

Solid Waste Advisory Committee Meeting

2/3/26
4:30 PM

Members:

Chair: Councilor Brent Todd	<input checked="" type="checkbox"/>
Councilor Mark Davie	<input checked="" type="checkbox"/>
Councilor Aislinn Kalob	<input checked="" type="checkbox"/>
Councilor Judith Kurtz	<input checked="" type="checkbox"/>
Councilor Jim Schlosser	<input checked="" type="checkbox"/>
Councilor Kris Schultz	<input checked="" type="checkbox"/>
Eric Steinhauser	<input type="checkbox"/>
Reagan Bissonette	<input type="checkbox"/>
Carol Foss	<input checked="" type="checkbox"/>
Linda Zollo	<input type="checkbox"/>
Taylor Hall	<input checked="" type="checkbox"/>

Guests:

Michael Paine – Belmont Region Manager – Casella
Tony Belanger – Strategic Account Manager - Casella

Staff:

Jeff Hoadley –General Services Director
Marco Philippon –General Services Deputy Director
Adam Clark – Administration Division Manager
Angelina Zulkic – Communications Coordinator

At 4:31 PM Chairman Brent Todd called the meeting to order, noting that a quorum was present. He welcomed everyone, and recommended that the committee take a few minutes to go around and have everyone introduce themselves, as this evening we have a couple of new members.

Following introductions, Chairman Todd sought a motion to approve the draft meeting minutes from the last meeting. Councilor Judith Kurtz made the motion and Member Carol Foss seconded. The minutes were approved unanimously.

With that, Chairman Todd turned the floor over to Staff Member Adam Clark to begin the presentation for the evening. Mr. Clark started noting that he would seek to bring everyone along in the topics to be covered this evening, recognizing both new and more seasoned members on the committee. He also stated that any member looking to get more in depth is always welcome to reach out to have further discussion. He then went over the agenda for the evening.

The presentation began with Mr. Clark noting that he is proud of the work that the Committee and Staff have done in the roll out thus far. The communications strategy is working and he felt the execution and planning is staying ahead of the curve. Mr. Clark referred back to the City Council presentation in December as being a success in that many of the takeaways of the discussion were captured in a subsequent Concord Monitor article. He also spoke to the "City-wide" and "Pilot" postcards as having landed in residents' mailboxes. This he knows because many residents have been calling and accessing information online.

He noted that the GIS project that will eventually serve as the means by which the whole curbside collection program is captured and conducted has been proceeding. This effort will form the basis of the cart order, delivery and service record, as well as asset management tool for the program. The effort to date has identified that the pilot routes consist of 3023 stops consisting of 3439 sets of carts, the difference being multiunit properties.

Alternative size cart requests are presently 155 but continue to increase hourly as residents call and submit online.

Mr. Clark then drew the committee's attention to two areas of continued focus for Staff in their planning efforts; bulk-stop and one-ways/backdowns. Bulk-stops are those stops when a resident may live on a road that the collection contractor does not traverse (most often a private road) and the resident brings material out to a main road for collection. Staff has been meeting with residents in these situations and has developed a letter to send out which is intended to connect more directly with more of the residents in this situation. In total there are perhaps 30-40 residents. Really, this is just intended to keep the committee in the loop.

The other area of continued focus in one-way streets. These remain challenging because the truck only has an arm on the right side of the vehicle. Staff has identified all of the properties on the pilot routes that may be impacted by this issue and site visits will commence. Again, there are 30-40 residences in this situation on the pilot route.

Councilor Kurtz asked if residents need to do anything special regarding placement for bins to be collected, would they be individually notified, to which Mr. Clark answered yes.

With that, the presentation then turned to the next agenda topic, that being PAYT compliance and enforcement. Before beginning, Mr. Clark wanted to take a step back and remind the committee of a few things. The first thing is that in this work it is important to remember that City Council sets policy and City Staff executes. By this, he means that he, they, and City staff approach the issue from the vantage point of needing to carry out current policy to the furthest extent possible, and given that Pay-As-You-Throw bags are the current policy, Staff approaches the issue with wanting to continue with full compliance. If that were to change at any point and the Council had a different policy, Staff would then, of course, execute however directed, whether that be cart based charges or a return to trash collection being paid for by the General Fund.

The second thing that Mr. Clark noted was that he sees the discussion this evening as being critical in determining what it is that the pilot means for the City. The pilot is expected to be very valuable in providing insights on communications and logistics but it also must be determined in what it means for PAYT and financing solid waste operations more broadly.

