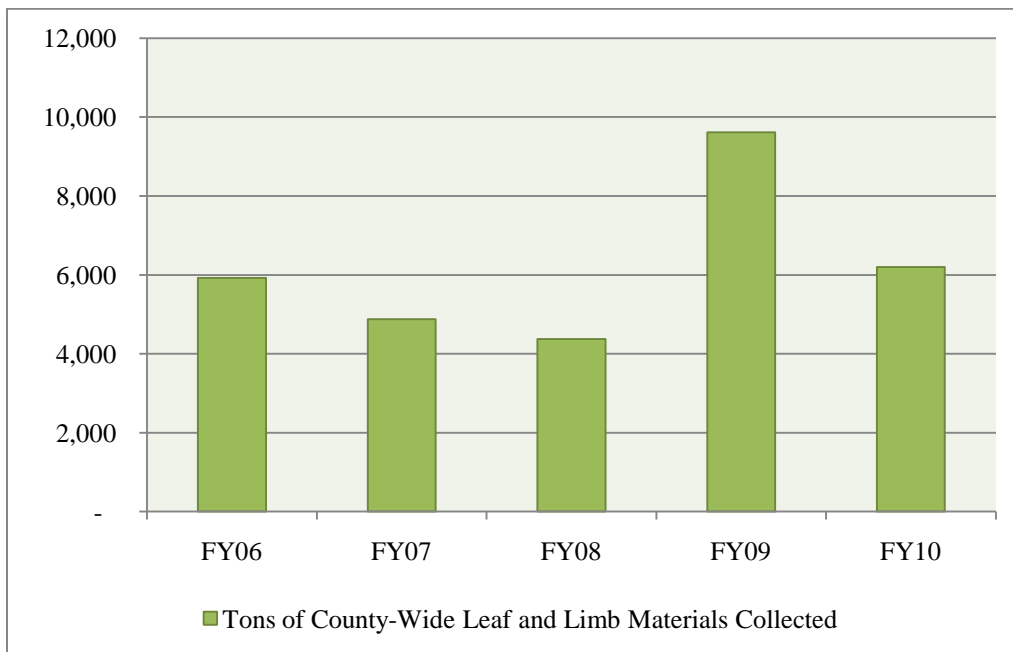


Figure 5 depicts the tons of leaf and limb materials collected by Solid Waste from FY06 through FY10. During this five-year period, the department collected an average of 6,200 tons of leaf and limbs per year. The tons of materials collected fluctuated greatly between FY08, when only 4,371 tons of materials were collected, compared to FY09 during which nearly 10,000 tons were collected. The increase in tonnage between these two years is largely the result of late winter storms that occurred in March of 2009. Because of the volume of material generated from the storm debris, the eight-week pickup schedule was greatly impacted. Additional equipment was rented and overtime was used in order to handle the volume of leaf and limb debris.

Figure 5: Leaf and Limb Materials Collected by Solid Waste, FY06 - FY10



F. FRANCHISEES (PRIVATE HAULERS)

Currently, there are eight approved residential haulers that provide service to the residents outside the Urban Services District and five approved commercial haulers authorized to provide service in ACC. Private haulers seeking to operate in ACC must submit a non-refundable \$300 initial application fee. Approved applicants enter into a franchise agreement with Solid Waste that is administered by the Collections Division. Franchise contracts are comprehensive and cover the following areas:

- Fees for service
- Residential collections
- Commercial collections

- Compliance with state and federal rules regulating the collection and disposal of garbage and leaf and limb materials generated within ACC
- Compliance with the ACC code regulating the disposal of solid waste
- Compliance with the applicable provisions of ACC's Solid Waste Plan
- Provisions regulating the inspection of vehicles used in collections.

Fees for Service

ACC code provides that private haulers must set equitable fees for comparable services and that the fee system be volume-based. It does not regulate the fee structure of the private haulers.

Residential Collections

Private haulers are required to offer a minimum of three levels of volume-based garbage service (pay-as-you-throw program) to residential customers. In addition, haulers are required to offer recycling services upon request to both residential and commercial customers at a minimum bi-weekly service level. The franchise agreements allow private haulers to charge an additional fee for recycling.

Residential customers of private haulers must comply with the same customer service provisions required by the Solid Waste Department of its residential customers. Regulations include the placement of receptacles and the disposal of prohibited items.

Private haulers must complete residential collections during the hours of 7:00 a.m. until 9:00 p.m. unless an emergency compels them to protect the health, safety, and welfare of the public. Private haulers may petition the Director of Solid Waste for a change in their collection hours so long as any change is consistent with the franchise contract and established ACC policies and procedures.

Commercial Collections

As with residential service, private haulers are required to offer a three-tiered level of service to their commercial customers. The services provided are subject to the terms laid out in the franchise agreement and include hours of collection, dumpster screening, dumpster sites, and the disposal of prohibited items.

Compliance

Franchisees' contracts require private haulers to comply with all local, state, and federal regulations "regarding the storage, handling, transporting, and disposing of solid waste and other materials."¹ In addition, they are required to dispose of collected materials at landfills permitted

¹ ACC Code Sec. 5-2-17

by the Environmental Protection Division (EPD) of the Georgia Department of Natural Resources.

Vehicle Inspections

ACC code regulates the weight and size of the vehicles used for collection and requires that they be enclosed, have audible alarms when backing up, and have operational flashing or revolving amber lights placed on designated areas of the vehicle.

