FISCAL YEAR 2025

TEAM KENTUCKY
ENERGY AND ENVIRONMENT CABINET

WASTE TIRE PROGRAM ANNUAL REPORT

PREPARED FOR THE GENERAL ASSEMBLY

DEPARTMENT FOR ENVIRONMENTAL PROTECTION

DIVISION OF WASTE MANAGEMENT

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ENERGY AND ENVIRONMENT CABINET MANDATE

This report has been prepared pursuant to the requirements of KRS 224.50-872 and provides a detailed assessment of the Commonwealth's Waste Tire Program. The report provides a detailed accounting of program revenues and expenditures; evaluates program performance with respect to fostering and sustaining waste-tire market development; and outlines the benefits of the waste tire fee in supporting the Energy and Environment Cabinet's (Cabinet) administration of the program. In addition, the report identifies regulatory and operational considerations affecting program implementation and presents recommendations designed to ensure continued compliance with statutory directives and to enhance overall program effectiveness.

> *KRS 224.50-872 states, "The cabinet shall report to the General Assembly no later than January 15 each year on the effectiveness of the waste tire program in developing markets for waste tires, the amount of revenue generated and the effectiveness of the fee established in KRS 224.50-868 in funding the cabinet's implementation of the waste tire program, to include any waste tire amnesty program established by the cabinet as provided for in KRS 224.50-880(1)(b), whether the fee should be extended, comparative data on the number of waste tires generated each year, the number disposed of, the number of orphan tire piles, and the cost of tire disposal by counties in the Commonwealth."*

HISTORY & PURPOSE OF THE FUND

The Cabinet's statutory framework for waste tire management has evolved significantly since the program's inception. In 1990, the Kentucky General Assembly enacted House Bill 32, establishing the Waste Tire Control Program and creating the Waste Tire Trust Fund (WTTF) for the purpose of eliminating existing waste tire stockpiles and preventing the formation of new sites. The original legislation imposed a fee of one dollar ($1.00) on retailers of new motor vehicle tires sold within the Commonwealth, established standards governing the accumulation and storage of waste tires, and supported the removal of substantial quantities of tires from the environment. Despite these early efforts, hundreds of thousands of tires remained stockpiled due to anticipated future market development for processed tire material. In 1994, the General Assembly extended the program for an additional four years and incorporated a statutory prohibition on the open burning of waste tires.

In 1998, the General Assembly repealed the original Waste Tire Control Program and enacted a revised statutory scheme to modernize and strengthen waste tire management in Kentucky. The updated legislation retained three core components: the one-dollar ($1.00) fee on new motor vehicle tires, the continued administration of the WTTF, and registration requirements for waste tire accumulators. The General Assembly further expanded the program by establishing financial assurance requirements for accumulators, processors, and transports; authorizing grant programs to support the management and beneficial use of waste tires; and requiring the Cabinet to report on program effectiveness. Under this structure, retailers collect the statutory fee from consumers and remit payments monthly to the Department of Revenue (DOR). The Cabinet utilized available

WTTF revenues to implement the waste tire program, including Waste Tire Collection Events (WTCEs), remediation of stockpiles, and grant initiatives intended to enhance waste tire markets. Since 2002, the General Assembly has extended the program during the Regular Session, and in 2018, increased the fee from one-dollar ($1.00) to two-dollars ($2.00). Not all revenue generated from the increased fee is required to be allocated to the waste tire program. In 2024, the General Assembly amended KRS 224.50-868 to extend statutory authorization for the program through June 30, 2026.

In 2011, the General Assembly enacted House Bill 433, establishing the Waste Tire Working Group (WTWG), a Division of Waste Management (DWM) committee. The purpose of the WTWG is to evaluate issues related to waste tire management and to provide recommendations to the Cabinet on measures to strengthen, streamline, or otherwise improve the Commonwealth's waste tire programs. Pursuant to KRS 224.50-855, the WTWG is required to convene at least twice annually, and all meetings are open to the public. The committee consists of two ex officio members from DWM's Recycling and Local Assistance (RLA) Branch and six gubernatorial appointees representing designated stakeholder groups and program interests.

Current membership of the WTWG:

Director, DWM or Designee	Derek Polly, Branch Manager, RLA (ex-officio)
Manager, RLA Branch or Designee	Donny Atha, RLA (ex-officio)
Kentucky Department of Agriculture Representative	Vacant
Kentucky Solid Waste Coordinator Representative	Bryan Miles (Grant Co.)
Kentucky Solid Waste Coordinator Representative	Sherri McDaniel (Woodford Co.)
Mayor Representative	Todd Depriest (City of Jenkins)
County Judge/Executive Representative	Shane Gabbard (Jackson Co.)
Private Retail Tire Sales Representative	Pending appointment

The next WTWG meeting is tentatively scheduled for Spring 2026. The timing reflects the recent turnover of several appointed members. It is intended to allow sufficient opportunity for the appointment, onboarding, and orientation of new appointees to ensure complete and effective participation in the group's deliberations.

REVENUE

Precise data on statewide replacement tire sales are not publicly available; however, based on national sales figures and Kentucky-specific indicators, including population, gasoline consumption, and vehicle registration data, it is estimated that approximately 4.2 million new replacement tires are purchased annually within the Commonwealth. Over the last three (3) fiscal years, Kentucky received an average of $7.1 million per year from the motor vehicle retail tire fee.

Figure 1 illustrates a three-year summary of tire receipts and other revenues deposited into the WTTF.