Lastly, Mr. Clark noted that this evening the intent is really to broach the issue and share some information, but Staff does not need a recommendation on enforcement at this time. The issue will eventually be incorporated in "Pilot Rules" in a subsequent meeting.

Mr. Clark then presented the "why" that the Department used in developing a draft enforcement protocol. PAYT keeps costs low by incentivizing waste reduction while also generating \$1.5 million dollars in revenue annually for solid waste services. This revenue stream has been in place since 2009 and PAYT is presently executed with 100% compliance as the collection contractor does not pick up bags if they are not the City's official bag. Therefore, any future incidents of non-compliance would be done at a cost to the City, both through increased disposal costs as well as lost revenue.

The presentation then turned to the means by which PAYT compliance has been planned to be conducted. In FY 2026 City Council funded the purchase of a camera system for the first pilot collection truck. Further funding in FY27 will be requested to fund monitoring and outreach efforts associated with the program. The monitoring system has been developed by a company called Prairie Robotics which has been active for many years in the recycling space and is pivoting to PAYT compliance as communities make the transition. A video was then shown to illustrate how the system works.

As Mr. Clark then shifted to enforcement, he detailed how Staff ended up where they did. They had started with identifying there were two directions which the City could go for enforcement. The first, service-type consequences and the second, financial or fine-type penalties. Ultimately service-type consequences (meaning cart removal) were found to be beyond the scope of the Department's capability. It is not staffed, equipped or funded to be removing carts regularly. Further there would be challenges with getting the data a day or two after the service event. It was also found to be jerky, meaning at the end of the day, the Department and the contractor are in the customer service business and keeping trash collection moving is critically important for the health and welfare of the community.

Therefore, fines were considered. These were found to be realistic. They are administrative in nature and while staff time and all costs are unknown to this point, it would seem more realistic. Therefore, that is what Staff has incorporated into a draft enforcement policy. This also has the benefit of getting more to the issue at hand, of covering the costs associated with non-compliance, which is important.

Of course, the execution of enforcement is complicated particularly in the instance of parcels that are not owner-occupied. This is because the city leverages compliance at the parcel or property level and the person who may be non-compliant may not be the owner.

In the draft enforcement protocol, GSD Staff contemplates a non-compliance fee of \$30 per cart/incidence. This was gotten to by looking at the lost revenue (up to \$3.20 per bag), disposal fees, the administrative costs of billing and mailing, which is 2x in landlord/tenant situations.

Interest charges would accrue on overdue bills. Bills would be due in 30 days.

The Department also considered means by which the City could further leverage compliance by removing carts from residences with unpaid compliance fines over 60 days past due. This would protect the City from continuing non-compliance from those who simply routinely are not, and also protects property owners from continuing to accrue fines in tenant-type situations.

A "service restoration" fee of \$100 was contemplated in instances where a cart is removed and then re-delivered. This is to cover the costs of staff time and equipment, or a private vendor.

An appeals process was also considered, whereby a property owner could request an administrative review by the General Services Director to determine if the evidence and the grounds for such fines were met with no ambiguity.

Chairman Todd noted that potentially higher dollar fines could be adjudicated, perhaps by the Utility Appeals Board.

Having presented the enforcement protocol, Mr. Clark then shifted into things to consider in the committee's deliberation. First, was that Concord will be the first to roll out such a compliance effort at this scale. There are a few small towns in Maine that are a few months ahead of Concord, but they have the advantage of being small enough that the town office has phone numbers for residents who they can call and communicate directly with in the event of an infraction.

Second, the City is assuming the system will provide "sufficient data". That means data which identifies compliance to an acceptable degree (GPS, cart serial numbers, non-compliant images). Staff knows the system CAN collect such data, but has not had a dry run or practical proofing.

Again, to state the obvious, the concept places a high reliance on a camera system. A trash hopper is a harsh environment. Potential knocking of the camera or splashing of materials are all things to consider.

Mr. Clark noted that the City must be rigid in its administration of its enforcement from an equity perspective and therefore, beyond perhaps the ability to waive an initial infraction, Staff would not want this authority.

He noted the difficulties of non-owner-occupied properties again.

He then discussed that it is important to remember that in most cases of multifamily properties (those with up to four units), a set of carts will be assigned to each unit. It is therefore important that the residents and property owner make sure everyone knows whose cart is whose.

Committee Member Taylor Hall verified that in the draft proposal, the fines would in fact go to the property owner instead of residents.

Conversation then turned to potential inadvertent, or intentional, non-compliance in a cart that does not belong to you.

