



Beaufort County Convenience Centers Evaluation and Recommendations



FINAL REPORT
November 2019

Prepared by:



a goldsmith
resources

Contents

1.	Introduction	1
2.	Evaluation of Beaufort County Convenience Centers.....	2
2.1	Overview	2
2.2	Number of Visitors	2-4
2.3	Tons Received	6
2.4	Hauling and Disposal Costs	8
2.5	Upcoming Capital Needs.....	10
3.	Benchmark Analysis	11
3.1	Craven County, North Carolina	11
3.2	Forsyth County, Georgia	12
3.3	Johnston County, North Carolina.....	12
3.4	Lexington County, South Carolina.....	13
3.5	Newton County, Georgia.....	13
3.6	Pender County, North Carolina	14
3.7	Comparison of Convenience Centers.....	14
4.	Recommendations	18
4.1	Require Vehicle Decal for Convenience Center Use	18
4.2	Limit Materials Accepted	18
	Construction and Demolition Debris	18
	Yard Waste.....	19
	Other (Non-C&D) Bulky Waste.....	20
4.3	Reduce the Number of Convenience Centers.....	20
	Consolidate Solid Waste District 5 Convenience Centers at Lobeco	20
	Consolidate operations of Solid Waste District 8 Convenience Centers at St. Helena.....	21
	Revisit Arrangement with Town of Hilton Head	21
	Consider Consolidation of Other Centers	22
4.4	Reduce Hours of Remaining Centers	22
	Close Centers Earlier	22
	Reduce Sunday Hours	23
	Net Effect of Reducing Hours and Consolidating Centers	23
4.5	Keys to Success	24
	Enforcement	24

Encourage Curbside Collection	24
Equalize Costs	25
4.6 Timeline.....	25
Table 2-1 Convenience Center and Solid Waste District	2
Table 2-2 Visits to Convenience Centers, FY19.....	2-4
Table 2-3 Average Visits by Day of Week, FY19.....	5
Table 2-4 Tons of Solid Waste Received at Convenience Centers, FY19	7
Table 2-5 Hauling and Disposal Costs from Convenience Centers, FY19.....	9
Table 2-6 Stormwater Retrofit Estimates	10
Table 3-1 Number and Hours of Convenience Centers	15
Table 3-2 Materials Accepted at Convenience Centers.....	15
Table 3-3 Approaches to Limiting Use of Convenience Centers.....	16
Table 3-4 Residential Curbside Collection Options.....	17
Table 4-1 Visits and Tons at Big Estate, Sheldon and Lobeco, FY19	21
Table 4-2 Visits and Tons at Coffin Point, Cuffy and St. Helena FY19	21
Table 4-3 Average Visits per Day Between 6 and 7 p.m, FY19	22
Table 4-4 Average Visits per Day Before 8 a.m., FY19	23
Table 4-5 Average Visits Before 10 a.m. and After 6 p.m. on Sundays, FY19.....	23
Table 4-6 Proposed Timeline for Implementing Convenience Center Plan.....	26
Figure 2-1 Convenience Center Locations.....	3
Figure 2-2 Percent of Total Visits Received at Each Convenience Center, FY19.....	5
Figure 2-3 Average Visits by Hour at All Convenience Centers, FY19	6
Figure 2-4 Percent of Total Tons Received at Each Convenience Center, FY19.....	7
Figure 2-5 Proportion of Household, Yard and Bulky Waste Received by Convenience Center, FY19..	8
Figure 2-6 Percent of Hauling and Disposal Cost from Each Convenience Center, FY19.....	9

1. Introduction

Beaufort County operates a network of 11 staffed convenience centers. As the population of the County grows and the more densely populated areas expand, the convenience centers no longer are an effective way to meet the solid waste collection and disposal demands for a large proportion of citizens. Roll-off containers and compactors cannot be emptied and replaced quickly enough, causing visitors to leave solid waste and recyclables in the wrong containers or on the ground. Operating costs, paid for through property taxes, continue to escalate. Heavy traffic at some of the centers pose safety and environmental concerns. All but one of the centers requires significant capital investment to meet stormwater management requirements.

The limitations of Beaufort County's convenience centers to meet the needs of a growing population was acknowledged nearly a decade ago, in the 2010 Beaufort County Comprehensive Plan which made the following assessment.

“Although the convenience center concept works well in rural communities, in high traffic areas there are limits to how much waste can be collected at satellite stations and transported to a landfill.”

“The high traffic volume combined with the limited weekend hours of the landfill used by the County, over burdens the system on weekends. These factors create a constant challenge for County staff and Contractors to keep up with the volume of waste to be handled.”

Subsequently, the 2013 Beaufort County Solid Waste Management Plan recommended expansion of curbside collection and consolidation of County convenience centers. In May 2016, the Beaufort County Council adopted the Beaufort County Curbside Collection Plan, recommended by the Solid Waste and Recycling Board, to *“phase out Convenience Center use in Beaufort County and complete the transition to a curbside system for waste collection and recyclables”*. The County pursued county-wide curbside collection and issued a Request for Proposals (RFP 103118) for residential curbside collection services in the unincorporated areas of the County in 2018. Several proposals were received, however, the Solid Waste and Recycling Board voted not to award a contract pursuant to this request at its meeting on February 22, 2019.

To determine next steps to reduce the County's reliance on convenience centers, Beaufort County retained A. Goldsmith Resources, LLC (AGR) to evaluate operations at each of the County's convenience centers, compare operation of Beaufort County's convenience centers to those in other communities and recommend an approach and timeline to modify the convenience center in a manner consistent with the Beaufort County Curbside Collection Plan.

2. Evaluation of Beaufort County Convenience Centers

2.1 Overview

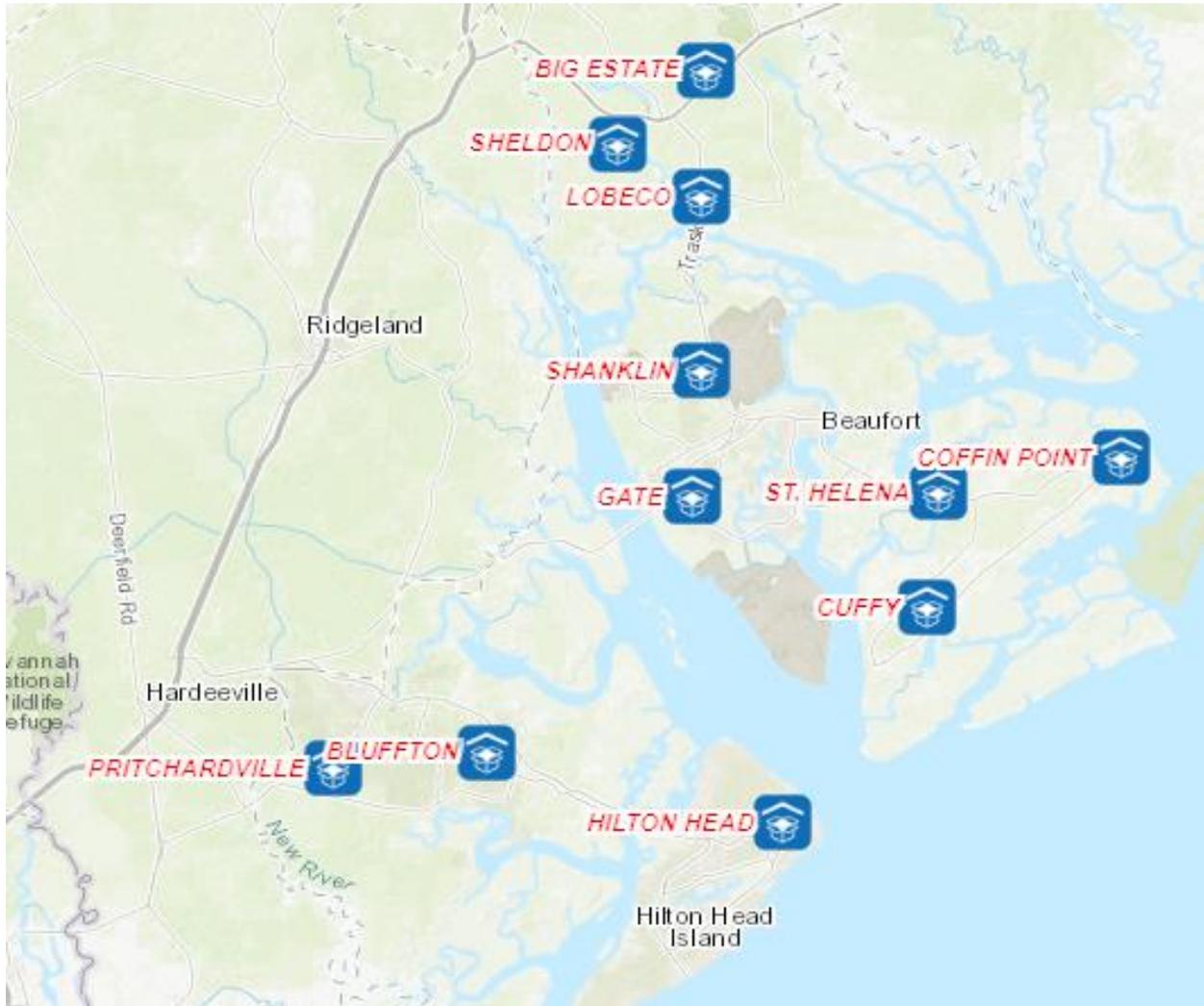
Section 62-21 of the Beaufort County Code establishes nine solid waste districts in the County. Currently, solid waste and recyclables are collected at the curb from all households in the District 1 (the City of Beaufort), District 2 (Town of Port Royal) and District 4 (Town of Bluffton) under arrangements made by the municipalities. Residents in District 3 (the Town of Hilton Head) and Districts 5 through 9 (the unincorporated areas of the County) have the option to arrange for curbside collection service (independently or through a homeowner’s association) or to deliver solid waste to one of the County’s convenience centers. Despite the availability of curbside collection throughout the County, permitted haulers reported they served a total of 49,371 households in the County in FY19. With an estimated 61,555 households in the County, this suggests that 20 percent of households in the County do not have curbside collection service. Although it is not possible to know how these households dispose of waste, it is likely that most use the convenience centers as their primary method of solid waste collection.