In order to ensure compliance with franchise vehicle regulations, Solid Waste conducts inspections of each vehicle in the franchisees' fleets twice per year. A fee of \$50 is charged for each inspection. Operators are given 15 days to correct any deficiencies noted in the inspection and submit the vehicle for re-inspection at no additional charge. Vehicles that fail the re-inspection are prohibited from being operated as refuse collection vehicles in ACC. A \$10 fee is charged for each re-inspection that falls outside of the original 15-day grace period.

Annual Reports

Applicants seeking to renew their franchise agreement are required to provide copies of their collections services and recycling plans, a listing of all vehicles to be used in ACC with proof of insurance, and the amount of tonnage collected from each of the following:

- Waste taken to the Athens-Clarke County landfill
- Waste taken out of Athens-Clarke County
- Recyclable materials taken to the ACC Recovered Materials Facility
- Recyclable materials taken out of Athens-Clarke County.

Recent Developments

In November of 2010 the ACC Mayor and Commission approved a moratorium on the acceptance of new applications for solid waste hauling within ACC. ACC staff was instructed to consider the following:

- a) Placing a cap on the number of private haulers operating in ACC
- b) Requiring private haulers to report their tonnage on a quarterly basis
- c) Providing a smaller container for low-volume residential users
- d) Establishing a uniform rate differential between roll-cart levels
- e) Establishing a customer-based education fee to help educate the community about solid waste reduction and recycling.

Solid Waste staff is currently finalizing its proposals and expects to make a formal recommendation to the ACC Mayor and Commission during the April/May agenda cycle.

V. RECYCLING AND KEEP ATHENS-CLARKE COUNTY BEAUTIFUL

A. OVERVIEW OF THE DIVISION

The Recycling Division coordinates a comprehensive waste reduction program designed to promote the recycling, reuse, or reduction of materials that would otherwise be disposed of as waste. The program includes volume-based garbage fee systems (VBGFS) and recycling programs for both residential and commercial customers, leaf and limb collection services for residential customers, and drop-off recycling centers. The division provides a variety of educational programs and outreach events to meet the department's 25% waste diversion/recycling goal and works with Keep Athens-Clarke County Beautiful (KACCB) to promote litter prevention and community beautification.

The Recycling Division's FY10 budget totaled \$815,599 and was funded from the Landfill Enterprise Fund, which includes the cost and revenue associated with the Recovered Materials Processing Facility (RMPF). In FY10 the division was staffed with four full-time employees that were divided into two units: Recycling and KACCB. An additional position was added to Recycling mid-fiscal year by the transfer of the refuse collection supervisor from the Collections Division.

B. RECYCLING UNIT

Recycling staff consists of a waste reduction administrator and a program education specialist, both funded from the Landfill Enterprise Fund, and a waste supervisor funded from the Solid Waste Enterprise Fund. Recycling is responsible for recycling and waste reduction outreach efforts and managing the RMPF, which is operated by a private company, ReCommunity, formerly known as FCR. The unit promotes waste reduction, which includes reduction, reuse, recycling and composting through a variety of educational outreach efforts including special events. These outreach efforts include:

- Public Relations:
 - creating and distributing an annual Environment Resource Guide
 - producing and distributing a quarterly newsletter "One Man's Trash"
 - creating and distributing brochures and placards on recycling and composting
 - compiling recycling packets for new ACC water customers (approximately 1,500 per year)
 - managing media contacts, including press releases for recycling events
 - developing recycling education slides shown on Athens-Clarke County's cable television access channel (ACTV) and Vega Media in local businesses
 - maintaining contact information for businesses, schools, and other institutions and organizations to promote recycling education and events.

- Programs:
 - administering the Green Schools Program and Clarke County School District waste reduction programs
 - administering the ACC government recycling program
 - coordinating the Sustainable Industry Roundtables
 - administering the community recycling program and waste-free event program
 - administering the household hazardous waste collection program for non-traditional recyclables
 - maintaining the Teacher Reuse Store
 - coordinating the annual Waste Reduction Awards program.

- Events:
 - participating in events such as GreenFest to promote recycling and waste reduction
 - partner organization with the Classic Center for the Green Life Expo
 - conducting tours of the RMPF, landfill, and compost facility for schools, civic groups and other interested parties
 - conducting specialized collection events for shredding, electronics, tires, household hazardous waste, and other non-traditional recycling materials.

The ACC waste diversion/recycling goal is based on guidelines established by the Georgia Department of Community Affairs. For FY10, ACC exceeded the established goal by 8%. In November of 2010 the diversion/recycling goal was amended to 40% by 2015, 60% by 2018, and 75% by 2020.

In addition to the positions in the Recycling Division, there are 17 positions in the Collections Division that are responsible for collecting recyclable materials. Table 3 depicts these positions, their funding source, and their focus.

Table 3: Solid Waste Collections Division Positions for Recycling by Funding Source and Focus

Position	Number	Funding Source	Focus
Front-Loader Operator	1	Landfill Enterprise Fund	Commercial Recycling
Equipment Operator	2	Landfill Enterprise Fund	Drop-Off Centers
Solid Waste Crew Leader	1	General Fund	Leaf & Limb Pick-up
Leaf & Limb Driver	5	General Fund	Leaf & Limb Pick-up
Boom Truck Operator	2	Solid Waste Enterprise Fund	Leaf & Limb Pick-up
Refuse Driver	3	Solid Waste Enterprise Fund	Residential Recycling
Refuse Collector	3	Solid Waste Enterprise Fund	Residential Recycling

Origin of Recyclable Materials Collected by ACC Solid Waste Department

The recyclables collected by the Solid Waste Department originate from five primary sources:

- Urban Services District Residential Curbside Customers
- Drop-Off Centers
- Central Business District Customers
- Commercial Dumpster and Commercial Curbside Customers
- Landfill Recycling

Recyclable materials collected by Solid Waste have increased from 5,383 tons in FY06 to 7,076 tons in FY10, an increase of 1,693 tons, or approximately 32% as shown in Table 4. Recyclables from the Urban Services District residential curbside customers and from the drop-off centers are the two largest sources of recyclable materials collected by Solid Waste. Combined, they accounted for 4,338 tons of recyclables, or approximately 61%, of the total collected by the department in FY10.