There are several possibilities for why not all fees are collected, including:

- *Not all retailers collect and remit the proper amount of tire fees;*
- *Fees are not paid by some trucking companies when large quantities of tires are purchased through fleet sales from wholesale companies;*
- *KRS 224.50-868(3) authorizes the DOR to collect the new tire fee. DOR is paid a flat annual fee of $50,000; and*
- *The tire fee may be collected with other taxes and fees. Some fees may be inadvertently misallocated to the wrong fund's ledger. This has occurred in at least one other state and was detected when their collection mechanism changed.*

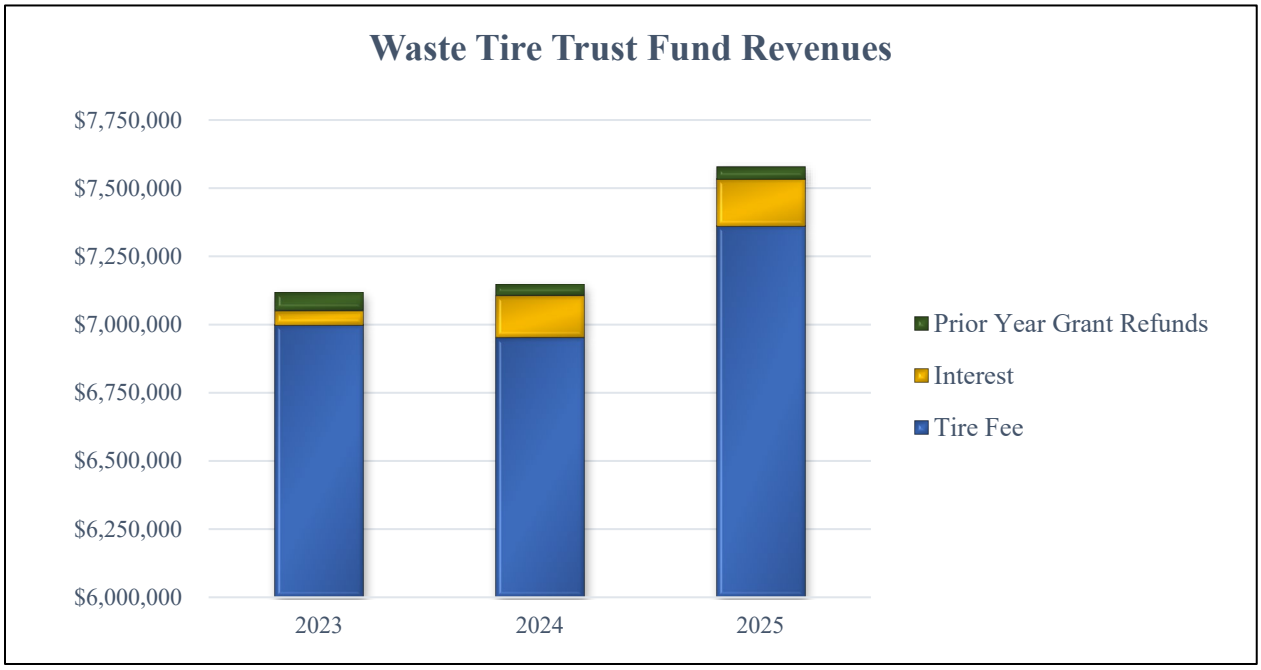

Figure 1. Waste Tire Trust Fund Revenues Fiscal Years 2023-2025

EXPENDITURES

Receipts deposited into the WTTF are utilized by the Cabinet to support multiple statutory and programmatic activities associated with waste tire management. These activities include WTCEs, direct grant allocations to counties, crumb rubber and tire-derived product (CR/TDP) grants, rubber modified asphalt (RMA) grants, and the remediation of waste tire dump sites. During Fiscal Year 2025 (2025), Kentuckians generated an estimated 59,100 tons, equivalent to approximately 4.2 million passenger tire equivalents (PTEs) of waste tires. For reporting consistency, waste tires are measured using the PTE metric, which represents the average weight of a standard passenger

vehicle tire. Of this total, the Commonwealth and its counties collectively managed approximately 15.1 percent, while the private sectors accounted for the remaining 84.9 percent. Figure 2 presents a three-year summary of expenditures from the WTTF.