Beaufort County’s operates 11 convenience centers, listed in Table 2-1 and shown on the map in Figure 2-1. Seven of the convenience centers are open six days per week (every day except Wednesday) from 7:30 a.m. to 7:00 p.m. while four of the centers (Sheldon, Big Estate, Coffin Point and Cuffy) are open four days per week (Tuesday, Thursday, Saturday and Sunday) from 7:30 a.m. to 7 p.m. The convenience centers are intended for use by Beaufort County residents only and residents are limited to delivering two loads per day although currently, these limits are challenging to enforce.

Table 2-1 Convenience Center and Solid Waste District

Convenience Center	Solid Waste District
Hilton Head	3
Bluffton	4
Sheldon	5
Lobeco	5
Big Estate	5
Gate	6
Shanklin	6
St. Helena	8
Cuffy	8
Coffin Point	8
Pritchardville	9

Figure 2-1 Convenience Center Locations



All convenience centers accept the following solid waste and materials.

- yard waste (Class 1)
- bulky waste (Class 2)
- household garbage (Class 3)
- motor oil (mixed with gasoline at three centers)
- oil filters
- car batteries
- rechargeable batteries
- cooking oil
- paint
- tires

In addition, four of the convenience centers accept appliances and scrap metal (Shanklin, Bluffton, St. Helena and Hilton Head) and three (Shanklin, St. Helena and Bluffton) accept small amounts of residential

construction and demolition debris. Seven of the centers (all except Sheldon, Big Estate, Lobeco and Cuffy) accept the following residential recyclables:

- cardboard
- mixed paper
- glass containers
- aluminum and steel food cans
- plastic containers (#1 and #2)

A description of each convenience center is included as Appendix A.

2.2 Number of Visitors

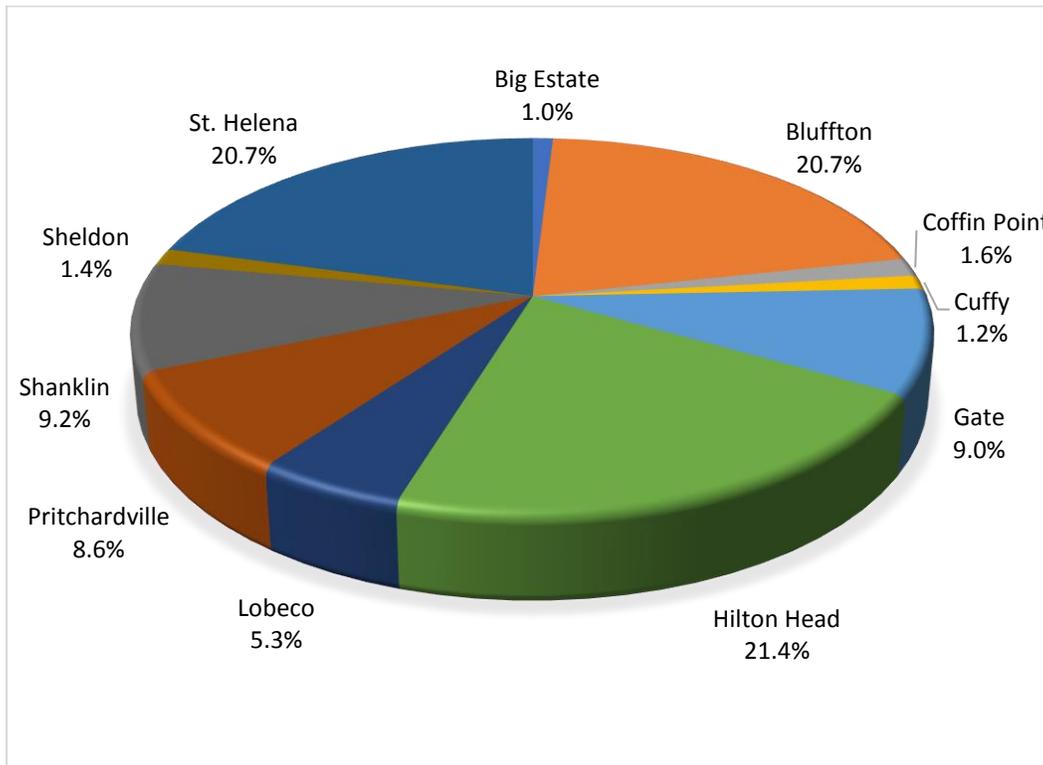
The Beaufort County convenience centers received over 1.6 million visits from July 1, 2018 to June 30, 2019 (FY19) as shown in Table 2-2. Three of the centers (Bluffton, Hilton Head, and St. Helena) accounted for nearly 63 percent of these visits, each receiving more than 1,000 visits on an average day. Together with Pritchardville, Shanklin, and Gate, these six centers received over 87 percent of the total number of visits in FY19. Lobeco handled 5.3 percent of total visits while the remaining four centers (Sheldon, Big Estate, Cuffy and Coffin Point) together received 5.2 percent (Figure 2-2).



Table 2-2 Visits to Convenience Centers, FY19

Convenience Center	Total	Average Daily
Hilton Head	345,136	1,110
Bluffton	332,776	1,070
Sheldon	22,522	108
Lobeco	85,135	274
Big Estate	15,339	74
Gate	144,847	466
Shanklin	148,924	479
St. Helena	333,520	1,072
Cuffy	18,747	90
Coffin Point	25,008	120
Pritchardville	138,971	447
TOTAL	1,610,923	5,310

Figure 2-2 Percent of Total Visits Received at Each Convenience Center, FY19



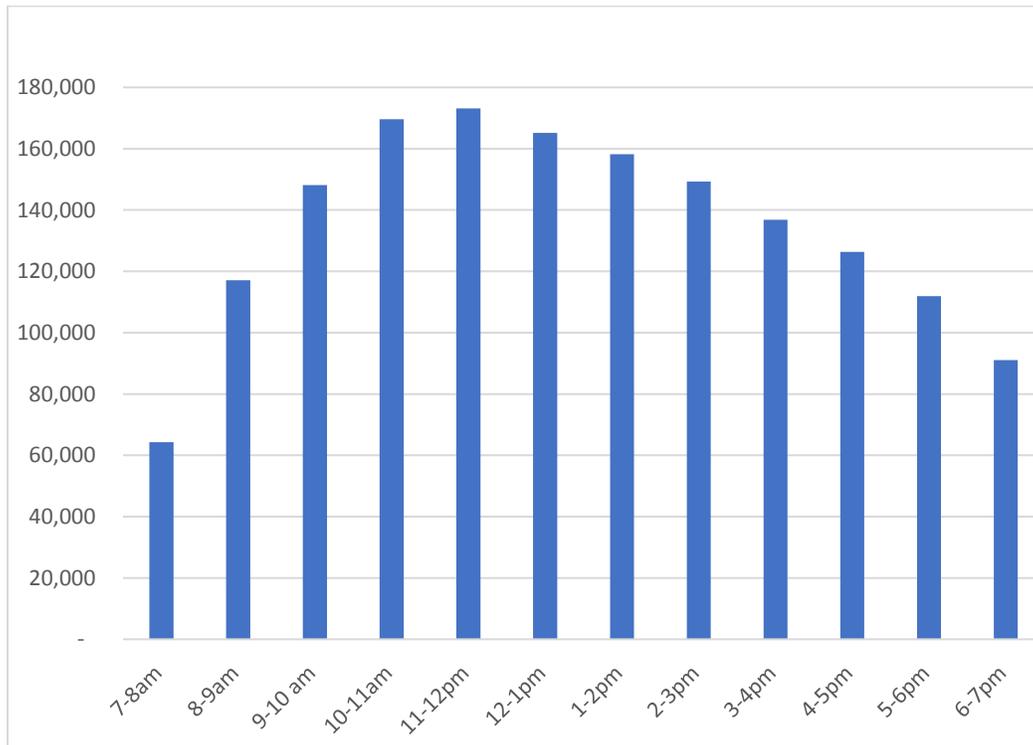
Although a couple of the convenience centers are designed or have been upgraded to accommodate this volume of visits, or traffic, some are overburdened, especially during the busier days and hours of the week. As shown in Table 2-3, more visitors came to the centers on Thursday than any other day with Saturday and Tuesday being the second and third busiest days, respectively. A couple of the centers had other days that were busier, however. Cuffy had the highest average number of visits on Sunday while Lobeco had the highest average number of visits on Friday in FY19.

Table 2-3 Average Visits by Day of Week, FY19

	Sun	M	Tu	Th	F	Sat
Hilton Head	1,044	992	1,061	1,252	1,142	1,127
Bluffton	1,025	1,135	1,141	1,096	957	1,073
Sheldon	104	0	112	106	0	110
Lobeco	242	280	253	287	310	271
Big Estate	72	0	75	71	0	76
Gate	391	434	449	555	457	507
Shanklin	453	462	490	519	445	504
St. Helena	1,044	1,014	1,002	1,225	1,108	1,038
Cuffy	96	0	88	85	0	90
Coffin Point	119	0	118	119	0	123
Pritchardville	404	433	438	534	442	429
TOTAL	4,992	4,750	5,227	5,848	4,863	5,347

Overall, the busiest hours at the convenience centers are from 9 a.m. to 3 p.m. (Figure 2-3). However, this too, varies by convenience center. Big Estate and Cuffy experienced increasing average number of visits throughout the day with a good portion coming in the late afternoon to evening hours while Shanklin, Lobeco and Sheldon had a steady number of visits throughout the day after 8 a.m.