Table 4: Solid Waste Recyclables by Source

Source of Recyclables	FY06	FY07	FY08	FY09	FY10	Percent Change FY06 to FY10
Urban Services District Residential Curbside Customers	1,767	1,866	2,193	1,882	1,846	5%
Drop-Off Centers	2,344	2,441	2,576	2,515	2,492	6%
Central Business District Customers	387	758	946	1,186	1,242	221%
Commercial Dumpster Customers	836	931	1,003	1,539	1,493	79%
Landfill Recycling	49	48	53	22	3	-94%
Total	5,383	6,044	6,771	7,144	7,076	32%

Recyclable materials from residential curbside customers and from drop-off centers have remained relatively constant over the past five years, increasing approximately 5% and 6%, respectively. These, however, represent a smaller percent of the total recyclables in FY10 than they were five years ago. In FY06, these two sources accounted for 76% of the total recyclable materials collected by Solid Waste, compared to 61% in FY10.

Most of the increase in the recyclables collected by Solid Waste is from the Central Business District and from commercial dumpster customers, which experienced increases in tonnage of 221% and 79%, respectively. Combined, they accounted for 1,512 more tons in FY10 than in FY06.

The increase in recyclable materials from the Central Business District is largely the result of a change in collection tactics used in the downtown area and the inclusion of educational information on the collection bags used. The increase in recyclables from commercial dumpster customers is attributed to enhanced marketing and educational efforts directed at commercial customers.

The only recyclable materials collected by the Solid Waste Department that experienced a decrease from FY06 to FY10 were those originating from the landfill. A total of 49 tons of recyclables were collected from the landfill in FY06, primarily by inmate laborers sorting through materials prior to their disposal. This practice has largely been discontinued because of a lack of crew leaders to supervise the inmates. As a result, the recyclables collected at the landfill decreased to three tons in FY10, a reduction of 94%.

Recovered Materials Processing Facility (RMPF)

The Athens-Clarke County RMPF is a “dual stream” recycling facility. Recyclable materials brought to the RMPF must be separated into one of two types: 1) bottles and cans or 2) paper items. The following items are accepted at the RMPF in the bottles and cans recycling stream:

- Glass bottles and jars
- Plastic bottles (#1 or #2)
- Aluminum cans, trays and foil
- Empty aerosol cans
- Steel, bi-metal, and tin food cans

Items accepted at the RMPF in the paper items stream consists of:

- Cardboard
- Newspapers and inserts
- Paperback books
- Paperboard boxes
- Magazines and catalogues
- Office paper and junk mail
- Telephone books
- Paper bags
- Milk and juice cartons

In FY10, 14,730 tons of recyclable materials were processed at the RMPF, of which 3,359 tons were bottles and cans and 11,171 tons were mixed paper items.

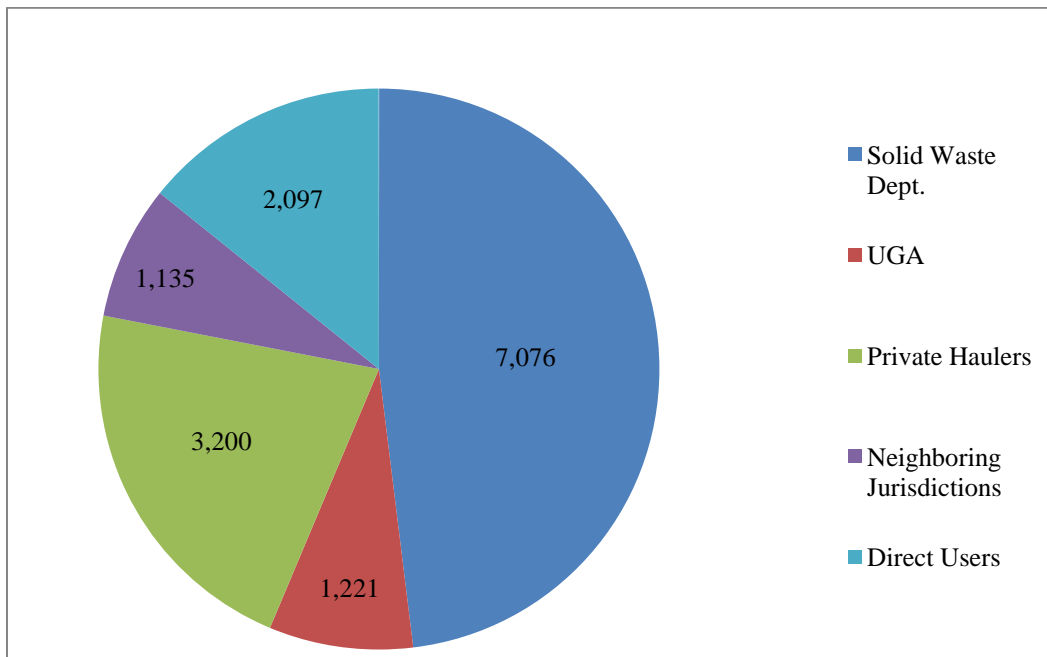
RMPF Customers

Recyclable materials delivered to the RMPF primarily come from five categories of customers:

- ACC Solid Waste Department
- University of Georgia (UGA)
- Private commercial and/or residential solid waste haulers
- Neighboring local jurisdictions
- Direct users (individuals and businesses that bring their recyclable materials directly to the RMPF).