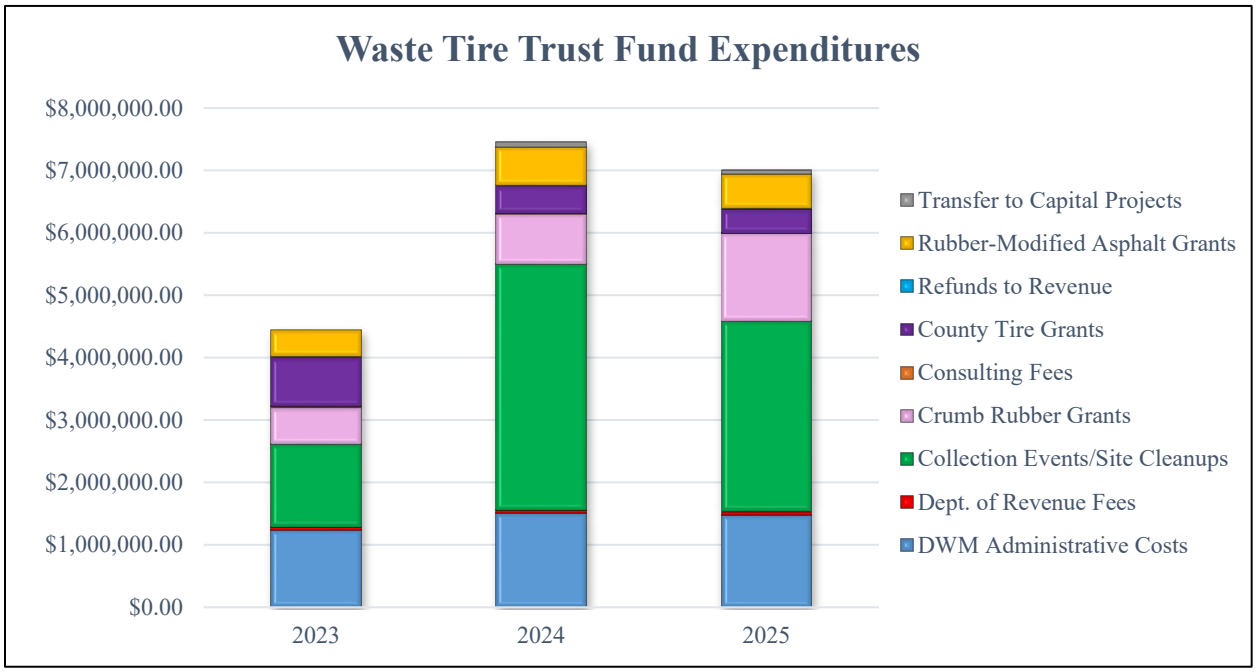

Figure 2: Waste Tire Trust Fund Expenditures Fiscal Years 2023-2025

WASTE TIRE COLLECTION EVENTS AND DUMP CLEANUPS

The WTCE program, formerly referred to as "tire amnesty," was established in 1998 as part of the Cabinet's ongoing statutory mandate to remove waste tires and reduce associated environmental and public health risks across the Commonwealth. WTCEs are conducted on a rotating three-year cycle covering all 120 Kentucky counties. Under this structure, each county is responsible for providing an appropriate site and coordinating necessary logistical support for a three-day collection event that is open to both private citizens and businesses, excluding commercial tire dealers and automotive scrap yards. The Cabinet contracts for the transportation of collected tires to an approved processor, where materials are managed and recycled into products such as tire-derived fuel (TDF) or ground rubber.

Since the program's inception, WTCEs have facilitated the removal and proper management of approximately 29.2 million PTEs, at a cumulative program cost of roughly $33.6 million. A light truck tire typically weighs 35-38 pounds, or approximately 1.5 PTEs, while a medium truck tire (e.g., tractor-trailer tires) weighs approximately 120-125 pounds, or 5 PTEs. The conversion of tires into uniform weight units (80 PTE = 1 ton) supports accurate comparison of waste tire generation and recycling market data, which are tracked on a tonnage basis. Historical data shows

that average weights have varied between 17 and 25 pounds, depending on the prevailing vehicle fleet composition.

During FY2025, the Cabinet conducted WTCEs for the Bluegrass, Lincoln Trail, and Lake Cumberland Area Development Districts (ADDs). In addition to WTCE activities, the Cabinet remediated multiple unauthorized waste tire disposal sites during the reporting period. These events and cleanups resulted in the collection of 884,452 PTEs at a total program cost of $3,058,851. This expenditure is included in the "Collection Events/Site Cleanups" category shown in Figure 2.

WTCEs scheduled for FY2026 include Buffalo Trace, FIVCO, Cumberland Valley, Gateway, Big Sandy, and Kentucky River ADDs. Historical WCTE collection charts for each ADD, from program inception through the most recent cycle, are provided in Appendix D. Consistent with long-term program trends, initial collection rounds for each ADD yielded the highest volumes, followed by declining totals as legacy stockpiles were eliminated. Several ADDs have demonstrated slight increases in recent cycles, likely reflecting normal fluctuations in market conditions and disposal behavior.

COUNTY GRANTS

Counties are provided an annual "Direct Grant" to manage waste tires. This grant pays for transportation and recycling or disposal. The Cabinet increased the annual direct tire grant amount to counties from $3,000 to $4,000 in 2015. The Cabinet awarded $380,000 to 95 counties in FY2025 Direct Tire Grants (Appendix A*). Counties returned $55,028.85 of unspent state grant funds but spent $63,051.16 of their own money toward waste tire remediation. This totals $443,051.16 of both state and county funding to dispose of or recycle 205,731 PTEs for an average cost of $2.15 per PTE. See Appendix A for details on the most recent cycle of Direct Tire Grants. See Appendix A for details on the most recent cycle of Direct Tire Grants.

The CR/TDP Grant funds the purchase of tire-derived materials or products for landscaping projects, poured-in-place playgrounds, walking trails, horse trailer or stall mats, tree wells, picnic tables, benches, and other products utilizing recycled Kentucky tires. Since 2004, the Commonwealth has awarded 827 grants totaling over $13.3 million, primarily to schools and municipalities, for projects using CR/TDP. The Cabinet awarded $1.4 million in FY2025 CR/TDP Grants. See Appendix B for details on the most recent cycle of CR/TDP Grants.

RMA Grants pay for the application of RMA, requiring counties to fund the installation of an equivalent area of standard asphalt on a similar road. RMA involves amending standard asphalt with crumb rubber derived from recycled waste tires. Chip-seal is a pavement surface treatment that combines one or more layers of liquid asphalt with one or more layers of fine aggregate, while thin asphalt overlay consists of a new layer of asphalt applied over an existing asphalt surface. The performances of the standard and RMA paving are monitored and compared over a five-year period. The purpose of this grant is to encourage recycling of Kentucky tires, demonstrate the

benefits of RMA, collect performance data for the different types of asphalt, and create opportunities for county governments and paving contractors to gain experience working with RMA. Since the RMA grants were initiated, the WTTF has funded 57 different road projects totaling $5,581,068.69 to counties for RMA paving. During FY2025, $556,853 was expended on four grant-funded projects. This grant is expected to continue in 2026, and we expect program changes in the coming years to accommodate more applicants each year, based on funding availability. Appendix C includes grant recipient information.