Figure 2-3 Average Visits by Hour at All Convenience Centers, FY19



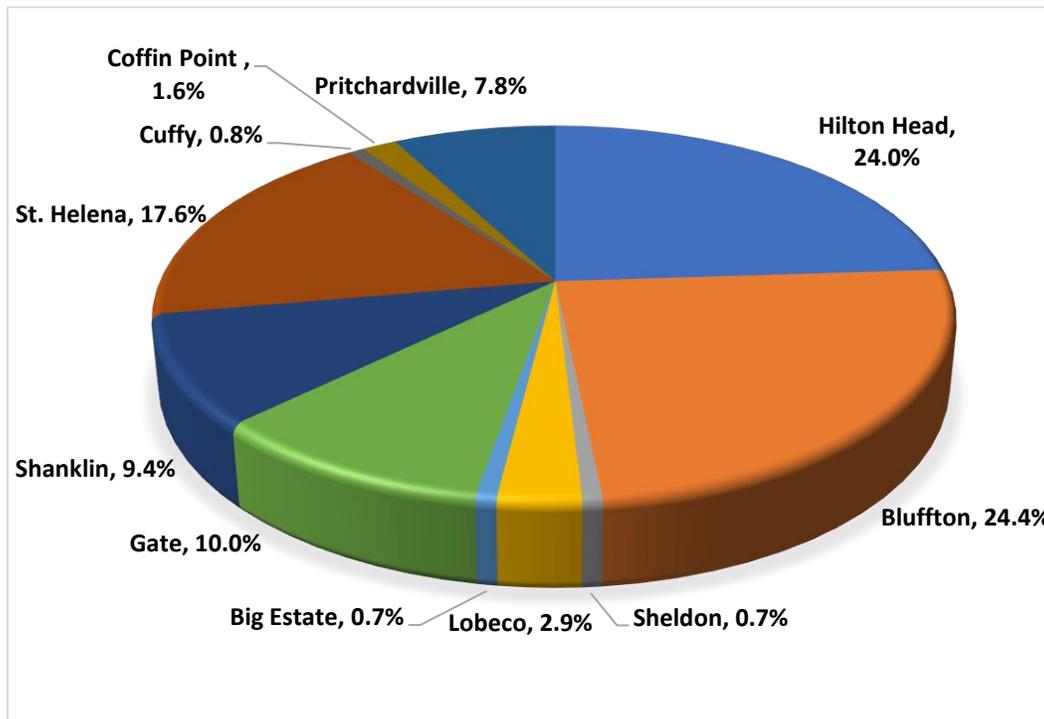
2.3 Tons Received

The convenience centers received over 37,000 tons of household, yard, and bulky waste in FY19. As shown in Table 2-4, the Bluffton, Hilton Head and St. Helena convenience centers accounted for nearly 25,000 tons of the total. Bluffton and Hilton Head received over 9,000 tons each while St. Helena received 6,661 tons. At the other end of the spectrum, Sheldon, Big Estate, Coffin Point and Cuffy convenience centers received a combined total of 1,444 tons in FY19, or just 3.8 percent of the total (Figure 2-4).

Table 2-4 Tons of Solid Waste Received at Convenience Centers, FY19

Convenience Centers	Household	Yard	Bulky/C&D	TOTAL
Hilton Head	4,302	1,873	2,882	9,056
Bluffton	4,204	1,811	3,207	9,222
Sheldon	192	11	61	264
Lobeco	846	56	190	1,092
Big Estate	201	16	56	273
Gate	2,018	648	1,129	3,796
Shanklin	2,040	226	1,302	3,568
St. Helena	3,664	1,251	1,745	6,661
Cuffy	206	28	56	290
Coffin Point	324	112	181	617
Pritchardville	1,772	379	782	2,933
TOTAL	19,770	6,104	11,590	37,771

Figure 2-4 Percent of Total Tons Received at Each Convenience Center, FY19



Although household garbage (Class 3) makes up most of the solid waste received at the convenience centers, bulky waste (Class 2) comprised 30.7 percent and yard waste (Class 1) comprised 17 percent of the total. Figure 2-5 shows that the proportion of each of these three categories of solid waste received varies significantly by convenience center. At Sheldon, Lobeco, Big Estate and Cuffy convenience centers, 70 percent of the solid waste received in FY19 was household waste. However, at Bluffton and Hilton Head convenience centers, in areas of the County with significant construction activity, less than half of the solid waste received was household waste. Bulky waste, including C&D, comprised 31.8 percent of the solid waste received at the Hilton Head convenience center, 34.8 percent at the Bluffton convenience center and 36.5 percent of the solid waste received at the Shanklin convenience center. The high percentages of bulky waste and the significant amount of C&D in these loads, in addition to on-site observations and staff reports, suggest that at least some of the bulky waste delivered to the convenience centers is from non-residential sources.

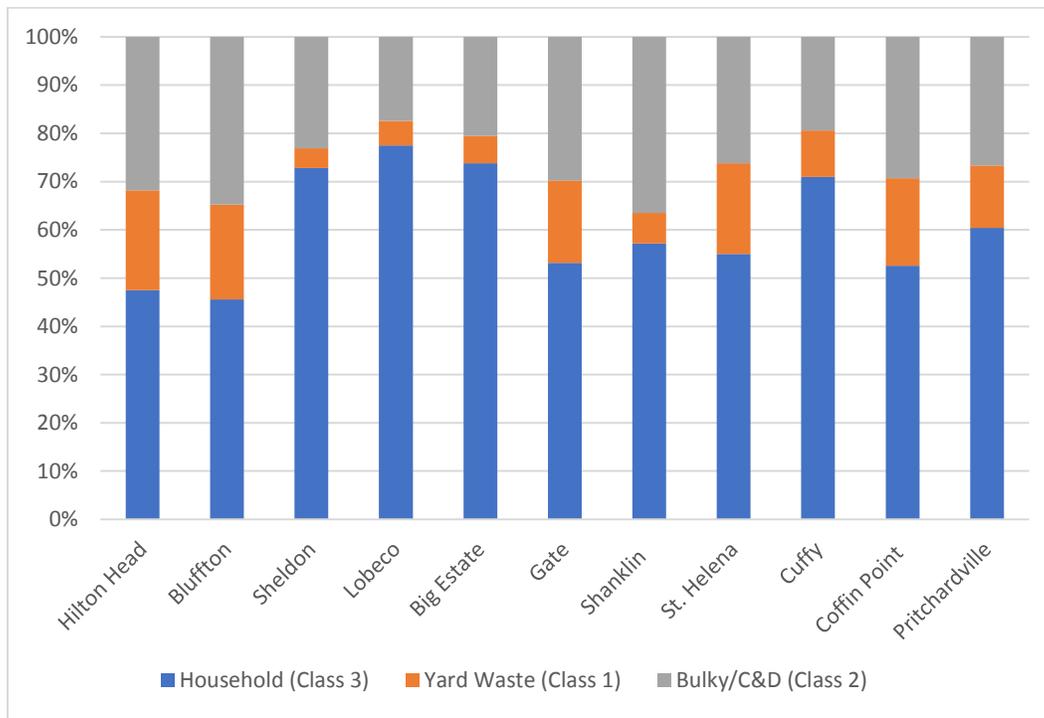
Bulky (Class 2) Waste at Shanklin



Bulky Waste (Class 2) at St. Helena



Figure 2-5 Proportion of Household, Yard and Bulky Waste Received by Convenience Center, FY19



2.4 Hauling and Disposal Costs

Beaufort County paid \$1,591,430 in FY19 for a contractor to haul a total of 8,441 loads of yard waste (Class 1), bulky waste (Class 2), and household waste (Class 3) from convenience centers and an estimated

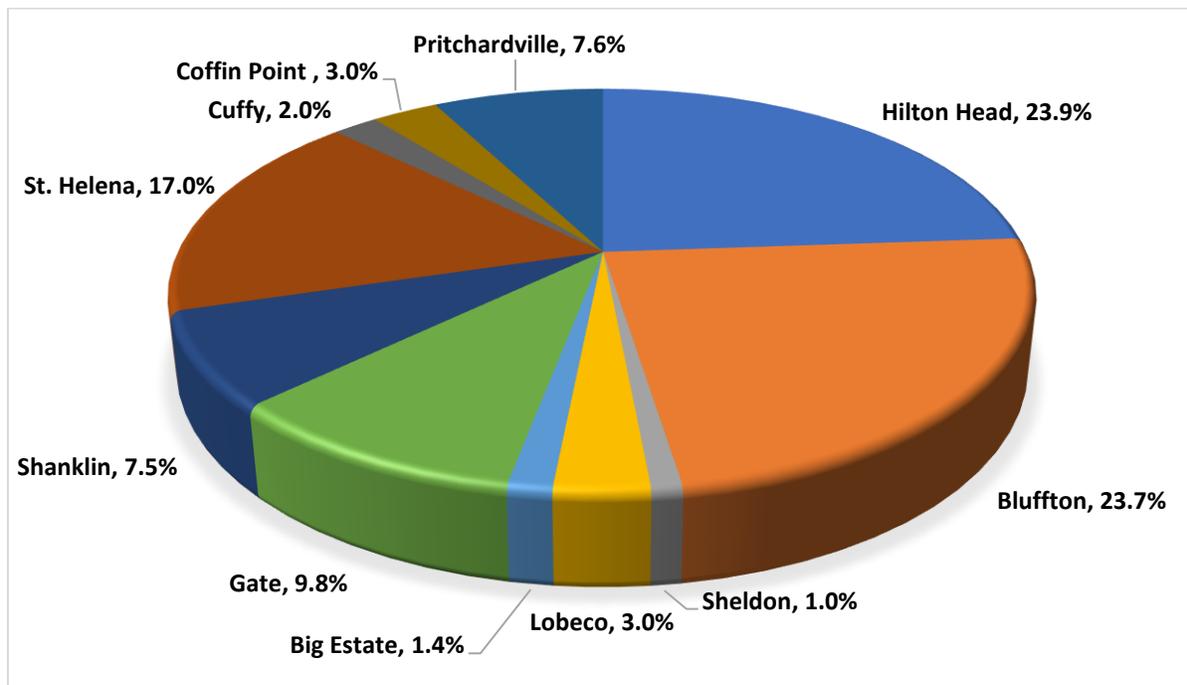
\$1,262,439 in tipping fees at processing and disposal facilities (Table 2-5). This does not include the cost to operate the centers, for example staffing and maintenance costs.

Table 2-5 Hauling and Disposal Costs from Convenience Centers, FY19

Convenience Center	Hauling Cost	Estimated Disposal Cost	TOTAL
Hilton Head	\$386,347	\$294,996	\$681,342
Bluffton	\$413,511	\$261,952	\$675,463
Sheldon	\$17,108	\$10,849	\$27,957
Lobeco	\$46,109	\$40,315	\$86,424
Big Estate	\$16,890	\$23,505	\$40,396
Gate	\$162,812	\$117,924	\$280,736
Shanklin	\$93,055	\$121,582	\$214,638
St. Helena	\$287,211	\$198,995	\$486,205
Cuffy	\$20,891	\$36,709	\$57,600
Coffin Point	\$31,317	\$53,574	\$84,891
Pritchardville	\$116,180	\$102,038	\$218,218
TOTAL	\$1,591,430	\$1,262,439	\$2,853,869

As shown in Figure 2-6, 47.6 percent of the hauling and disposal costs were for two centers, Bluffton and Hilton Head, while another 17 percent was from St. Helena. Just over 7 percent was for solid waste hauled and disposed from Sheldon, Big Estate, Cuffy and Coffin Point combined.