Of the five categories of RMPF customers, the ACC Solid Waste Department is the largest user, accounting for 7,076 tons, or 48% of the recyclable materials processed in FY10. Private haulers were the second largest category of user, accounting for 3,200 tons, or approximately 22% of the materials, while direct users tipped 2,097 tons, or approximately 14%. Recyclable materials from UGA and from neighboring local jurisdictions accounted for 1,221 and 1,135 tons, respectively. Figure 6 depicts the tons of recyclables processed at the RMPF by type of customer.

Figure 6: Tons of Recyclables Processed at the RMPF in FY10 by Customer Type



Overall, the tonnage of recyclables processed at the RMPF has increased by nearly 13%, from 13,089 tons in FY06 to 14,730 tons in FY10. The tons of recyclable materials tipped at the

RMPF have increased for each type of customer, except for private haulers. This category has experienced a decline of approximately 31% since FY06, from 4,650 tons to 3,200 tons in FY10. Several private haulers have converted to single-stream recycling and can no longer recycle at the RMPF, which is a dual-stream facility. Table 5 depicts the tonnage of recyclables processed at the RMPF by type of customer over the past five fiscal years.

Table 5: Tons of Recyclable Materials by Customer Type

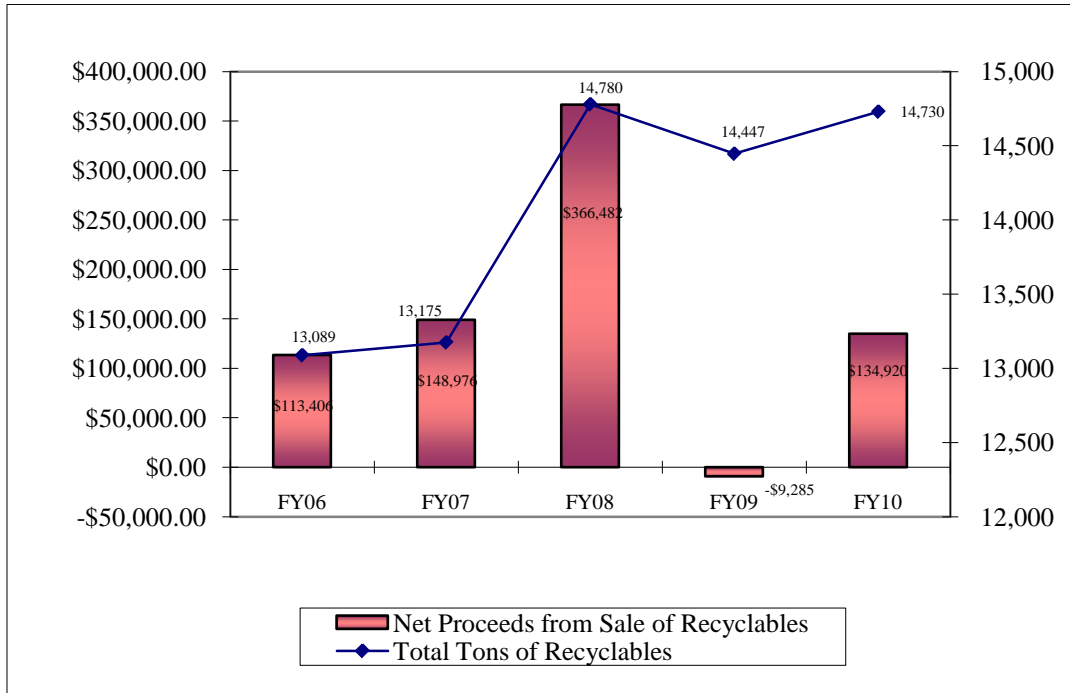
Tons	FY06	FY07	FY08	FY09	FY10	Percent Change FY06 to FY10
Solid Waste Dept.	5,383	6,045	6,771	7,144	7,076	32%
UGA	950	959	1,076	1,157	1,221	29%
Private Haulers	4,650	3,632	3,729	2,849	3,200	-31%
Neighboring Jurisdictions	585	596	804	912	1,135	94%
Direct Users	1,520	1,943	2,400	2,385	2,097	38%
Total	13,089	13,175	14,780	14,447	14,730	13%

With the adoption of increased diversion and recycling goals for ACC in November of 2010, the Mayor and Commission approved the conversion of the RMPF to a single-stream facility in order to facilitate recycling. The conversion is estimated to be complete by the fall of 2011.

Revenue from Recyclables Processed at the RMPF

The revenue received from the sale of recyclable materials varies based on a variety of factors such as the type and tonnage of recyclables received, the market rate for recyclables, and the contract with ReCommunity, which sorts and markets the materials. Net revenue from recyclable materials has fluctuated greatly over the past three years, as depicted in Figure 7. In FY08, \$366,382 was netted from the sale of 14,780 tons of materials. However, in FY09 the market for recyclables processed by the RMPF was weak, leading to a net loss of \$9,285 on 14,447 tons of materials sold. In FY10, ACC netted \$134,920 in revenue from the sale of 14,730 tons of recyclables.