Mr. Clark then reiterated the risks of widespread non-compliance affecting the Solid Waste Fund position, he also noted that because compliance levels are unknown, staffing demands and all costs are unknown. In preliminary conversations with Casella when it was unclear who would be potentially monitoring compliance and mailing enforcement notices (before the billing aspect came into play), Casella was estimating one person for 10 hours per week for the pilot phase alone. If that were to prove out, the City-wide transition would likely need increased staff.

Lastly, Mr. Clark urged the committee to ask if it is worth it when considering the compliance question as it relates to enforcement. Staff has developed what they believe to be a workable enforcement system in theory, but the committee and Council will need to weigh in on what end the City will go to enforce PAYT.

With this, Mr. Clark turned the floor over to Director Jeff Hoadley. Mr. Hoadley thanked Mr. Clark for his presentation, noting that it was indeed a lot to consider. He sought to distill some things down for the committee. He noted;

- No decision or recommendation is needed today. The information shared is meant to inform the committee of possibilities and to familiarize themselves with the issues. Beyond today, guidance will be needed at the April meeting.
- The department is assuming the compliance monitoring hardware is reliable.
- The pilot will confirm whether the camera equipment is rugged enough to withstand daily collection route conditions.
- The department is also assuming the software and dashboard accurately identify the location of infractions.
- System performance and accuracy could be evaluated during the pilot period.
- Three enforcement approaches were discussed:
 - Begin enforcing fines immediately.
 - Authorize staff to issue a one-time waiver before fines are imposed.
 - Delay enforcement for two to three months to allow time to gather data and evaluate results.

Upon the conclusion of Director Hoadley's remarks, Chairman Todd provided the committee with a brief overview of the history of the City's PAYT program. The City had been facing a massive increase in the tip fee associated with trash disposal and in an effort to minimize volumes and generate a revenue source, PAYT was considered. Ultimately, it was found to be the right solution at the time. In the previous contract, recycling was managed for free. That is not the case today, however. Today, the City is paying more for recycling than it is for trash.

Chairman Todd also noted that the PAYT bag program is not double taxation. He noted that it is a fee, like various fees the City uses otherwise to keep costs off the tax rate. If fees were not used by the City, and it all fell to the tax rate, property taxes would be much, much higher than today. In the future, he noted, the committee will again need to look at what impacts would be made to the General Fund if PAYT bags were to go away, noting in a previous meeting GSD had presented the information reported

from the Finance Department. Chairman Todd then surveyed the committee for questions or Comments.

Councilor Aislinn Kalob thanked Staff for the presentation and noted that ultimately, regardless of the outcome, communication is key. Explaining the situation to residents helps build understanding in the community.

Councilor Schulz noted that while not on the PAYT bag system herself, she felt like perhaps a fine-based enforcement policy may not be fair without additional fact-finding performed after the start of the pilot. She expressed reservations on immediately issuing fines given some of the unknowns.

Councilor Jim Schlosser noted that, in his opinion, that statement isn't quite right because it is fair. ALL residents have the same requirements to use PAYT bags, but as the pilot starts, the ability for collection crews to simply leave the bag at the curb isn't possible. Therefore, he sees a fine as being akin to the resident with uncollected bags needing to ultimately deal with those items oneself.

Councilor Kurtz noted that she sees the pilot as an opportunity for the City to understand compliance and determine the effectiveness of communication to residents on the use of PAYT bags. She also noted she understood the programmatic and funding challenges associated with non-compliance, but needs to see data. Director Hoadley echoed Councilor Kurtz's remarks.

Member Taylor Hall spoke to the possibility of ramping up to fines based on data. Chairman Todd agreed it is a possibility and noted how most everyone has indicated they need data.

Following additional conversation amongst the committee about the decision needing additional consideration, it was determined that the next meeting would be held in March. Staff believed that could work, noting that the plan is for the committee to review all of the pilot rules once more. April's meeting would then be TBD. Mr. Clark noted he would not put together a long PowerPoint for the next meeting and would seek to just have a rules document for review.

With that, the floor was turned over to Staff Member Angelina Zulkic. She spoke to continuing efforts on the outreach front.

Ms. Zulkic has developed a new webpage devoted to the committee's work on diversion. It presently highlights the City's partnership with Apparel Impact on textile recycling. If the City is able to move forward with a food scrap diversion project at the Transfer Station in FY27, that will also be highlighted here.