Figure 2-6 Percent of Hauling and Disposal Cost from Each Convenience Center, FY19



2.5 Upcoming Capital Needs

Each of the convenience centers will require capital investment to continue to operate, even at current traffic and tonnage levels. Most notably, the County would need to retrofit all the convenience centers except St. Helena to meet stormwater management regulations. According to a report prepared for the County by McLaughlin Consulting in June 2018, the total estimated cost to upgrade ten centers is \$180,400 (Table 2-6). In addition, staff has indicated that two of the convenience centers, Lobeco and Pritchardville, need to be paved to handle current traffic efficiently. Several of the convenience centers need new compactors and receivers to continue operating at current levels efficiently. All these capital costs should be considered when evaluating the future of each center.

Table 2-6 Stormwater Retrofit Estimates

Convenience Center	Estimated Cost
Hilton Head	\$20,000
Bluffton	\$40,000
Sheldon	\$5,200
Lobeco	\$8,700
Big Estate	\$46,000
Gate	\$13,700
Shanklin	\$20,000
St. Helena	\$0
Cuffy	\$6,000
Coffin Point	\$11,000
Pritchardville	\$9,800
TOTAL	\$180,400

3. Benchmark Analysis

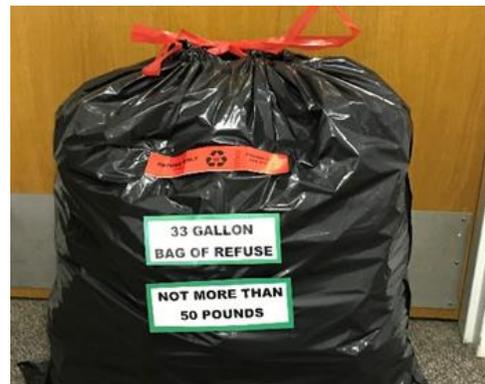
AGR evaluated how convenience center networks are operated and funded in six other counties across the southeast, including:

- Craven County, North Carolina
- Forsyth County, Georgia
- Johnston County, North Carolina
- Lexington County, South Carolina
- Newton County, Georgia
- Pender County, North Carolina

These examples were selected because they are in South Carolina or adjacent states and so much similar conditions such as tipping fees lower than in most of the country. They also represent communities with a range of populations with examples both smaller and larger than Beaufort County's population. Most importantly, the convenience centers in each of these counties have certain features that Beaufort County may want to consider in the future. A description of each county's convenience center network is included in this Section with a specific focus on the features that may be relevant to Beaufort County.

3.1 Craven County, North Carolina

Craven County, North Carolina, population 102,923, operates seven convenience centers that are open three days during the week plus Sunday afternoon. The convenience centers accept bagged household garbage, yard waste, bulky waste, C&D (excluding pallets), and a variety of recyclables. All residential waste must be delivered to convenience centers in bags with pre-paid stickers affixed: one sticker for up to 33 gallons (and no more than 50 pounds); two stickers for 34 to 64- gallons; and three stickers for 65 to 95 gallons. Stickers can be purchased by mail, at government offices, and at many local retail outlets including grocery and hardware stores.



In addition to providing convenience centers, Craven County has a contract with a single private hauler to provide curbside collection to County residents. Residents that opt for curbside collection of household waste can choose a monthly subscription or set out bags with the same County stickers used at the convenience centers. Although curbside collection of household waste is an option for residents, all County residents automatically receive curbside recycling services. The County charges every household \$60 per year on property tax bill for this service.

Notable features:

- Volume-based fee for all bagged household waste delivered to convenience centers.
- County-wide curbside recycling program (all residents charged annual fee).
- Seasonal paint exchange. Paint is accepted at all convenience centers and offered free of charge to the public at one of the sites from spring to fall.

3.2 Forsyth County, Georgia

Forsyth County, Georgia, population 236,612, operates three convenience centers open six days per week from 7:30 a.m. to 5 p.m. The convenience centers accept bagged household trash and recyclables but do not accept yard waste, construction waste, “wooden or cloth furniture”, or appliances that contained refrigerants. Residents must take these items to a private landfill or recycler. Paint is accepted for a fee based on the size of the can and the type of paint (e.g., latex or oil).



All household waste delivered to the convenience centers must be in bags sold for this purpose. Bags can be purchased at the convenience centers, with cash only, for \$1 each (for 32-gallons). The price for bags is 50 cents if residents are recycling. Whether recycling or not, the cost is \$2 per bag for each bag over five per day.

Notable features:

- Do not accept yard waste, construction materials, and many bulky items.
- Volume-based fee for all bagged household waste.
- Lower fee for bag if recycling.
- Bags purchased at convenience centers only.

3.3 Johnston County, North Carolina

Johnston County, North Carolina, population 202,612, operates twelve convenience centers, five days per week. The centers are open weekdays, except Wednesday, from 8 a.m. to 6 p.m. in the winter and 8 a.m. to 7 p.m. in the summer. They are also open from 8 a.m. to 5 p.m. on Saturday year-round. The convenience centers accept bagged household trash and recyclables but not yard waste or construction and demolition debris. To use convenience centers, residents must purchase vehicle decals, valid for twelve months, for which they may deliver up to one pick-up truck sized load (1/2 ton) of household garbage each week. No decal is required to deliver recyclables only nor to deliver tires, appliances, lead acid batteries, motor oil and filters, herbicide and pesticide containers and electronic waste. Decals cost \$100 and can be purchased online, by mail, or at the Public Utilities office. A vehicle decal also allows residents to deliver one load of yard waste per week directly to the landfill at no additional charge. If a vehicle delivering household trash does not have a decal on the windshield, the site attendant is required to record the license plate number and document the incident as a violation of the ordinance. Civil penalties up to \$500 may be assessed for each violation. Any household waste beyond the one-load per week limit and any construction or demolition waste must be delivered to the landfill where the per ton disposal fee is charged.

JOHNSTON COUNTY PUBLIC UTILITIES
309 E. MARKET STREET
SMITHFIELD, NC 27577-3919
(919) 989-5075

TRASH DECALS APPLICATION
TRASH DECALS: \$100
Valid for 12 months from date of purchase.
Decals are NON-REFUNDABLE.
Please call 919-989-5075 or email publicutilities@johnstonnc.com for more information.
Fields marked with an asterisk (*) are required.

Step 1: Enter Your Customer Information

First Name* Middle initial Last Name*

Mailing Address*

City* State* Zip*

North Carolina 5 digit zip code

Notable features:

- Vehicle decal, costing \$100 per year, required to deliver household waste to convenience centers.
- No yard waste or construction materials accepted though decal covers one load per week of yard waste delivered to landfill.
- Extended evening hours in summer months.

3.4 Lexington County, South Carolina

Lexington County, South Carolina, population 286,186, has 11 convenience centers open from 7 a.m. to 7 p.m. Monday, Wednesday, Friday and Saturday and from 3 to 7 p.m. on Sunday. The convenience centers accept household trash, yard waste, construction materials, and recyclables from residents. Residents must deliver electronics, refrigerated appliances and mattresses directly to the County landfill. The County contracts with a special needs center to operate nine of the 11 convenience centers.

Collection and Recycling Centers and Landfill



LEXINGTON COUNTY COLLECTION AND RECYCLING CENTERS are for Lexington County residents ONLY. The use of these sites for the disposal of commercially generated waste is **ILLEGAL**.

COLLECTION AND RECYCLING CENTER HOURS
Monday, Wednesday, Friday and Saturday, 7 a.m. – 7 p.m.;
Sunday 3 p.m. – 7 p.m.
(CLOSED Tuesday and Thursday)

LANDFILL HOURS
Monday through Saturday, 7 a.m. – 4:30 p.m.

1 BALL PARK ROAD, 301 Ball Park Rd., Lexington
2 BUSH RIVER ROAD, 6109 Bush River Rd., Lexington

The County also offers curbside collection of household garbage, yard waste, recyclables and bulky items for residents through franchise agreements with one private hauler in each district of the unincorporated County. The monthly curbside rate ranges from \$16.37 to \$33 per month, depending on the district. Residents can choose to use the franchised hauler or can use the convenience centers at no additional cost.

Notable features:

- Offers curbside collection option to all residents through franchises.
- Contracts with special needs center for operation of most centers.

3.5 Newton County, Georgia

Newton County, Georgia, population 99,958, operates six convenience centers Tuesday through Friday from noon to 7 p.m. and Saturday from 9 a.m. to 7 p.m. The centers accept household garbage, bulk waste and recyclables. Residents must purchase a hang tag to use the centers. The hang tag allows resident to deliver up to ten bags of garbage and one pickup truck of bulk waste per week and one bulk item per month. However, County staff acknowledge these limits are difficult to enforce. Hang tags cost \$155, expire every June 30th and can be purchased online or at the County Courthouse.



NEWTON COUNTY SOLID WASTE DEPARTMENT

Hang Tag Permit Application
Permits are available for purchase beginning June 01, 2018.
Effective dates are June 01, 2018 through June 30, 2019

Convenience Centers User Access Permit Form

Convenience Center vehicle hangtags are \$155. Lost tags are \$50 Replacement Fee; limit one replacement tag per year per household with police report stating lost or stolen.

This tag is good for all six full-access convenience centers at: 2010 Adams Circle, 70 Stone Road, 14645 Highway 36 (Stewart), 122 Oak Hill Road, 10545 Hwy. 36 (Piper Road) and 11575 Covington Bypass Road.

Convenience center hang tags may only be used at convenience centers and **will not be accepted at the Landfill**. There will be a limit of 10 bags of garbage per week and one (1) level pickup truck full of bulk waste per week. New this year will be the ability to bring a bulk-waste item; such as, a mattress or sofa to the centers once a month with no additional charge. Hang tags are for **residential use only (not commercial)** and are for use only by residents of the address listed on this application when purchased.

You may mail in your application along with a CHECK OR MONEY ORDER and proof of residency:
Newton Historic Courthouse
1124 Clark Street
Covington, GA 30014
ATTN: Convenience Centers Hang Tag

Newton County reduced the number of convenience centers from 11 to 6 in 2017 to reduce operating costs. At the same time the County began to charge an annual fee to use the convenience centers. According to staff, the County has had to address public opposition and an increase in illegal disposal as a result of these changes.