Data for 2025 RMA projects is not yet available, but all projects from 2024 passed tests to meet existing Kentucky Transportation Cabinet (KYTC) standard specifications. These tests, which compared RMA surfaces to conventional asphalt surfaces of similar area, included compaction density, asphalt content, voids, rutting, and performance grade (resistance to hot and cold weather under load; Appendix C).

Photo 1. RMA Paving Project, Crocus Road, Russell County
Photo by Jon Durbin

MARKET DEVELOPMENT

The WTTF helps support the continued removal of waste tires from the environment to prevent fires and reduce breeding grounds for mosquitoes. The Cabinet has removed waste tires from the environment, funded CR/TDP grant projects, and assisted in developing markets for waste tires. The U.S. Tire Manufacturers Association has placed emphasis on the importance of waste tire

cleanups in relation to threats borne by mosquitoes carrying the Zika virus. Waste tires are a haven due to their ability to retain heat, collect water, and offer protection from predators.[1]

Photo 2. Robertson County Waste Tire Collection Event
Photo by Jenny Carr

The statewide recycling rate for tires was 77.4 percent for 2025 compared to 78.2 percent for 2024. This figure is comparable to the 78.6 percent national average in the U.S. for 2023, the latest available national data. However, national recycling rates are declining and Kentucky's 2025 rate is comparable to 2023 national projections. The Commonwealth increased its recycling rate initially by working to increase the in-state TDF market, but this market is being negatively impacted in Kentucky, and nationally, by decreased solid fuel usage in general, increased competition from low-cost natural gas, international manufacturing competition, and environmental regulations unfavorable to coal and other solid fuels like TDF. The Cabinet has expanded and broadened its market development efforts, using grants to encourage the use of ground rubber in several major applications. It is appropriate for the Cabinet to consider additional efforts to increase the reuse percentage in the future through the diversification of markets. TDF is expected to remain one of the largest end-uses of waste tires for the foreseeable future. Ground tire rubber is considered a higher-end market than TDF because properties of the original tire are carried forward to the new product, rather than the use of a one-time energy value of the waste tire as TDF. Additional market development efforts for civil engineering applications of tire-derived aggregate (TDA) in highway, landfill, foundation backfill, and similar projects could enhance market diversification, offsetting the potential for additional future declines in TDF markets.

[3] *Recycling Today*, October 3, 2016, Recycling Today Staff, www.recyclingtoday.com/article/rubber-manufacturers-tire-piles-declined/

TDF applications include use in boilers at paper mills, cement kilns, and utilities that use processed tires as a supplemental energy resource, displacing a small percentage of coal usage. These facilities are required to operate in full compliance with all applicable federal, state, and local environmental regulations. The largest ground rubber applications include playground safety cushioning, colored landscape mulch, and athletic fields. RMA is a smaller but growing application for ground rubber.

The Cabinet has conducted the following to gather information about the Commonwealth's waste tire recycling markets, generation, and other data required for this report:

- Obtaining recycling market information from each major in-state processor;
- Compiling the total tonnage of disposal of waste tires and processing wastes from each landfill;
- Separating tires collected in Kentucky from those collected out-of-state based on processor records and knowledge;
- Identifying and contacting out-of-state processors believed to collect tires from Kentucky and/or supplying TDF to end users in Kentucky; and
- Contacting users of the tire products to verify receipt of processed tires and landfill owners to verify disposal amounts.

Based on this analysis, a brief summary of Kentucky's major markets in 2025 compared to 2023 national markets shows:

- TDF is one of the largest Kentucky markets at 25.1 percent, below the national average of 31.8 percent in 2023.[2] Total TDF usage in Kentucky has fluctuated over the past 10 years, but has remained strong compared to many other regions of the country. Usage by East Kentucky Power Cooperative (EKPC) has remained strong and has the potential to increase. The Owensboro Municipal Utility (OMU) power boiler and the New Page paper mill historically used TDF, but both have been permanently closed due to competitive and economic factors. Cemex has continued to use TDF steadily. Large TDF users typically utilize both in- and out-of-state waste tires, so large swings in volume are not always reflected in the calculation of TDF as a percentage of the market for Kentucky-generated tires;
- Kentucky's ground rubber applications were its largest market in 2025 at 29.5 percent, exceeding the national average of 27.6 percent, for a range of applications including landscape mulch, playground cushioning, synthetic turf infill, and rubber modified asphalt;

[2] U.S. Tire Manufacturers Association, 2023 Summary

- Kentucky's civil engineering applications used 1.4 percent compared to the national average of 5.5 percent. This market segment offers substantial opportunity for growth, but will require technical and educational efforts;
- Kentucky's by-products markets increased from 13.3% in 2024 to 15.5% in 2025. Examples include production of blasting mats from tire treads, silage cover weights made from tire sidewalls, and sale of reinforcing wire removed during tire processing
- Limited but stable volume in reselling used tires; and
- Landfill disposal of tires generated in Kentucky increased slightly from 21.8 percent in 2024 to 22.6 percent in 2025 due to lower cumulative markets.