Ms. Zulkic spoke about opportunities for residents to learn more about automated collection through soon-to-be-coming displays at City facilities and the online Resource Guide. She also spoke about how the Department is looking to have open-house like show and tells where residents can stop in and check out the carts and ask questions. More details to follow.

Lastly, she spoke that she will soon develop on-cart materials which will be tied to cart handles when carts are delivered.

The final agenda item for the evening was presented by Mr. Tony Belanger from Casella Waste. As a reminder, the Transfer Station is funded as a stand-alone entity. It is completely off of the General Fund

and only is supported by the Solid Waste Fund at an annual cost of only \$15,000. Therefore, fees at the transfer station are the only means by which operating costs are paid.

Mr. Belanger shared with the committee the fees that would soon be going into effect as a courtesy. Casella typically shares these with the committee in advance. The company had not raised fees in 18 months, but noted that typically, an annual review would be the case.

Chairman Todd noted the committee would like to see the coming fees with as much notice as possible. Mr. Belanger indicated that would be the case going forward.

Ms. Zulkic will update the website.

On the conclusion of that conversation, Chairman Todd noted that the only thing left was “other business”. With no other committee members having any, he noted that he had been in contact with the folks at the Win-Waste facility in Penacook that the City uses for trash disposal. It is an incinerator and a fascinating tour. Chairman Todd asked any members who would be interested in a tour to get in touch with him.

With that, the meeting was adjourned.

Minutes prepared by Adam Clark.



SWAC Meeting

FEBRUARY 3, 2026



Agenda:

- ▶ Progress Report
 - ▶ Alternative Size Requests
 - ▶ GIS Project
 - ▶ Bulk Stops
 - ▶ One-Ways/Backdowns
- ▶ Compliance
 - ▶ Proposed Enforcement Protocol
- ▶ Transfer Station Fees Update
- ▶ Other Business

Progress Report:

- ▶ Council Presentation
- ▶ City-wide Postcard
- ▶ Pilot Route Postcard
- ▶ GIS Project Status:
 - ▶ Pilot Stops Identified: ~3023
 - ▶ Anticipated Pilot Cart Quantity: ~3439
 - ▶ Actual cart order will have an overage
 - ▶ Alternative Cart Size Requests Received to Date: ~155

Progress Report: Bulk Stops

- ▶ Bulk Stops
 - ▶ No easy solutions
 - ▶ Associations/No associations
 - ▶ Bulk stop specific letter
 - ▶ Small size carts for bulk stops
 - ▶ 32 gallon trash and 32 gallon recycling
 - ▶ Site visits

Progress Report: One-Ways/Backdowns

- ▶ One-Ways/Backdowns
 - ▶ No easy solutions
 - ▶ Working with Casella on ideal cart placement locations
 - ▶ Exploring options (ex. Woodman St.)
 - ▶ Stop Specific Letter
 - ▶ Site visits
 - ▶ More to come

Compliance: Approaching Enforcement

Establishing an Enforcement Protocol

In an effort to maintain the City of Concord, NH's PAYT trash bag requirement the General Services Department submits the following rationale and sequence to the Solid Waste Advisory Committee for their consideration. The City's PAYT program keeps costs low by incentivizing waste reduction while also generating PAYT bag revenue for solid waste services. Any and all incidents of non-compliance are done at a cost to the City; both through increased disposal costs as well as lost revenue.

Compliance: Walkthrough

- ▶ Prairie Robotics
- ▶ Hardware/Software Company
- ▶ Identifies PAYT non-compliance
- ▶ Camera funded in FY26
- ▶ Monitoring/Outreach to be included in FY27
- ▶ <https://www.loom.com/share/be199ad98b9941e58201164e75d3b5c9>
- ▶ Handout

Compliance: Developing an Enforcement Protocol

- ▶ Why we ended up where we did.
 - ▶ Two Directions: Service or Financial
 - ▶ Service: Delay in data/Not staffed or equipped properly/Jerky
 - ▶ Financial: Fines/fees, easier to administer, gets more directly to the issue, maintains service
 - ▶ Complications: Notification, landlord/tenant, must be done at the parcel level, "wasn't me"
 - ▶ How to establish? Ordinance fees? Appeals? Payments? Cart removal if unpaid?
 - ▶ Important: EVERY incidence of non-compliance is done so at a cost to the City

Compliance: Approaching Enforcement

Compliance

Through a partnership with Prairie Robotics, a hardware and software firm, the City will be monitoring PAYT compliance through cameras that are attached to collection vehicles. When the camera identifies non-compliance (that being a non-PAYT trash bag), the system will detect the material and flag the service event for manual review. Upon receipt of data sufficiently documenting the non-compliance, the City will assess fines to the property that the cart is associated with in an effort to recoup costs.