Figure 7: Comparison of Tons of Materials Recycled to Net Revenue (FY06 – FY10)

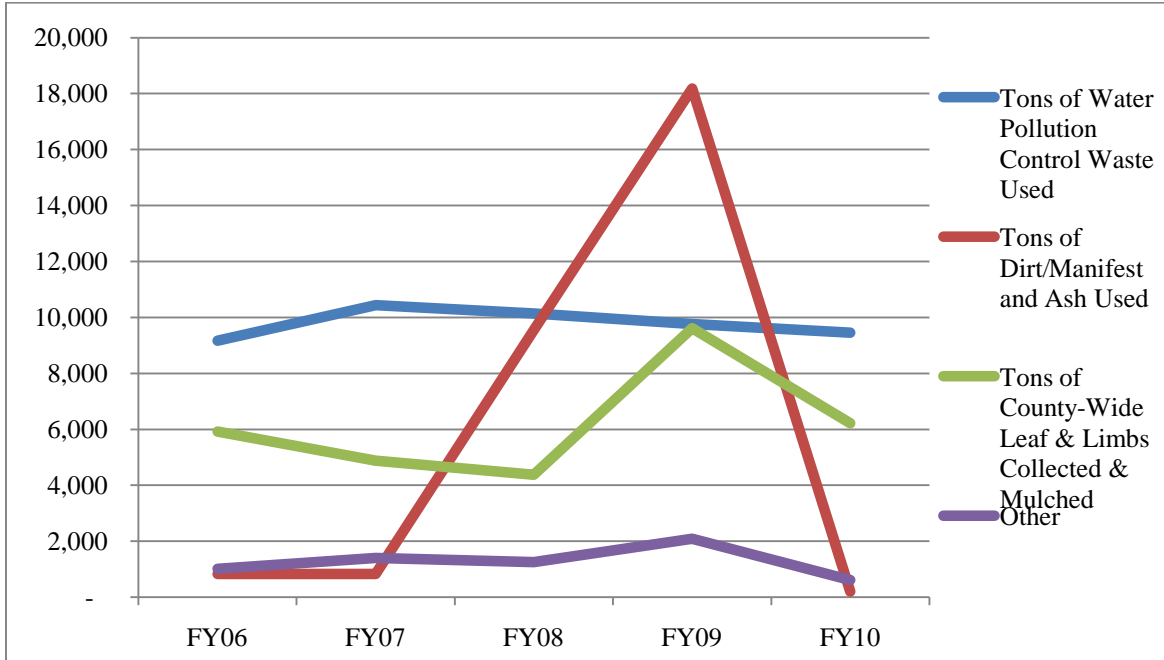


Other Materials Recycled or Diverted as Waste

In addition to the more common recyclable materials processed at the RMPF, the Recycling Division promotes and tracks the recycling and reuse of other materials that otherwise would be disposed of in the landfill as waste. These materials include hard-to-recycle items such as electronics, scrap metal, materials that can be used for ground cover such as waste from water pollution control plants and construction debris, and household hazardous materials that can pose an environmental risk.

The amount of other materials either recycled or diverted as waste has varied widely over the past five years as depicted in Figure 8. The waste from the water pollution control plant has remained relatively constant over the past five years, increasing from 9,174 tons in FY06 to 9,453 tons in FY10. Dirt and ash material accounted for only 198 tons in FY10 compared to more than 9,500 tons in FY08 and more than 18,100 tons in FY09. The spike in tonnage of this material during FY08 and FY09 was largely from construction projects associated with UGA, specifically the Spec Towns Track renovation and the Tate Center expansion. A similar spike in leaf and limb collections can be seen in FY09, when 9,613 tons were collected compared to 4,371 tons in FY08. This increase can be attributed to a severe late-winter storm in 2009.

Figure 8: Materials Recycled or Diverted as Waste



C. KEEP ATHENS-CLARKE COUNTY BEAUTIFUL (KACCB)

Keep Athens-Clarke County Beautiful (KACCB) promotes “public interest in the general improvement of the environment of Athens-Clarke County.” KACCB is registered with the Internal Revenue Service as a 501(c)(3) charitable organization. It plans and coordinates programs for litter control, public awareness of solid waste handling and disposal, and community beautification efforts.

KACCB is governed by a board of directors consisting of “not less than eight (8) nor more than twenty (20) members.” The following members or their designee serve on the board by virtue of their office:

- Athens-Clarke County Transportation & Public Works Director
- Clarke County School District Superintendent
- Executive Director of the Athens Housing Authority
- President of the Athens Area Chamber of Commerce
- Director of the State Botanical Gardens of Georgia
- Community Relations Director at the University of Georgia

All other members are nominated by KACCB and must be approved by the ACC Mayor and Commission. The Mayor of Athens-Clarke County, ACC Solid Waste Director, and Chairperson of the Community Tree Council (or their designees) serve as ex-officio, non-voting members.

ACC provides staff support and offices for KACCB. The education outreach coordinator serves as the KACCB executive director and is responsible for planning and directing educational and outreach programs and events with assistance from KACCB’s board of directors and volunteers. A program assistant position had divided time equally between the Recycling Division and KACCB but is now dedicated solely to KACCB programs and events.

KACCB is a state-certified affiliate of the Georgia Department of Natural Resources’ Keep Georgia Beautiful Program (KGB) and a nationally-certified affiliate of Keep America Beautiful (KAB). As such, KACCB is required to maintain records of all volunteer program and events that support the organization’s mission of community beautification and litter prevention.