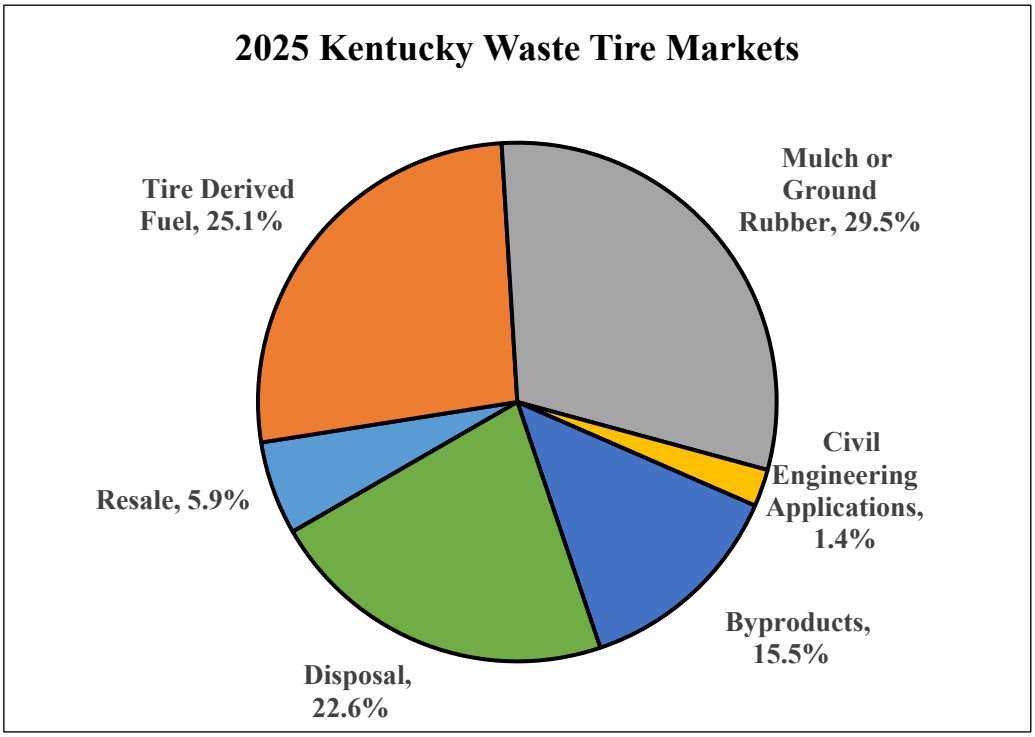

Figure 3. 2025 Kentucky Waste Tire Markets

Kentucky has transitioned from no in-state markets in 2000 to a point where potentially all TDF produced in Kentucky could be consumed in constructive applications. The Cabinet is involved in several initiatives to encourage TDF market growth, providing both grant funding and technical assistance. There are several success stories in this field, a few of which are mentioned below:

- In 2001, Kentucky spent $454,276 on capital equipment to assist OMU in using TDF. Although their contractual obligation expired in 2004, OMU continued to use TDF. Its consumption was limited after 2016 by power generation equipment outages, as well as economic and other operational factors. Their boiler using TDF was permanently shut

down in 2019 due to a major scheduled maintenance expense and poor economics, but the cumulative consumption of TDF greatly exceeded their contractual obligation. In 2001, TDF production in Kentucky was an estimated 1.1 million tires, all shipped out of state because there were no in-state users. In 2025, TDF users in Kentucky consumed roughly 3.1 million PTEs, about 1.5 million of which were produced from tires generated in Kentucky. Some TDF still crosses into and out of Kentucky based on regional markets and transportation logistics.

- Kosmos Cement, purchased by Eagle Materials in 2020, began using whole tires as TDF in 2010, and has added the use of tire chip TDF to become one of the two largest in-state users. The company uses a unique tire machine to toss whole tires into the center of the kiln for more efficient burning. The reinforcing wire in the tire is incorporated into the clinker product as iron. Compliance air emission testing revealed no significant change in emissions from using waste tires and coal as opposed to only coal. In fact, nitrogen oxide emissions, a major greenhouse gas (GHG), were reduced by 37 percent when using TDF with coal.[3] By increasing the use of tire chips, in addition to whole tires, Kosmos is further increasing its capacity for recovering the energy from tires, so additional growth is possible, but is dependent on competitive economics. An automated whole tire feeding system could improve economics and allow increased whole tire usage.
- EKPC is another progressive company using TDF. The Cabinet submitted a letter in support of EKPC's petition to the Public Service Commission (PSC) during 2012 to use the Fuel Adjustment Clause for TDF, which was granted in 2013. Use of the provision allows for quicker recovery of TDF costs from the electrical customer and makes the use of alternative fuels more economical. EKPC has become one of the largest TDF users, potentially using up to 4 million PTEs per year to provide two to four percent of its energy requirements. The operating rates for this efficient, environmentally sound fluidized bed boiler can be impacted by low-cost natural gas boilers. EKPC has made changes to allow additional TDF usage depending on the availability of the high-quality TDF required in the facility.

The use of TDF helps further the use of coal as it makes the fossil fuel more environmentally friendly. According to the United States Environmental Protection Agency (EPA), GHG emissions can be reduced as a co-benefit of the use of secondary materials. Specifically, TDF combustion results in slightly lower GHG emissions per British Thermal Unit (BTU) than coal, and when considering emissions related to the extraction and processing of coal, this difference becomes even more significant. Similarly, TDF combustion generates a slightly lower volume of particulate matter per BTU compared to coal.[4]

[3] *Cement Kiln Burns Scrap Tires*, The Courier-Journal, November 26, 2012
[4] 76FR15494, 40 C.F.R. Part 241, EPA, Identification of Non-Hazardous Secondary Materials that Are Solid Waste, Final Rule, March 21, 2011, *Federal Register*

Substituting TDF for coal would also help avoid an estimated 0.246 lbs./million BTUs of particulate matter associated with the extraction and processing of the coal. Multiplying the 2025 use of TDF with coal in Kentucky by these factors shows a savings of over 4,000 tons of carbon dioxide and 46 tons of particulate matter not emitted this year. The use of TDF to reduce certain pollutants makes the use of coal more environmentally viable as we transition to alternative energy sources.