Notable features:

- Residents must purchase hang tags to use centers.
- County reduced the number of convenience centers and began charging a fee in recent years.

3.6 Pender County, North Carolina

Pender County, North Carolina, population 62,162, is a coastal County that, like Beaufort County, has seasonal visitors. The County operates 11 convenience centers that are open from two to seven days per week. Because each center operates on different days, at least several centers are open each day. The centers accept household waste and recyclables. Three of 11 centers take small loads (under 200 pounds) of construction debris and bulky items from residents. Three centers take electronics

PENDER SOLID WASTE		
FY 2019-2020 RATE AND FEE SCHEDULE		
<small>(Effective July 1, 2019)</small>		
<u>TRANSFER STATION TIPPING FEE</u>		\$78.00 per TON
<u>NON-PENDER COUNTY RESIDENT TIPPING FEE</u>		\$162.00 per TON
<u>USER FEE</u>	~ Household waste disposal and recycling	\$220.00 per year
<u>AVAILABILITY FEE</u>	~ Recycling Only	\$110.00 per year

Pender County residents must have a vehicle sticker to deliver household waste to the convenience centers. Each household in the unincorporated area of the County pays a “solid waste availability fee” of \$220 per year and receive up to two vehicle stickers per household. A vehicle sticker allows access to the convenience centers. Households can purchase up to two additional vehicle stickers (a total of four per household) for \$15 each. Households in the incorporated areas of the County are not charged the County solid waste availability fee since they pay their municipality for solid waste services. However, if they want to use the County convenience centers, they can purchase a sticker for full use (\$220 per year) or recycling use only (\$110 per year).

Notable features:

- Operating days and hours are staggered so that at least two centers are open each day.
- Households automatically pay solid waste availability fee which provides access to convenience centers.
- Only households in unincorporated areas automatically pay solid waste availability fee but those in incorporated areas can opt to pay same rate for full access to convenience centers in addition to any municipal solid waste fees.

3.7 Comparison of Convenience Centers

Table 3-1 shows the number and operating hours of convenience centers in Beaufort County and each of the counties described above. Three of the counties have as many (or in the case of Johnston County, one more) convenience centers. However, none of the convenience center networks are open and available to the public for as many total hours per week as Beaufort County’s convenience centers are. Most are open three to five days per week. The exception is Forsyth County, whose three convenience centers are open six days. One of Pender County’s 11 centers, located at the transfer station, is open seven days per week. Of the three counties that have convenience centers open on Sunday, none open before 1 p.m.

Table 3-1 Number and Hours of Convenience Centers

County	Hours of Operation	Number of Centers	Number of Days Open	Total Hours per Week
Beaufort County, SC	M, T, Th, F, Sat, Sun 7:30 -7 T, Th, Sat, Sun 7:30 - 7	11	6 (7 centers) 4 (4 centers)	667
Craven County, NC	T, Th, Sat 7-6:30, Sun 1-6:30	7	4	280
Forsyth County, GA	M-Sat 7:30-5	3	6	171
Johnston County, NC	Winter: M, T, Th, F 8-6, Sat 8-5 Summer: M, T, Th, F 8-7, Sat 8-5	12	5	Winter: 588 Summer:636
Lexington County, SC	M, W, F, Sat 7-7, Sun 3-7	11	5	572
Newton County, GA	T-F 12-7, Sat 9-7	6	5	228
Pender County, NC	3 centers - T, Th, Sat 7-7 4 centers - M, W, Sat 7-7 1 center - M, W, F, Sat, 7-7 1 center - W 7-1, Sat 7-7 1 center - M-Sat 7-7, Sun 1-7 1 center - M, T, Th, F, Sat 7-7 1 center M 11-7, Sat 8-7, Sun 2-7	11	2 (1 center) 3 (8 centers) 4 (1 center) 5 (1 center) 7 (1 center at transfer station)	480

Table 3-2 shows the materials accepted at each of the county convenience centers. All counties have a policy to only accept residential waste and all accept household waste and recyclables such as paper and glass, plastic and metal food and beverage containers as well as motor oil and filter, batteries and other items to be diverted from disposal. Forsyth County, Johnston County and Pender County do not accept yard waste at convenience centers and either limit the type of bulky waste accepted or prohibit it altogether.

Table 3-2 Materials Accepted at Convenience Centers

County	Household Waste	Recyclables	Yard Waste	Bulky Items	C&D	Other
Beaufort County, SC	X	X	X	X	X	
Craven County, NC	X	X	X	X	X	Mattresses, carpet and padding. Electronics at one center
Forsyth County, GA	X	X		Scrap metals and non-refrigerated appliances		Paint for fee based on size and type. Tires and electronics at one center for fee
Johnston County, NC	X	X				Limit on weekly # of tires, appliances, batteries, etc.
Lexington County, SC	X	X	X	Carpet pad, clean wood		
Newton County, GA	X	X	X	X		
Pender County, NC	X	X		< 200 lbs. at 3 centers		Electronics at 3 centers

All counties included in this analysis have mechanisms to limit use of convenience centers by businesses and out of county residents, as described in Table 3-3. Lexington County has two code enforcement officers, funded by the Solid Waste Enterprise Fund, to help ensure only Lexington County residents use the convenience centers. According to the Solid Waste Director, this relatively new approach has been successful in reducing the use of the convenience centers both by out-of-County residents and by businesses. The other five counties either issue decals to residents to place on their vehicles or charge residents by the amount delivered to help limit use. Both Craven County and Forsyth County charge residents based on the amount of waste delivered to the centers (volume-based rates), the former by requiring stickers on bags of household waste and the latter by requiring that all household waste be delivered in bags produced for this purpose and purchased at the convenience centers. Johnston County and Newton County sell vehicle decals and hang tags, respectively, to those that opt to use the convenience centers. Pender County automatically charges all residents of the unincorporated County a solid waste availability fee which gives them unlimited access to convenience centers. Residents of the incorporated areas have the option to pay the same fee for access to the convenience centers in addition to whatever they pay their municipality for solid waste services.

Table 3-3 Approaches to Limiting Use of Convenience Centers

County	Mechanism
Beaufort County, SC	Enforcement by convenience center staff
Craven County, NC	Pre-paid stickers on bags. \$3 per sticker. 1 sticker - up to 33 gallons. 2 stickers - 34 to 64 gallons. 3 stickers - 65 to 95- gallon
Forsyth County, GA	Bags purchased at convenience center. \$1 per 32-gallon bag; 50 cents if recycling \$2 per bag for each bag over 5 per day
Johnston County, NC	Vehicle decals for \$100/year One pick-up truck sized load (1/2 ton) per week
Lexington County, SC	Code enforcement officers dedicated to solid waste management
Newton County, GA	Hang tag for \$155/year Up to 10 bags of garbage and 1 pickup truck of bulky per week One bulk item per month
Pender County, NC	All residents of unincorporated County pay \$220/year solid waste availability fee Receive vehicle stickers that give them unlimited access

How much residents use convenience centers in a community and for what purpose depends, in part, on the other solid waste management collection options available to them. In all the counties included in this analysis, at least some municipalities provide curbside collection to their residents. In addition, some counties offer residents in the unincorporated areas a curbside collection option by contracting with or issuing a franchise agreement to private haulers, including Craven County and Lexington County. As in Beaufort County, some residents use the convenience centers instead of curbside collection while others use them in addition to curbside collection. Table 3-4 describes the curbside collection arrangements in each of the counties.

Table 3-4 Residential Curbside Collection Options

County	Collection Arrangements
Beaufort County, SC	Curbside collection provided to all residents in incorporated areas except Hilton Head. Elsewhere residents and neighborhood associations have option of contracting directly with private haulers licensed by the County.
Craven County, NC	Residents in five municipalities receive curbside service. County has contract with hauler that residents in unincorporated areas can opt to use. County provides all residents with curbside collection of recyclables and charges \$60 per year on property tax bill for this service.
Forsyth County, GA	Largest city provides curbside and other residents have option to subscribe for service with private hauler of their choice.
Johnston County, NC	Nine of the 11 municipalities offer curbside collection through a contractor or their own forces. Elsewhere, residents can opt to subscribe for service with private hauler of their choice.
Lexington County, SC	Municipalities arrange for curbside collection for their residents. The County has exclusive franchise agreements with private haulers in each district that residents can choose to use for curbside service.
Newton County, GA	Four of 6 municipalities provide curbside collection. Elsewhere, residents can opt to subscribe for service with private hauler of their choice.
Pender County, NC	Several of the municipalities provide curbside collection. Elsewhere, residents can opt to subscribe for service with private hauler of their choice.

Collection and disposal options available to a County, and associated costs, are dictated, in part, by whether the local government owns or contracts with a disposal facility, the terms of that arrangement, and where that facility is located. As seen in Table 3-5, each of the counties except Forsyth County have a landfill or a transfer station operated by either the county or a solid waste authority. In the case of Newton County, it is the County’s solid waste authority; in Craven County, it is a multi-county solid waste authority. Forsyth County has a privately owned and operated landfill.

Table 3-5 Transfer and Disposal Arrangements

County	Transfer/Disposal Arrangements
Beaufort County, SC	Private landfill out of county
Craven County, NC	Regional landfill operated by Solid Waste Authority located in County
Forsyth County, GA	Private landfills in and out of County
Johnston County, NC	County landfill
Lexington County, SC	County landfill and transfer station
Newton County, GA	Solid Waste Authority landfill and transfer station
Pender County, NC	County transfer station. Out of county landfill.

4. Recommendations

4.1 Require Vehicle Decal for Convenience Center Use

AGR recommends that Beaufort County require residents to purchase and display a decal, or sticker, on their vehicle to use the convenience centers. Johnston County, Pender County and Newton County (using hang tags rather than decals) use this approach, as described in Section 3. Requiring residents that use the convenience centers to purchase vehicle decals offers two major benefits. First, since proof of residency can be a pre-requisite to purchase a vehicle decal, this is likely to eliminate a good portion of non-residential users or users from out of the County. Secondly, if the fee collected is directed to fund convenience center costs such as staffing, container rental, and hauling (but not disposal) this would more closely parallel how residents with curbside collection pay for solid waste management services. That is, the municipality or resident pays for collection directly through user fees while the County pays for disposal with property tax millage. However, Beaufort County should be prepared for the likelihood that requiring a pre-paid decal for use of convenience centers will increase illegal disposal. Enforcing illegal disposal laws, strengthening them if necessary, is critical to success.