In order to maintain its certification, KACCB is required to submit an annual cost-benefit report of government investment versus donated goods and services, costs avoided, and volunteer hours. In FY10, the ratio reported was \$3.73 returned for every \$1 invested by ACC.² Table 6 depicts the programs/projects that KACCB either coordinates or assists and the volunteer hours reported for each.

Table 6: Programs and Projects either Coordinated by or Supported by KACCB

Project/Event/Program	Volunteer Hours Recorded
Adopt-A-Highway/Adopt Athens	3,600
Athens Area Tool Shed Program	44
Bring One for the Chipper (Christmas Tree Recycling)	308
Cell Phone Recycling	25
Down and Dirty Clean-ups (one-day litter pickups)	14
GreenFest	220
Hands-on Athens (3-day event)	1,300
Junk Yard Jog (5K Fundraiser)	45
Toast in the Garden	4,948
Martin Luther King Day of Service	120
Rivers Alive	1,280
Teacher Reuse Store	64
Toast in the Garden	120
Total:	12,088

² For FY10, KACCB reported \$465,664 in benefits versus \$124,860 in costs.

In addition to programs and projects, the KACCB Adopt Athens Programs are administered by staff. Participation is measured by the number of groups who contribute time to each project. For example, as part of the Adopt-a-Highway program, 86 groups clean 105 miles of local roadways maintained by ACC. Table 7 depicts the Adopt Athens Programs and the number of groups associated with each.

Table 7: KACCB Adopt Athens Programs

Adopt Athens Program	# of Groups Participating
Adopt-A-Highway	86
Adopt-A-Bus Stop	24
Adopt-Other Places (ACC greenspace, ACC facility grounds, medians, etc.)	11

VI. LANDFILL

A. OVERVIEW OF THE DIVISION

The Athens-Clarke County Landfill is a 400-acre facility into which approximately 62,651 tons of solid waste were disposed in FY10. Because it is a lined Subtitle D landfill, operations must consistently meet federal and state regulations designed to promote environmentally sound disposal methods, maximize the reuse of recoverable materials, and foster materials conservation. In August 1992, ACC entered into an agreement with Oglethorpe County that allowed for expansion of the landfill by 40 acres. As part of the agreement, all construction and demolition waste is diverted to the Oglethorpe County Landfill. Table 6 summarizes the total amount of waste deposited at the landfill by service district and fiscal year.

Table 8: Tons of Materials Disposed at the Landfill by Source

Source	FY06	FY07	FY08	FY09	FY10	Percent Change FY06 to FY10
ACC Urban Services District Residential Customer Tonnage	6,681	6,440	6,277	6,595	5,226	(22%)
ACC Central Business District Tonnage	1,662	1,411	1,398	1,788	1,848	11%
ACC Commercial Dumpster Tonnage	6,036	7,386	6,672	6,278	5,651	(6%)
Private Haulers and Other Tonnage	71,502	69,653	71,079	61,487	49,925	(30%)
Total	85,881	84,889	85,426	76,148	62,651	(27%)

A total of 62,651 tons of the solid waste was disposed at the landfill during FY10, a 13,497 ton decrease from FY09. Overall, there has been a 27% decrease in tonnage from FY06 to FY10, with the greatest change being the amount being brought to the landfill from private haulers and individuals.

B. ORGANIZATION AND STAFFING

The landfill staff consists of 11 full-time employees and one part-time employee, all of which are funded through the Landfill Enterprise Fund. The landfill administrator oversees all operations of the landfill, ensures compliance with environmental regulations, issues all required reports, and assists with other departmental duties in the absence of the Solid Waste Director.

There are two solid waste crew leaders assigned to the Landfill, both of which maintain Peace Officer Standards Training (POST) certification that qualifies them to supervise inmates. One crew leader is assigned full-time to the landfill's composting operation and supervises two

minimum security inmates. Their task is to compost the materials collected by the leaf and limb program with bio-solids from ACC Public Utilities Wastewater Treatment Plants so that it can be sold to the public as a soil amendment. The second crew leader is assigned to the landfill at large and supervises three minimum security inmates. This position is responsible for the following activities at the landfill:

- Litter pick-up for the entire landfill site
- Litter pick-up for Lexington Highway from the Oglethorpe County line to the Wal-Mart
- All recycling product salvage and storage
- Seeding of slopes and planting of trees
- Hay cutting
- Dirt hauling

There are six heavy equipment operators at the landfill. These positions operate landfill trash compactors and other earth moving equipment to excavate and compact waste material deposited at the landfill. Heavy equipment operators also assist with sampling of methane gas, monitoring of water wells, planting of new vegetation, and visually inspecting selected loads of trash for prohibited waste.

The scale at the landfill is operated by one full-time employee and one part-time employee who works approximately 30 hours per week. The scale operators are responsible for reading the electronic scales, collecting fees based on the size of the vehicle and type of material entering the facility, compiling the charges by account, and forwarding them to the Finance Department. Scale operators also select at least six loads per day for inspection to prevent hazardous and/or unauthorized waste from being accepted for disposal. After selecting a truck for inspection, heavy equipment operators are notified and the contents of the vehicle are inspected as they are dumped into the cell.

C. BILLING AND CUSTOMER SERVICE

Currently, the landfill charges commercial customers a tipping fee \$42.00 per ton of garbage and residential customers \$1.50 per bag. The state of Georgia receives a \$0.75 fee on every ton of Subtitle D trash that goes into a lined cell while the ACC General Fund receives a \$2.15 per-ton hosting fee for every ton disposed. Residential customers that exceed six bags are charged a minimum of \$10 for additional bags, but may be billed based on the commercial rate at the discretion of the scale operator.