Manufacturing ground rubber and mulch from Kentucky tires increased from an essentially nonexistent product in 1998 to 1.7 million PTEs in 2025. Liberty Tire Recycling, LLC, in Union County, manufactures a large quantity of colored mulch for retail outlets, including Lowe's, Home Depot, and Walmart. Dalton Tire Recycle, in Boyd County, produces ground rubber for playgrounds and horse arenas. Porter's Tire and Auto Service, in Carter County, initiated crumb rubber and rubber mulch production in 2013. Ground tire rubber used in RMA is emerging nationally as an important market. The Cabinet promotes this type of asphalt as an additional option to increase scrap tire recycling and has offered the RMA grant since 2016. This grant is applied as a reimbursement to county or urban-county government recipients for paving a segment of roadway with RMA.

Market diversity is a critical component of successful waste tire management programs. Kentucky has developed diverse product markets, producing TDF and ground rubber products, representing approximately 50 percent of Kentucky's waste tire generation. However, developing civil engineering markets for shredded tires could further enhance the diversity of Kentucky's markets, providing constructive applications for shredded tires that are currently landfilled. Additionally, when considering possible new areas for growth in waste tire markets, it should be noted that in 2017, Kentucky ranked second in the U.S. for car and truck production per capita.[5] The Commonwealth could consider assisting the three major Kentucky automotive manufacturers in using waste tire ground rubber in molded automotive parts to expand this important potential application.

MARKET DYNAMICS

Due to the volatile nature of the scrap tire market, it is not uncommon for tire processors to quickly accumulate more tires than they can reasonably manage during peak times, processing equipment outages, or changes in product markets. When shredded tires are improperly stored, specifically in large, deep compacted piles, the possibility of auto-ignition exists. When a large pile of whole or shredded tire material ignites, it is extremely difficult to extinguish. Permitted tire processors are required to have a bond equal to $1.00 per on-site PTE, with a minimum of $10,000. A common problem with this system is that facilities often bond for the minimum amount, then accumulate well over 10,000 tires, resulting in circumstances where their bond is inadequate to cover a required cleanup. In addition to stronger enforcement of the bonding requirement, a solution for

[5] Mark Crawford, *Big Manufacturing Investments Keep Kentucky's Automotive Industry Rolling Along*, https://www.areadevelopment.com/stateResources/kentucky/big-manufacturing-investments-kentucky-automotive-industry.shtml

consideration could be realized by funding the remediation of tire fires, including a statutory increase in the amount of the bond required. The bond amount in KRS 224.50-862 could be increased from $1.00 per tire to $1.50 to cover cleanup costs. Similar to other states, the legislature could consider requiring an actual cost estimate for closure to determine the amount of the financial assurance requirement.

A potential problem for tire processors is the maturation of national TDF markets, reflecting a general downturn in U.S. manufacturing and a reduction in coal usage. Unlike many states, Kentucky's TDF market remains robust and has ongoing potential to continue as a major use of waste tires for the Commonwealth. However, use of all solid fuels, including coal and TDF, is expected to decline in the future. Continuing efforts to further diversify markets are critical to maintaining a high rate of constructive utilizations of waste tire resources.

FUTURE OF THE FUND

The waste tire program exemplifies the Cabinet's mission of protecting human health and the environment by encouraging waste reduction, reuse, and recycling. The WTTF supports statewide WTCEs, remediates large tire piles, provides direct grants to counties, and promotes market development for TDF and ground rubber. If the new tire fee is not extended, program funds will not be available to Kentucky businesses involved in tire processing, and remediation would be negatively affected.

A total of 36 states have mandated tire fees[6]. These fees are collected in different ways, but 31 of the 36 add a fee to retail tire sales. Some state fees are as low as $0.25, but most are in the $1 to $3 range. A total of five states charge a fee per vehicle registration, ranging from $1.50 to $5.00 per vehicle. Hawaii's fee is collected by an importer.

Over the years, there have been several examples of states that discontinued their tire fee programs with negative results. Washington state and Missouri have since reinstated their tire fee to address these problems. Oregon, Wisconsin, Idaho, and Texas are examples of states that discontinued tire fees and experienced problems such as increased stockpiles, decreased monitoring of processors and haulers, and a decline in waste tire recycling markets, leading to lower tire recycling rates.[7]

In addition to the repercussions discussed above, the following impacts could happen in Kentucky as a result, if the fee were to expire:

- Counties would not receive the $4,000 annual grant to clean up abandoned waste tires;
- Rural areas would be impacted by abandoned waste tires on farms and roadsides;
- Counties might be unable to rely on the Commonwealth for tire pile remediation; and
- Market development would likely cease.

[6] "2023 End-of-Life Tire Management Report", U.S. Tire Manufacturers Association

[7] *Waste Tire Management Program Closure-Precedents/Experience in Other States*, Terry Gray, TAG Resource Recovery, Inc, Houston, TX 2011

The waste tire program faces many challenges, common to similar programs throughout the country:

- It is probable that some retailers collect disposal fees and stockpile waste tires until a WTCE is conducted in their area, or otherwise mismanage their waste tires.
- Individuals have chosen to retain their waste tires to avoid additional fees charged by tire retailers for waste tire disposal, taking these tires out of the recycling stream. Some of these tires may later be mismanaged, burdening counties with continued waste tire management issues.