Note: The City leverages compliance at the property owner/parcel level.

Compliance: Enforcement Protocol

Proposed PAYT Compliance Fines

Non-compliance Fine: \$30 Fine per Incidence

Reasoning: Up to \$3.20 of revenue lost per bag/Disposal fees/Administrative Costs/Mailing Costs

- Each service event associated with an act of non-compliance will result in the mailing of a communication informing the resident of such an occurrence and that it must be corrected to avoid further fines.
- This communication, in the event of a resident/property owner will also include a bill referencing a fine and due date. Information will also include how fines may be paid and any applicable late fees that may accrue, as well as the interest rate.
- In the event that the property owner information does NOT match the address at which the act of non-compliance occurred, there will be two separate mailings. First, a mailing will be mailed to the resident notifying them of the infraction and that it must be corrected to avoid further fines, and concurrently, the same communication will be mailed to the property owner with a copy of the bill.
- Fines will be due in 30 Days from the date of issue.
- Unpaid fines will accrue interest.
- In the event that PAYT compliance fines are unpaid for a period of 60 days, City Staff (or Casella Representatives) will remove trash and recycling carts, thereby effectively suspending curbside collection to the property until which time the balance is paid.
- Staff ability to waive 1x?

Service Restoration Fee: A fee of \$100 is recommended in order to retrieve carts (may be different serial numbers) and reestablish curbside collection.

Reasoning: Costs associated with cart removal and delivery. Staffing/Equipment concerns!

Note, GSD is still investigating mechanically how this billing will work, including various payment options that may be available.

Compliance: Enforcement Protocol

Appeals Process

In the event a property owner would like to appeal the assessment of a PAYT Compliance Fine, it is recommended that an administrative review process be established whereby a property owner must submit such a request to the Department in writing.

This review would be such that the General Services Director would gather and review the evidence and data related to the incidence or non-compliance, and decide as to whether the grounds for such a fine have been met. Decisions made in such a review will be submitted in writing back to the property owner within 15 days of initial receipt.

Note: GSD is still investigating how mechanically this would work.

Compliance: Considerations

- ▶ No one has done this before
- ▶ The definition of sufficient data
- ▶ Relying on the camera system
- ▶ Staff ability to waive 1x?
- ▶ Non-owner occupied properties
- ▶ Challenges matching cart/serial numbers to particular units
- ▶ "Wasn't me"
- ▶ Risks of high rates of non-compliance
- ▶ Staffing demands for compliance review
- ▶ Labor/Costs associated with producing bills
- ▶ Costs: PCRs
- ▶ Is it worth it?

Compliance: Discussion/Feedback

- ▶ The Department will need any feedback or guidance from the committee between now and the April 2026 SWAC meeting
- ▶ We anticipate including the enforcement protocol in our Pilot Curbside Collection Rules (regardless of your fine/no fine decision) along with other elements of our program planning, seeking an endorsement from the committee at the April 2026 SWAC meeting
- ▶ Any fines or fees recommended by SWAC would then be included in the larger fees annual review by Council (April/May)

Outreach

- ▶ Diversion Webpage
 - ▶ <https://www.concordnh.gov/reduce>
 - ▶ Apparel Impact
- ▶ Automated Collection City Displays
- ▶ Automated Collection Resource Guide
- ▶ Show and Tell Public Events
- ▶ On Cart Materials

Transfer Station Fees

- ▶ Casella
- ▶ Transfer Station is operated completely free from General Fund or Solid Waste Fund support
- ▶ Fees are established by Casella/SWAC informed

Upcoming:

- ▶ April 7th 2026: SWAC
 - ▶ Progress Report
 - ▶ Pilot Curbside Collection Rules Endorsement
 - ▶ FY27 Solid Waste PCRs
- ▶ June 2nd 2026: SWAC
 - ▶ TBD
 - ▶ Placeholder/Topics/Madness

Thank you so much!