Commercial customers receive a decal that is placed on each permitted truck. The decal includes an identification number that corresponds to a recorded weight for that truck. The scale weight

minus the recorded weight results in the tonnage charge assessed by the scale operator for each load. If the scales are not operational a fee is assessed based on the cubic yard capacity of the truck. The fee is set by local ordinance and currently stands at \$13.50 per cubic yard for compacted material and \$5.25 per cubic yard for non-compacted material.

Commercial and residential customers are charged \$18.00 per ton to dispose of leaf and limb debris with a \$5.00 minimum for residential customers. The landfill also accepts rimless tires (\$3.00 per standard tire), car batteries (\$1.00 each), and other items such as scrap metal and electronics. Customers who spill garbage or engage in illegal or improper dumping are assessed a \$42.00 fee (one-ton fee) to cover the cost of recovering and disposing of the material.

The landfill has approximately 25 commercial customers that maintain an account for billing on a monthly basis including some customers that are no longer operating and/or are more than 120 days delinquent. Generally, customers have a 20-day window to pay their bill and are given an additional 10-day grace period. If 30 days pass without payment, the customer's account is charged a 10% penalty on the late balance. They are charged an additional 1% per month that the past-due balance remains unpaid.

At the discretion of the Landfill Administrator, trucks belonging to customers who are delinquent on their accounts may be denied access to the landfill until the account is made current. This normally does not happen unless the customer is more than 90 days delinquent.

D. COMPLIANCE AND REPORTING

As noted earlier, landfill staff performs load checks at least six times per day to prevent hazardous and/or unauthorized waste from being accepted for disposal. A report is maintained on file for review by regulatory officials.

The Environmental Protection Division (EPD) of the Georgia Department of Natural Resources inspects the landfill twice per year to ensure compliance with all applicable regulations. Federal and state regulations require staff to monitor environmental indicators at the landfill including methane levels, wells on the property, storm water, and air quality. The results of these monitoring activities are compiled into mandatory reports and reported to the proper agency. Monthly and quarterly tonnage reports are prepared and sent to EPD, the Finance Department, the Solid Waste Director, and the Recycling Coordinator.

E. RECYCLING AT THE LANDFILL

The Recycling Division has promoted recycling programs at the landfill including: electronics, tires, textbooks, propane tanks, bicycles, and large plastic toys. The materials are stored at the landfill until they are picked up by either the recycling division or a private hauler with whom the recycling division has partnered.

The material's recovery shed, colloquially known as the red shed, was built and permitted as a Materials Recovery Facility (MRF). It was designed to allow customers with small loads to dump their refuse on a concrete slab where recyclables would be recovered and trash would be placed on a truck to await transport to an open cell. The shed has never obtained a permit to operate as a transfer station. Currently, the facility is mainly used to store recyclables.

VII. RECOMMENDATIONS

1. Update the job descriptions and reevaluate the positions for which job duties and/or responsibilities have changed since the relocation of the Administration, Collections, and Recycling/Education Division to the Solid Waste Administration and Collections Building on Hancock Industrial Way. Specific positions for which duties and/or responsibilities appear to have changed include the following:
 - Waste Reduction Administrator
 - Education and Outreach Coordinator
 - Program Assistant
 - Refuse Collection Supervisor
 - Solid Waste Crew Leader
 - Waste Supervisor
2. Update the official organization chart of the department to reflect the operations and reporting relationships of Solid Waste.
3. Review staffing levels of the residential recycling unit after the conversion from dual-stream recycling to single-stream recycling is fully implemented.
4. Ensure that there is adequate staffing in the Recycling/Education Division to meet Mayor and Commission-approved goals for waste reduction and for successful implementation of the CHaRM.
5. Review the complaint tracking system with a goal of reducing the amount of staff effort required for data entry.
6. Charge back the cost of employees in the leaf and limb crews to the Solid Waste Enterprise Fund when they are working on residential solid waste collection or recycling routes.
7. Publish the leaf and limb pickup schedule at least 10 days prior to the beginning of a month.
8. Explore the use of voice broadcasting and/or texting to notify residential Solid Waste customers of changes to their regular collection schedule.

9. Consider waiving a portion of the annual renewal and inspections fees paid by private solid waste haulers that transport their residential customers' recyclables to the ACC RMPF.


APPENDIX: MANAGEMENT RESPONSE

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DATE: May 4, 2011

TO: Mayor and Commission

FROM: W. Alan Reddish, Manager 

RE: Response to Auditor's Review of the Solid Waste Department

Attached you will find the Manager's response to the Auditor's April, 2011 review of the Solid Waste Department. This response summarizes the Auditor's recommendations or conclusions and assigns each one to one of the five categories defined below. The response also identifies the departments that have been assigned primary and secondary responsibility for ensuring the implementation of the recommendations. Finally, the response provides a summary of actions to be taken to implement the recommendations.

- Category 1: The Manager's Office agrees with these recommendations which have already been implemented or will be implemented within sixty (60) days from the date of this memorandum.
- Category 2: The Manager's Office agrees with these recommendations, but is of the opinion that implementation will take more than sixty (60) days.
- Category 3: The Manager's Office agrees with these recommendations, but is of the opinion that implementation will take more than sixty (60) days and most likely will require action by the Mayor and Commission relative to certain approvals and/or additional resources.
- Category 4: The Manager's Office is evaluating these recommendations and has not reached a conclusion.
- Category 5: The Manager's Office declines to implement these recommendations without further direction from the Mayor and Commission.