4.2 Limit Materials Accepted

The County currently accepts a wide range of materials at its convenience centers compared to other communities. Even though the convenience centers are intended for use by Beaufort County residents use only, accepting certain types of material, such as C&D, may encourage non-residential generators to deliver solid waste to the centers as well. Beaufort County should consider limiting the type of material accepted at the convenience centers, starting with those materials that frequently are generated by non-residents and for which alternative collection and disposal alternatives are readily available.



Construction and Demolition Debris

Bulky waste (Class 2) comprises 30.7 percent of the total solid waste received at the convenience centers and over one-third of the total received at Bluffton and Shanklin convenience centers. Given the proportion of C&D observed in these loads, it is likely that at least a portion of the C&D observed in bulky waste received at the convenience centers is from contractors and other non-residential generators.

If Beaufort County banned C&D at its convenience centers, this would likely reduce the total tons of solid waste received significantly, especially at the centers located in areas with the most construction. Fewer tons, especially of bulky waste, would reduce the number of times containers must be pulled and lower associated hauling and disposal costs. Although there are no data to indicate what proportion of the visitors to the convenience centers are delivering C&D only, prohibiting the delivery of C&D is likely to reduce vehicle traffic at the busiest centers as well.



Of the county convenience centers considered in Section 3, only Craven and Pender County accept C&D. Pender County accepts small loads (up to 200 pounds) at three of its 11 centers, much like Beaufort County. However, because all vehicles entering the Pender County convenience centers must display a decal, and only residents are eligible to purchase a decal, Pender County is able to ensure that deliveries to the convenience centers, including C&D, are from residents.

Banning any type of solid waste from the convenience centers also has the potential to increase illegal disposal. The County should make sure generators and haulers are aware of the legal alternatives for management and disposal. For C&D materials, other processing and disposal options are readily available in the region, including Barnwell Resources in Beaufort County, Oakwood Landfill in Jasper County and Hickory Hill Landfill. However, because these facilities charge a tipping fee, while delivery to the convenience centers has been free, illegal disposal may still increase, especially immediately after C&D is prohibited.

Yard Waste

Currently, all Beaufort County convenience centers accept yard waste which comprised 17 percent of all the solid waste received at convenience centers in FY19. Beaufort County paid nearly \$200,000 to South Coast Resources and Oakwood Landfill to process or dispose of yard waste collected at the convenience centers in FY19 in addition to the cost to haul over 1,700 containers of yard waste from the convenience centers to these facilities. The proportion of yard waste received was particularly high at Hilton Head, Bluffton and St. Helena convenience centers (close to 20 percent) and particularly low at Sheldon, Lobeco and Big Estate convenience centers (less than 6 percent).

Half of the counties considered in Section 3 accept yard waste at their convenience centers and half do not. Of those that do not, Forsyth County and Pender County encourage residents to use alternatives, including managing yard waste on their own property (through home composting or other means), contracting with a private hauler to pick up yard waste, or delivering their yard waste directly to a processor or landfill. Johnston County takes a slightly different approach. Although the County does not accept yard waste at its convenience centers, the decal that residents purchase to use the convenience centers allows them to deliver one load of yard waste per week directly to the landfill at no charge. In this way, Johnston County still covers the cost to dispose of residential yard waste, but the County avoids the cost and additional visits associated with of accepting yard waste at convenience centers.



As the County moves towards reducing reliance on the convenience centers as a primary solid waste collection option, it should consider prohibiting the acceptance of yard waste at some or all the convenience centers. Even if the County continues to accept yard waste at several of the centers, it should actively encourage residents to use alternatives including managing yard waste at home, contracting for collection with a private hauler, or delivering to a processor, such as South Coast Resources, or to a Class 1 or Class 2 landfill.

Other (Non-C&D) Bulky Waste

Currently, Beaufort County accepts bulky waste (Class 2) at all its convenience centers. This includes large household items, such as furniture and mattresses, and C&D materials, such as bricks/masonry and fiberglass. In FY19, the County paid a total of \$96,337 for disposal of 11,590 tons of bulky/C&D at Oakwood Landfill and 2,128 tons of bulky waste at Hickory Hill landfill. This is in addition to the cost to haul the containers from convenience centers to the landfills.

In addition to prohibiting C&D outright, several of counties considered in Section 3 restrict the type of bulky items accepted. Forsyth County only accepts scrap metal and non-refrigerated appliances. Lexington County only accepts carpet padding and clean wood.



If the County implements the other recommendations in this report, including restricting access to convenience centers to those residents that purchase a vehicle decal and prohibiting C&D at the convenience centers, it is likely that significantly less bulky waste (Class 2) will be delivered and that it will be from residents. The County should evaluate the remaining amount and composition of bulky waste received at each convenience center after other recommendations are implemented and then determine whether further restrictions on the acceptance of bulky waste are necessary.

4.3 Reduce the Number of Convenience Centers

One approach to lower operating and capital costs, as well reducing reliance on convenience centers, is to offer fewer convenience center locations. Based on a review of each convenience center, including the number of visits, current condition, proximity to other convenience centers, and projected capital cost to make necessary upgrades, AGR recommends the County consider the following steps to reduce the number of convenience centers operated by the County.

Consolidate Solid Waste District 5 Convenience Centers at Lobeco

Big Estate and Sheldon had an average of 185 visits per day between them in FY19. If these two convenience centers closed, most of these visits would most likely be diverted to Lobeco which is 5.8 miles from Big Estate and 7.0 miles from Sheldon. Consolidating these three centers at Lobeco would not only reduce total operating costs but would avoid the projected cost of \$46,000 to retrofit Big Estate to meet stormwater requirements (in addition to the much lower estimate of \$5,200 to retrofit Sheldon).

Table 4-1 shows that if current levels of traffic and tonnage from Big Estate and Sheldon was diverted to Lobeco, then Lobeco would receive an additional 37,428 visits per year, or 44.5 percent more visits than in FY19 and 49.2 percent more tons of solid waste. However, if the County implements other recommendations in this report, the total number of visitors and tonnage received at every convenience center in the County would likely decrease. As a result, the increase in visits and tons at Lobeco would likely be lower. Still, Lobeco is likely to experience additional visits and tonnage if Big Estate and Sheldon cease operations. The County would need to assess and implement any upgrades and operational changes required at Lobeco before consolidating operations at Big Estate and Sheldon at this location.

Table 4-1

Visits and Tons at Big Estate, Sheldon and Lobeco, FY19

	Annual Visits	Tons of Household Waste	Tons of Yard Waste	Tons of Bulky Waste	TOTAL TONS OF MSW
Big Estate	15,339	201	16	56	273
Sheldon	22,089	192	11	61	264
Lobeco	84,140	846	56	190	1,092
TOTAL	121,568	1,239	83	307	1,629
% Increase at Lobeco	44.5%	46.5%	48.2%	61.6%	49.2%

Consolidate operations of Solid Waste District 8 Convenience Centers at St. Helena

Coffin Point and Cuffy received a combined average of 213 visitors per day in FY19. If these centers closed, those continuing to use convenience centers would most likely go to St. Helena which is 7.0 miles from Coffin Point and 6.8 miles from Cuffy. Table 4-2 shows that if all the traffic and tonnage from Coffin Point and Cuffy was redirected to St. Helena, the number of visits would increase by 42,640 per year, or 11.8 percent, and the total tons of solid waste received there would increase by 13.6 percent. Again however, implementing other recommendations in this report is likely to reduce total activity at all convenience centers so the actual increase in the number of visits and tonnage at St. Helena is likely to be less. The County should assess and implement any changes at St. Helena before consolidating operations at Coffin Point and Cuffy at this center.

Table 4-2

Visits and Tons at Coffin Point, Cuffy and St. Helena FY19

	Annual Visits	Tons of Household Waste	Tons of Yard Waste	Tons of Bulky Waste	TOTAL TONS OF MSW
Coffin Point	24,288	324	112	181	617
Cuffy	18,352	206	28	56	290
St. Helena	362,195	3,664	1,251	1,745	6,660
TOTAL	404,835	4,194	1,391	1,982	7,567
% Increase at St. Helena	11.8%	14.5%	11.2%	13.6%	13.6%

Revisit Arrangement with Town of Hilton Head

According to Section 62-21 of the Beaufort County code, “Solid waste districts 1, 2, 3 and 4 shall be administered through intergovernmental agreements between the Beaufort County Council and the City Council of Beaufort, the Town Council of Port Royal, the Town Council of Hilton Head Island and the Town Council of Bluffton respectively.” In Solid Waste Districts 1 (the City of Beaufort), 2 (the Town of Port Royal) and 4 (the Town of Bluffton), the municipality contracts for collection of residential solid and pays for collection with user fees or property taxes from residents of that municipality, while the County pays for disposal with a County property tax millage. In the Town of Hilton Head, this is not the case. Although residents can choose to contract with a private hauler in Town of Hilton Head, as in the unincorporated County, the Town does not arrange for all households to have curbside collection. Instead, many residents of the Town of Hilton Head use the Hilton Head (or possibly other) convenience center for which the County pays the cost of operation, hauling and disposal. The County and the Town of Hilton Head should revisit the current arrangement and consider an interlocal agreement, as dictated by the County Code,

that more closely aligns with the arrangements in the other three incorporated Solid Waste Districts of the County.

Consider Consolidation of Other Centers

Once the other recommendations are implemented, the County should review the number of visits, the tonnage received, hauling and disposal costs and other information about the use and operations at the remaining centers to determine whether operations should be modified at other convenience centers. This may involve closing other centers, reducing the hours of operation or limiting further what is accepted. Most likely, the next convenience centers to consider for modifications would be Gate and Pritchardville. Shanklin is likely to be able to accommodate some of the activity from Gate. Once other recommendations are in place, the Bluffton convenience center may be able to handle the traffic and tonnage from Pritchardville.

4.4 Reduce Hours of Remaining Centers

With seven convenience centers open 69 hours per week and four open 46 hours per week, Beaufort County’s convenience centers are open a cumulative total of 667 hours per week, more than any of the convenience centers networks included in Section 3. In addition to reducing the number of convenience centers, the County should consider reducing the number of hours the remaining centers are open as described below.