It has been reported that some tire retailers charge higher tire disposal/recycling fees to discourage individuals from leaving waste tires with the retailer, compared to the average $1.50 to $2.50 fee. As an alternative, this situation could be improved by requiring the disposal price to be included separately and alongside the sale price and tire fee or list the actual statewide average disposal rate on a notice and allow the free market to manage the situation.

Many tires collected by registered waste tire transporters are still being legally disposed of in landfills rather than being recycled. It is less capital intensive to cut or shred and landfill a tire, than to install equipment required to produce a recyclable product. Some states have corrected this problem by banning all tire material, including cut or shredded tires, from landfills except for pre-approved construction applications within landfills.

Statewide coverage by reputable tire processing facilities is essential for the free market to work. Long transportation distances translate into higher costs that keep tire recycling from being economically feasible.

Aligning the reporting schedule of the WTTF within the state budget cycle of two fiscal years could improve the efficiency of the report. A revision to KRS 224.50-872 from annually to a two-year reporting cycle would become necessary.

In conclusion, the Energy and Environment Cabinet strongly recommends that the General Assembly extend the new tire fee and continue the waste tire program.

CREDITS & ACKNOWLEDGEMENTS

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This annual report is intended to provide a concise set of facts and measurements to support environmental decision making. We welcome your questions and comments to the contacts below:

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2025

APPENDICES

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APPENDIX D: WASTE TIRE STATISTICS HISTORY BY AREA DEVELOPMENT DISTRICT

APPENDIX A: 2025 Waste Tire Grants*

County	Award	Funds Spent	Funds Returned	Number of PTEs
Adair Co.	$ 4,000.00	$ 2,037.00	$ 1,963.00	601
Allen Co.				
Anderson Co.	$ 4,000.00	$ 3,196.00	$ 804.00	1,088
Ballard Co.	$ 4,000.00	$ 4,796.39	$ -	3,819
Barren Co.	$ 4,000.00	$ 4,001.90	$ -	826
Bell Co.	$ 4,000.00	$ 2,393.50	$ 1,606.50	886
Boone Co.	$ 4,000.00	$ 4,000.00	$ -	1,800
Bourbon Co.				
Boyd Co.	$ 4,000.00	$ 4,269.00	$ -	1,077
Boyle Co.	$ 4,000.00	$ 4,277.77	$ -	1,125
Bracken Co.	$ 4,000.00	$ 4,082.50	$ -	935
Breathitt Co.	$ 4,000.00	$ 4,010.00	$ -	2,110
Breckinridge Co.	$ 4,000.00	$ 2,982.00	$ 1,018.00	1,235
Bullitt Co.	$ 4,000.00	$ 5,499.25	$ -	2,608
Butler Co.	$ 4,000.00	$ 4,995.30	$ -	1,180
Caldwell Co	$ 4,000.00	$ 4,420.41	$ -	3,900
Calloway Co.				
Campbell Co.	$ 4,000.00	$ 6,106.00	$ -	5,265
Carlisle Co.				
Carroll Co.	$ 4,000.00	$ 4,400.00	$ -	1,725
Carter Co.				
Casey Co.	$ 4,000.00	$ 4,219.00	$ -	1,229
Christian Co.	$ 4,000.00	$ 5,905.97	$ -	2,121
Clark Co.				
Clay Co.	$ 4,000.00	n/a	n/a	n/a
Clinton Co.	$ 4,000.00	$ 5,033.50	$ -	1,406
Crittenden Co.	$ 4,000.00	$ 5,501.50	$ -	6,500
Cumberland Co.	$ 4,000.00	$ -	$ 4,000.00	0
Daviess Co.	$ 4,000.00	$ 5,434.80	$ -	3,882
Edmonson Co.				
Elliott Co.	$ 4,000.00	$ 7,645.00	$ -	1,709
Estill Co.	$ 4,000.00	$ 783.00	$ 3,217.00	257
Fayette Co.	$ 4,000.00	$ 4,000.00	$ -	2,480

County	Award	Funds Spent	Funds Returned	Number of PTEs
Fleming Co.	$ 4,000.00	$ 1,960.00	$ 2,040.00	392
Floyd Co.	$ 4,000.00	$ 4,235.00	$ -	1,210
Franklin Co.	$ 4,000.00	$ 2,980.00	$ 1,020.00	233
Fulton Co.				
Gallatin Co.	$ 4,000.00	$ 7,606.31	$ -	2,429
Garrard Co.				
Grant Co.	$ 4,000.00	$ 4,655.00	$ -	4,659
Graves Co.	$ 4,000.00	$ 9,000.00	$ -	8,400
Grayson Co.	$ 4,000.00	$ 4,033.50	$ -	1,547
Green Co.	$ 4,000.00	$ 623.50	$ 3,376.50	215
Greenup Co.	$ 4,000.00	$ 12,735.00	$ -	5,093
Hancock Co.				
Hardin Co.	$ 4,000.00	$ 4,291.00	$ -	1,480
Harlan Co.	$ 4,000.00	$ 39,204.18	$ -	12,063
Harrison Co.	$ 4,000.00	$ 4,068.50	$ -	1,682
Hart Co.				
Henderson Co.	$ 4,000.00	$ 1,737.18	$ 2,262.82	2,205
Henry Co.	$ 4,000.00	$ 149.00	$ 3,851.00	76
Hickman Co.	$ 4,000.00	$ 3,887.74	$ 112.26	3,295
Hopkins Co.				
Jackson Co.				
Louisville-JCMG				
Jessamine Co.	$ 4,000.00	$ 5,392.50	$ -	1,615
Johnson Co.	$ 4,000.00	$ -	$ 4,000.00	0
Kenton Co.	$ 4,000.00	$ 6,300.00	$ -	4,800
Knott Co.				
Knox Co.	$ 4,000.00	$ 4,234.00	$ -	1,502
LaRue Co.	$ 4,000.00	$ 1,945.68	$ 2,054.32	2,300
Laurel Co.				
Lawrence Co.	$ 4,000.00	$ 4,638.00	$ -	1,018
Lee Co.	$ 4,000.00	$ 5,604.00	$ -	1,644
Leslie Co.	$ 4,000.00	n/a	n/a	n/a
Lewis Co.	$ 4,000.00	n/a	n/a	n/a
Letcher Co.				