Given the limited focus of the audit and short time period, the responses that we have provided should address most of the recommendations and require no extensive follow-up reports.

As always, I appreciate the work that John Wolfe and his staff provides for these internal program audits. By copy of this memo, I am advising Auditor Wolfe of our proposed plan for responding to his review of the Solid Waste Department.

Please contact me or Deputy Manager Snipes if you have questions regarding this response and/or overall plan for responding to and addressing each of the recommendations made in the Audit. Unless other directed by the Mayor and Commission, staff will begin implementing these responses no later than May 2011.

WAR/BMS/cl

Attachment

Copy: John Wolfe, Auditor, w/a
Bob Snipes, Deputy Manager, w/a
Richard White, Assistant Manager, w/a
Jim Corley, Solid Waste Department Director, w/a
Jean Spratlin, Clerk of Commission, w/a
Solid Waste Dept. File, w/a
Auditor's Department File, w/a

**ATHENS-CLARKE COUNTY UNIFIED GOVERNMENT
 REVIEW OF – Solid Waste Department
 April 2011 AUDITOR'S RECOMMENDATIONS**

AUDITOR'S RECOMMENDATION	CATEGORY	RESPONSIBILITY Primary / Secondary (M&C, Manager, Department)	IMPLEMENTATION TIME FRAME Start / Completion	ACTIONS TO BE TAKEN / PLANNED TO BE TAKEN		
II. Overview of the Solid Waste Department (SW) C. Organization & Staffing						
1) Update the job descriptions and reevaluate the positions for which job duties and/or responsibilities have changed since the relocation of the Administration, Collections, and Recycling/Education Division to the Solid Waste Administration and Collections Building on Hancock Industrial Way. Specific positions for which duties and/or responsibilities appear to have changed include the following: 1)Waste Reduction Administrator 2)Education and Outreach Coordinator 3)Program Assistant 4)Refuse Collection Supervisor 5)Solid Waste Crew Leader 6)Waste Supervisor	2	SW Director & Human Resources Dept	Manager's Office	May 2011	October 2011	The Department Director, in cooperation with the Manager's office & Human Resources Department, will conduct a review of the job descriptions for the noted positions within the department to ensure that tasks are being performed by the proper position, and that such positions are properly assigned to the appropriate job title and pay grade. This effort will be completed October 2011 and, if appropriate, implemented as part of the FY13 budget process.
2) Update the official organization chart of the department to reflect the operations and reporting relationships of Solid Waste staff.	1	SW Director	Manager's Office	May 2011	July 2011	The Department Director will review and revise the official Department organizational chart to reflect the proper chain of command.

IV. Collections Division						
C. Residential Collection Service						
3) Review the staffing levels of the residential recycling unit after the conversion from dual-stream recycling to single-stream recycling is fully implemented.	3	SW Director	Manager's Office	January 2012	August 2012	The Department Director will review routes for a six-month time period once the single-stream conversion has occurred to determine what staffing efficiencies can be gained, if any, in the collection process. The Department expects to use roll-carts for recyclables.
4) Review the complaint tracking system with a goal of reducing the amount of staff effort required for data entry.	2	SW Director & CIS Dept	Manager's Office	May 2011	August 2011	The Department Director and staff will evaluate the complaint tracking system to determine if there are opportunities to reorganize the process and/or to utilize technology to gain staff efficiencies.
IV. Collections Division						
E. Leaf and Limb Service						
5) Charge back the cost of employees in the leaf and limb crews to the Solid Waste Enterprise Fund when they are working on residential solid waste collection or recycling routes.	1	SW Director & Finance Dept	Manager's Office	May 2011	July 2011	Staff agrees with this recommendation and will implement new accounting process to implement this recommendation within the noted timeframe.
6) Publish the leaf and limb pickup schedule at least 10 days prior to the beginning of a month.	2	SW Director and Public Information Office	Manager's Office	May 2011	August 2011	The Department currently publishes the leaf and limb pick-up schedule monthly and will take actions to implement this recommendation within the noted timeframe. Department staff will work with the PIO to fully integrate this notice process into the new website and utilize the features of that new system. Staff will also explore the possibility of providing even more up to date information that might result from unforeseen circumstances (e.g. inclement weather, staffing and/or truck issues).

V. Recycling and Keep Athens-Clarke County Beautiful

B. Recycling Unit

7) Ensure that there is adequate staffing in the Recycling/Education Division to meet Mayor and Commission-approved goals for waste reduction and for successful implementation of the CHaRM.	3	SW Director	Manager's Office and Mayor & Commission	May 2011	June 2012	Department staff will more fully evaluate this need during the noted time period and make appropriate recommendations for the FY13 budget cycle.
8) Explore the use of voice broadcasting and /or texting to notify residential Solid Waste customers of changes to their regular collection schedule.	4	SW Director and Public Information Office	Manager's Office	May 2011	October 2011	Staff will work with the PIO to determine the feasibility and potential cost of this level of notification and the cost/benefit of this effort in addition to the website system.
9) Consider waiving a portion of the annual renewal and inspections fees paid by private solid waste haulers that transport their residential customers' recyclables to the ACC RMPF.	4	SW Director	Manager's Office	May 2011	October 2011	Staff will evaluate this recommendation and forward a Dept recommendation to the M&C within the noted timeframe.