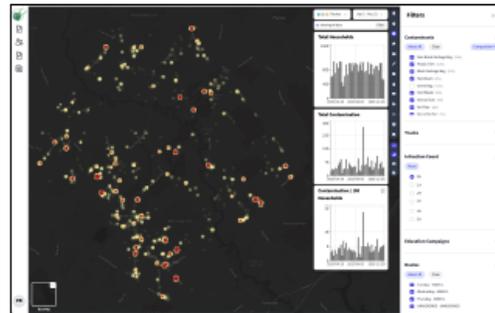
Solution Overview

Empowering Sustainable Communities through Data-Driven Insights

Regional Monitoring

Identify community hotspots and non-compliance trends

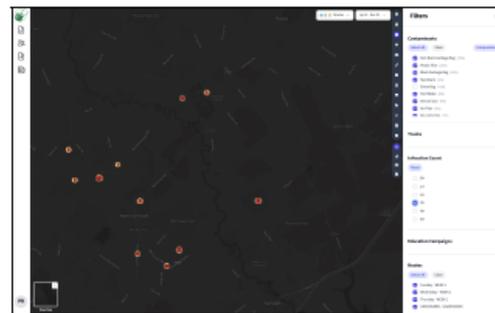
Gain a high-level view of where non-compliance is occurring across your service area. The platform monitors total household participation and contamination over time. The dynamic heatmap allows municipal administrators to monitor total contamination volume alongside household participation rates.



Focused Analytics

Focus resources on the most impactful areas

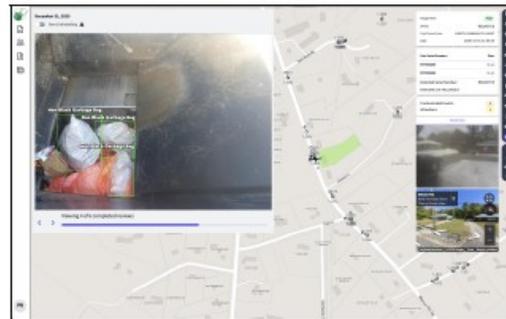
Use filters to isolate specific contaminants like plastic film or yard waste. Identify "repeat offenders" by filtering for households with high infraction counts, such as those with 3+ issues in the last six months. This ensures education efforts are directed where they are needed most.



Service Verification

Verified proof for every collection event

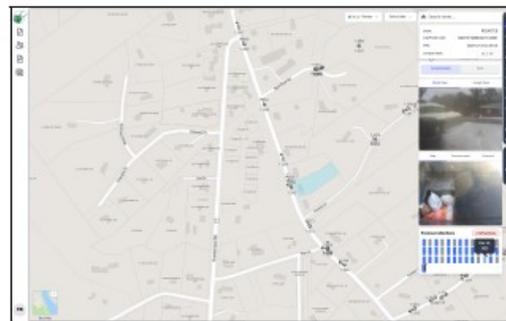
Every infraction is backed by high-resolution visual evidence captured during collection. The "one-click labeling" system allows staff to quickly verify contaminants and link them to specific cart serial numbers and timestamps. This creates a clear digital record for every household infraction.



Household History

Monitor participation and improvement over time

Access a complete history of collection events for any household. An intuitive color-coded calendar displays **compliant collections in blue** and **infractions as red dots**. This summary of the last 6 months helps you determine if a household has repeat issues.

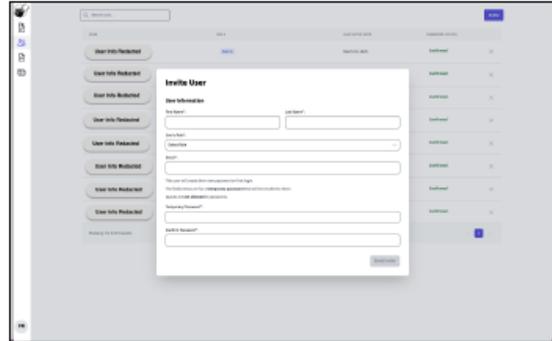
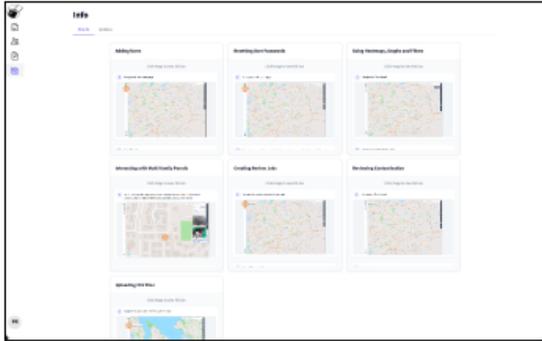


DKI

Platform Management

Secure user management and built-in training

Manage team access through a centralized dashboard where you can invite users and assign specific roles. The platform includes integrated "How-to" tutorials for all core functions, including heatmap analysis and data uploading, ensuring your team is ready to use the system immediately.



DR!