Close Centers Earlier

The County should consider closing the convenience centers an hour earlier, at 6 p.m. rather than 7 p.m. As shown in Table 4-3, together, the convenience centers received an average of 313.1 visits between 6 and 7 p.m., less than 6 percent of the total average daily visits. The percentage of daily visits occurring at the last hour of the day is higher at the centers in the northern portion of the County. The County may want to consider closing even earlier, perhaps at 5 p.m., in the winter hours, as does Johnston County, North Carolina, during the time of year when traffic is likely to decrease during the later hours.

Table 4-3 Average Visits per Day Between 6 and 7 p.m., FY19

Convenience Center(s)	Number of Visits	Percent of Total Visits
Hilton Head	61.7	5.4%
Bluffton	53.5	4.9%
Big Estate Sheldon, Lobeco	35.2	7.3%
Gate	33.1	6.8%
Shanklin	41.4	8.4%
Coffin Point, Cuffy, St. Helena	65.3	4.7%
Pritchardville	22.9	5.0%
ALL CENTERS	313.1	5.9%

Another alternative would be for Beaufort County to reduce hours by delaying opening of the convenience centers from 7:30 to 8 a.m. As shown in Table 4-4, on average, 4.1 percent of the daily visits to the convenience center occurred in the first half hour of operation in FY19. Again, this percentage is slightly higher at centers in the northern part of the County. Thus, it is recommended that if the County reduce

hours at convenience centers, it either does so by opening later or closing earlier but not doing both at the same time.

Table 4-4 Average Visits per Day Before 8 a.m., FY19

Convenience Center(s)	Number of Visits	Percent of Total Visits
Hilton Head	2.7	3.7%
Bluffton	42.5	3.9%
Big Estate Sheldon, Lobeco	24.9	5.4%
Gate	19.8	4.1%
Shanklin	23.6	4.8%
Coffin Point, Cuffy, St. Helena	47.2	3.6%
Pritchardville	18.2	4.0%
ALL CENTERS	218.0	4.1%

Reduce Sunday Hours

In addition to closing earlier (or opening later) throughout the week, the County should consider reducing the operating hours of the convenience centers on Sunday. Sunday operations at the centers are especially challenging since the landfill that receives the waste from the convenience centers is closed. Except in the case of an emergency, full containers must remain at the convenience centers until Monday.

As described in Section 3, the earliest any of the convenience centers open on Sunday in the benchmark counties is 1 p.m. However, in Beaufort County, one-third of Sunday visits to convenience centers occurred between 10 a.m. and 1 p.m. in FY19. Thus, it is recommended that initially, the convenience centers delay opening from 7:30 to 10 a.m. and close an hour earlier (6 rather than 7 p.m.) on Sunday. This approach will reduce operating hours but impact the fewest number of visitors as Table 4-5 shows approximately 16.6 percent of the visits at the convenience centers occurred before 10 a.m. and 5.5 percent occurred after 6 p.m. on Sundays.

Table 4-5 Average Visits Before 10 a.m. and After 6 p.m. on Sundays, FY19

Convenience Center(s)	Visits Before 10 a.m.	Percent	Visits After 6 p.m.	Percent
Hilton Head	174.3	16.4%	61.5	5.8%
Bluffton	180.9	17.3%	45.8	4.4%
Big Estate Sheldon, Lobeco	82.4	19.4%	32.7	7.7%
Gate	66.2	16.3%	21.1	5.2%
Shanklin	73.6	15.9%	34.1	7.4%
Coffin Point, Cuffy, St. Helena	195.5	14.9%	69.1	5.3%
Pritchardville	78.6	19.1%	19.8	7.4%
ALL CENTERS	851.4	16.6%	284.1	5.5%

Net Effect of Reducing Hours and Consolidating Centers

If the County 1) consolidated the centers in District 5 at Lobeco; 2) consolidated the centers in District 8 at St. Helena; 3) continued to keep the remaining centers open six days per week; 4) closed all centers at

6 p.m. instead of 7 p.m., and 5) delayed opening until 10 a.m. on Sunday, the total numbers of hours per week that convenience centers are open would be reduced by more than one-third, from 667 hours per week to 423.5 hours per week.

Once the other recommendations included in this report are implemented, the County may be able to reduce the number of operating hours at the convenience centers further. The proposed approach strikes a balance between significantly reducing the number of centers and hours all at once, before giving residents an opportunity to find alternatives, and making changes so gradually that no significant impact on costs and management of the convenience centers is recognized in the short term.

4.5 Keys to Success

Enforcement

Each of these recommendations – requiring vehicle decals to use convenience centers, restricting the types of materials received at centers, reducing the number of convenience centers and reducing hours at centers - requires consistent enforcement to be successful. Staff will need to check every vehicle arriving at a convenience center for a current decal and ensure that prohibited material is not unloaded there. This level of enforcement may require more staff, more training and more resources. Lexington County recently added two code enforcement officers, funded by the Solid Waste Enterprise Fund, to help ensure only Lexington County residents use the convenience centers. According to the Solid Waste Director, this has successfully limited the use of the convenience centers both by out-of-County residents and by businesses.

In addition to enforcing new restrictions on-site at the convenience centers, the County will need to be prepared for at least temporary increases in illegal dumping. Turning away visitors that do not have vehicle decals, not allowing residents to leave certain materials at the convenience centers (especially ones that they could leave in the past), closing convenience center locations and reducing operating hours is likely to cause some to dispose of waste illegally. This has proven to be most likely within the first several months that changes are implemented. However, increased illegal disposal can become a long-term problem if not addressed early.

Current law, including Section 62 of the County Code contains most of the required authority needed to punish violators. However, the County will need the support of enforcement officials as well as municipal judges. Some ordinances may need to be strengthened and the County may need additional legal authority to institute a vehicle decal program for those choosing to use the convenience centers.

Encourage Curbside Collection

In the past, Beaufort County has considered requiring all residents to have curbside collection and subsequently reducing the number, hours, or type of materials accepted at the convenience centers. However, to date, the County has not required every resident to have curbside collection. Thus, this report is aimed at recommending ways to meet the objective of the Beaufort County Curbside Collection Plan to “phase out Convenience Center use in Beaufort County and complete the transition to a curbside system for waste collection and recyclables” in the absence of requiring all residents to have curbside collection.

Simply limiting who can use convenience centers (Beaufort County residents), what can be delivered to the centers and where and when the centers are open is likely to encourage some residents to subscribe to curbside collection services. Requiring convenience center customers to pay for some of the costs of

operating the centers, equalizing user fees between curbside service and convenience centers, is likely to encourage even more residents to opt for curbside collection.

Beaufort County should take any other steps possible to encourage residents throughout the County to choose curbside collection. This may include negotiating franchise agreements with private haulers, as in Lexington County, to control rates charges by haulers for curbside collection, providing information to residents about haulers permitted by the County, and enforcing the conditions of haulers permits to ensure high curbside collection standards. As the County continues to grow, it may want to consider a way to require property managers of new residential developments to provide curbside collection to all their households.

Equalize Costs

One reason that residents choose to use convenience centers rather than curbside collection is cost. Residents pay for collection service if they choose curbside collection, but the County pays for collection if residents use the convenience centers through the property tax millage. Requiring convenience center customers to purchase a vehicle decal may offset some of that differential in cost. In 2025, when the current contract between the County and the Hickory Hill landfill expires (that stipulates the County pay for disposal of residential waste), the County may want to reconsider how the cost of disposal is covered. For those with curbside service, it could be incorporated into the monthly fee charged by haulers or the municipality. At the convenience centers, the County could institute volume based fees, like those described in Craven County and Forsyth County where residents delivering waste to the convenience centers pay for disposal based on the amount of solid waste delivered while still paying an annual fee for a vehicle decal to cover the other (non-disposal) operating costs of the convenience centers.

4.6 Timeline

Table 4-6 shows a recommended six-year timeline for the activities identified in this Section. Starting in the second half of FY20 (January 2021), once the plan is approved, the County should ensure that the foundation for implementation is in place. This foundation includes public and elected official support, policies, funding and infrastructure.

Fiscal year 2021 is when the initial set of changes are proposed to go into effect, including consolidating the first set of convenience centers, reducing hours at all centers, limiting the types of waste accepted at the centers and requiring residents to purchase a vehicle decal to use centers. By FY22, the County should have sufficient information regarding the changes in traffic, tons and costs of the convenience centers and the degree to which residents have shifted to curbside collection to determine whether additional changes to convenience center locations, hours, waste accepted or any other operations are needed. These additional changes, if feasible, are proposed for FY22. Changes in the way that the County covers the cost of disposal of residential solid waste, both that collected at the curb and at the convenience centers, is proposed in FY25 when the current disposal contract expires.

Table 4-6 Proposed Timeline for Implementing Convenience Center Plan

	FY20	FY21	FY22	FY23	FY24	FY25
Gathering public input on draft convenience center plan	X					
Finalize and approve convenience center plan	X					
Revise ordinance, as needed, to reflect selected convenience center plan	X					
Ensure enforcement is in place to support convenience center plan	X	X	X	X	X	X
Revisit requirements and strengthen incentives to encourage curbside collection	X	X	X	X	X	X
Provide public information and outreach on convenience center plan	X					
Produce and offer for purchase vehicle decals for convenience center use		X				
Upgrade Lobeco to handle traffic and tons from Big Estate and Sheldon		X				
Upgrade St. Helena to handle traffic and tons from Coffin Point and Cuffy		X				
Work with Town of Hilton Head to revise interlocal agreement and implement		X				
Require vehicle decals to use convenience centers		X				
Consolidate Big Estate, Sheldon and Lobeco convenience centers at Lobeco		X				
Consolidate Coffin Point, Cuffy and St. Helena convenience centers at St. Helena		X				
Reduce hours at all centers (close earlier and reduce Sunday hours)		X				
Stop accepting C&D at all convenience centers		X				
Limit acceptance of yard waste at convenience centers		X				
Evaluate the need to limit the acceptance of other types of Class 2 waste (non-C&D) and implement as feasible			X			
Consider closing or reducing operations at Gate and Pritchardville and implement as feasible			X			
Consider volume-based rates at convenience centers to cover the cost of disposal and implement as feasible					X	X

Appendix A

Convenience Center Description and Data

 <p>HILTON HEAD CONVENIENCE CENTER OPERATING HOURS 7:30am - 7:00pm Closed Wednesdays & Holidays</p>	<p>Hilton Head 26 Summit Drive</p>		
Hours	M, T, Th, F, Sa, Su 7:30 a.m.-7:00 p.m.	Hours per Week	69
Materials Accepted	<p>Residential household waste, yard waste, bulky waste, C&D Car batteries, rechargeable batteries, used motor oil and filters, cooking oil, tires Recyclable cardboard and paper, glass, metal, and plastic containers Appliances and scrap metal</p>		
Tons Received, FY19	<p>MSW (Household & Bulky) 4,302 Yard Waste 1,873 Bulky (with C&D) 2,881 TOTAL 9,056</p>	Visits, FY19	<p>Total 345,136 Average Daily Visits 1,110 Busiest Day of Week Thursday</p>
Costs, FY19	<p>MSW Compactor Pull Cost \$386,347 Disposal, All Waste \$318,498</p>	Stormwater Retrofit Cost Estimate	\$20,000
Nearest Center	Bluffton	13.0 miles (26 min)	

 <p>BLUFFTON CONVENIENCE CENTER Effective October 24, 2015 NEW OPERATING HOURS 7:30am - 7:00pm Closed Wednesdays & Holidays</p>	<p>Bluffton 104 Simonsville Road</p>		
Hours	M, T, Th, F, Sa, Su 7:30 a.m.-7:00 p.m.	Hours per Week	69
Materials Accepted	<p>Residential household waste, yard waste, bulky waste, C&D Car batteries, rechargeable batteries, used motor oil and filters, cooking oil, tires Recyclable paper and cardboard, glass, metal, and plastic containers Appliances and scrap metal</p>		
Tons Received, FY19	<p>MSW (Household & Bulky) 4,204 Yard Waste 1,811 Bulky (with C&D) 3,207 TOTAL 9,222</p>	Visits, FY19	<p>Total 332,776 Average Daily Visits 1,070 Busiest Day of Week Tuesday</p>
Costs, FY19	<p>MSW Compactor Pull Cost \$413,511 Disposal, All Waste \$324,570</p>	Stormwater Retrofit Cost Estimate	\$40,000
Nearest Center	Pritchardville	7.0 miles (12 minutes)	

		<p>Big Estate 63 Big Estate Road</p>	
Hours	T, Th, Sa, Su 7:30 a.m.-7:00 p.m.	Hours per Week	46
Materials Accepted	Residential household waste, yard waste, bulky waste, C&D Car batteries, rechargeable batteries, used motor oil and filters, cooking oil, tires		
Tons Received, FY19		Visits, FY19	
MSW (Household & Bulky)	201	Total	15,339
Yard Waste	15	Average Daily Visits	74
Bulky (with C&D)	56	Busiest Day of Week	Saturday
TOTAL	273		
Costs, FY19		Stormwater Retrofit Cost Estimate	\$46,000
MSW Compactor Pull Cost	\$16,890		
Disposal, All Waste	\$10,400		
Nearest Centers	Sheldon Lobeco Shanklin	5.9 miles (8 min) 5.8 miles (10 min) 12.5 miles (20 min)	

		<p>Sheldon 208 Johnson Road</p>	
Hours	T, Th, Sa, Su 7:30 a.m.-7:00 p.m.	Hours per Week	46
Materials Accepted	Residential household waste, yard waste, bulky waste, C&D Car batteries, rechargeable batteries, used motor oil and filters, cooking oil, tires		
Tons Received, FY19		Visits, FY19	
MSW (Household & Bulky)	192	Total	22,522
Yard Waste	11	Average Daily Visits	108
Bulky (with C&D)	61	Busiest Day of Week	Saturday
TOTAL	264		
Costs, FY19		Stormwater Retrofit Cost Estimate	\$5,200
MSW Compactor Pull Cost	\$17,108		
Disposal, All Waste	\$10,594		
Nearest Center	Big Estate Lobeco	5.9 miles (8 min) 7.0 miles (9 min)	

		Lobeco 6 Kean's Neck Rd	
Hours	M, T, Th, F, Sa, Su 7:30 a.m.-7:00 p.m.	Hours per Week	69
Materials Accepted	Residential household waste, yard waste, bulky waste, C&D Car batteries, rechargeable batteries, used motor oil and filters, cooking oil, tires		
Tons Received, FY19		Visits, FY19	
MSW (Household & Bulky)	846	Total	85,135
Yard Waste	56	Average Daily Visits	274
Bulky (with C&D)	190	Busiest Day of Week	Friday
TOTAL	1,092		
Costs, FY19		Stormwater Retrofit Cost Estimate	
MSW Compactor Pull Cost	\$46,109		\$8,700
Disposal, All Waste	\$42,021		
Nearest Center	Big Estate Sheldon Shanklin	5.8 (10 min) 7.0 miles (9 min) 7.0 miles (11 min)	

		Gate 316 Castle Rock Road	
Hours	M, T, Th, F, Sa, Su 7:30 a.m.-7:00 p.m.	Hours per Week	69
Materials Accepted	Residential household waste, yard waste, bulky waste, C&D Car batteries, rechargeable batteries, used motor oil and filters, cooking oil, tires Recyclable paper, glass, metal, and plastic containers		
Tons Received, FY19		Visits, FY19	
MSW (Household & Bulky)	2,018	Total	144,847
Yard Waste	648	Average Daily Visits	466
Bulky (with C&D)	1,129	Busiest Day of Week	Thursday
TOTAL	3,796		
Costs, FY19		Stormwater Retrofit Cost Estimate	
MSW Compactor Pull Cost	\$162,812		\$13,700
Disposal, All Waste	\$136,053		
Nearest Center	Shanklin	6.2 miles (14 min)	

		<h2 style="text-align: center;">Shanklin</h2> <h3 style="text-align: center;">80 Shanklin Road</h3>	
Hours	M, T, Th, F, Sa, Su 7:30 a.m.-7:00 p.m.	Hours per Week	69
Materials Accepted	Residential household waste, yard waste, bulky waste, C&D Car batteries, rechargeable batteries, used motor oil and filters, cooking oil, tires, gasoline/oil mixture Recyclable paper and cardboard, glass, metal, and plastic containers Appliances and scrap metal Oyster shells		
Tons Received, FY19		Visits, FY19	
MSW (Household & Bulky)	2,040	Total	148,924
Yard Waste	226	Average Daily Visits	479
Bulky (with C&D)	1,302	Busiest Day of Week	Thursday
TOTAL	3,568		
Costs, FY19		Stormwater Retrofit Cost Estimate	\$20,000
MSW Compactor Pull Cost	\$16,890		
Disposal, All Waste	\$10,400		
Nearest Center	Gate		6.2 miles (14 min)

		<h2 style="text-align: center;">St. Helena</h2> <h3 style="text-align: center;">639 Sea Island Parkway</h3>	
Hours	M, T, Th, F, Sa, Su 7:30 a.m.-7:00 p.m.	Hours per Week	69
Materials Accepted	Residential household waste, yard waste, bulky waste, C&D Car batteries, rechargeable batteries, used motor oil and filters, cooking oil, tires, gasoline/oil mixture Recyclable paper and cardboard, glass, metal, and plastic containers Appliances and scrap metal Oyster shells		
Tons Received, FY19		Visits, FY19	
MSW (Household & Bulky)	3,664	Total	333,520
Yard Waste	1,251	Average Daily Visits	1,072
Bulky (with C&D)	1,745	Busiest Day of Week	Thursday
TOTAL	6,660		
Costs, FY19		Stormwater Retrofit Cost Estimate	\$0
MSW Compactor Pull Cost	\$287,211		
Disposal, All Waste	\$238,109		
Nearest Center	Cuffy Shanklin		6.9 miles (11 min) 11.4 miles (21 min)

		Cuffey 152 Cuffey Road	
Hours	T, Th, Sa, Su 7:30 a.m.-7:00 p.m.	Hours per Week	46
Materials Accepted	Residential household waste, yard waste, bulky waste, C&D Car batteries, rechargeable batteries, used motor oil and filters, cooking oil, tires		
Tons Received, FY19	MSW (Household & Bulky) 206 Yard Waste 28 Bulky (with C&D) 56 TOTAL 290	Visits, FY19	Total 18,747 Average Daily Visits 90 Busiest Day of Week Monday
Costs, FY19	MSW Compactor Pull Cost \$20,891 Disposal, All Waste \$16,522	Stormwater Retrofit Cost Estimate	\$6,000
Nearest Center	St. Helena	6.8 miles (12 min)	

		Coffin Point 10 Cee Cee Road	
Hours	T, Th, Sa, Su 7:30 a.m.-7:00 p.m.	Hours per Week	46
Materials Accepted	Residential household waste, yard waste, bulky waste, C&D Car batteries, rechargeable batteries, used motor oil and filters, cooking oil, tires		
Tons Received, FY19	MSW (Household & Bulky) 324 Yard Waste 112 Bulky (with C&D) 180 TOTAL 617	Visits, FY19	Total 22,008 Average Daily Visits 120 Busiest Day of Week Saturday
Costs, FY19	MSW Compactor Pull Cost \$31,317 Disposal, All Waste \$22,011	Stormwater Retrofit Cost Estimate	\$11,000
Nearest Center	St. Helena	7.0 miles (13 min)	



Pritchardville
270 Gibbett Road

Hours	M, T, Th, F, Sa, Su 7:30 a.m.-7:00 p.m.	Hours per Week	69
Materials Accepted	Residential household waste, yard waste, bulky waste, C&D Car batteries, rechargeable batteries, used motor oil and filters, cooking oil, tires, gasoline/oil mixture Recyclable cardboard and paper, glass, metal, and plastic containers Oyster shells		
Tons Received, FY19	MSW (Household & Bulky) 1,772 Yard Waste 379 Bulky (with C&D) 781 TOTAL 2,933	Visits, FY19	Total 138,971 Average Daily Visits 447 Busiest Day of Week Thursday
Costs, FY19	MSW Compactor Pull Cost \$116,180 Disposal, All Waste \$107,562	Stormwater Retrofit Cost Estimate	\$9,800
Nearest Center	Bluffton		7.0 miles (12 min)

* All FY19 visits are extrapolated to 52 weeks based on available data from July 1, 2018 to June 30, 2019.