County	Award	Funds Spent	Funds Returned	Number of PTEs
Lincoln Co.	$ 4,000.00	$ 792.00	$ 3,208.00	237
Livingston Co.	$ 4,000.00	$ 6,701.20	$ -	4,480
Logan Co.	$ 4,000.00	$ 5,160.00	$ -	1,840
Lyon Co.	$ 4,000.00	$ 3,370.84	$ 629.16	2,600
Madison Co.	$ 4,000.00	$ 3,612.50	$ 387.50	1,260
Magoffin Co.				
Marion Co.	$ 4,000.00	$ 3,981.75	$ 18.25	398
*Marshall Co.	$ 4,000.00	$ 5,382.55	$ -	1,763
Martin Co.	$ 4,000.00	$ 4,400.00	$ -	902
Mason Co.	$ 4,000.00	$ 11,200.00	$ -	6,973
McCracken Co.	$ 4,000.00	$ 2,500.00	$ 1,500.00	1,300
McCreary Co.	$ 4,000.00	$ 4,279.50	$ -	1,125
McLean Co.	$ 4,000.00	$ 4,007.14	$ -	2,600
Meade Co.	$ 4,000.00	$ 5,561.00	$ -	2,332
Menifee Co.				
Mercer Co.	$ 4,000.00	$ 4,318.00	$ -	1,443
Metcalfe Co.	$ 4,000.00	$ 1,266.80	$ 2,733.20	296
Monroe Co.	$ 4,000.00	$ 4,001.00	$ -	1,541
Montgomery Co.	$ 4,000.00	$ 2,000.00	$ 2,000.00	508
Morgan Co.				
Muhlenberg Co.				
Nelson Co.	$ 4,000.00	$ 4,643.80	$ -	2,996
Nicholas Co.				
Ohio Co.	$ 4,000.00	$ 3,600.00	$ 400.00	4,200
Oldham Co.	$ 4,000.00	$ 5,250.00	$ -	1,702
Owen Co.	$ 4,000.00	$ 4,952.00	$ -	2,080
Owsley Co.	$ 4,000.00	$ 4,000.00	$ -	1,500
Pendleton Co.	$ 4,000.00	$ 5,077.75	$ -	3,159
Perry Co.	$ 4,000.00	$ 8,532.00	$ -	3,555
Pike Co.	$ 4,000.00	$ 4,000.00	$ -	2,200
Powell Co.	$ 4,000.00	$ 4,084.00	$ -	1,310
Pulaski Co.	$ 4,000.00	$ 3,494.40	$ 505.60	1,456
Robertson Co.				
Rockcastle Co.	$ 4,000.00	$ 4,045.00	$ -	1,654

County	Award	Funds Spent	Funds Returned	Number of PTEs
Rowan Co.	$ 4,000.00	$ 4,004.00	$ -	1,104
Russell Co.	$ 4,000.00	$ 2,667.00	$ 1,333.00	771
Scott Co.	$ 4,000.00	$ 1,473.60	$ 2,526.40	335
*Shelby Co.	$ 4,000.00	$ 6,075.00	$ -	2,724
Simpson Co.	$ 4,000.00	$ 790.70	$ 3,209.30	191
Spencer Co.	$ 4,000.00	$ 12,000.00	$ -	4,796
Taylor Co.	$ 4,000.00	$ -	$ 4,000.00	0
Todd Co.	$ 4,000.00	$ 3,428.26	$ 571.74	2,500
Trigg Co.	$ 4,000.00	$ 13,842.20	$ -	11,830
Trimble Co.	$ 4,000.00	$ 4,000.00	$ -	697
Union Co.	$ 4,000.00	$ 10,827.08	$ -	5,200
Warren Co.	$ 4,000.00	$ 3,748.70	$ 251.30	1,973
Washington Co.	$ 4,000.00	$ 5,133.20	$ -	2,504
Wayne Co.	$ 4,000.00	$ 3,570.00	$ 430.00	1,289
Webster Co.	$ 4,000.00	$ 4,727.31	$ -	1,751
Whitley Co.				
Wolfe Co.	$ 4,000.00	$ 4,261.00	$ -	1,282
Woodford Co.	$ 4,000.00	$ 5,020.00	$ -	1,752
Totals	**$ 380,000.00**	**$ 443,051.16**	**$ 55,028.85**	**205,731**

*Totals reflect counties that have reported as of 10/24/2025.

APPENDIX B: 2025 Crumb Rubber/Tire-Derived Products Grants

APPLICANT	PROJECT BY LOCATION	GRANT AMOUNT
Adair	Adair County Fiscal Court, Jim Blair Center – Park Benches and Picnic Tables (Including Wheelchair Accessible)	$8,000
Ballard	City of Barlow, Moore Boulevard Development – Poured-In-Place Walking Trail	$26,200
Barren	City of Cave City – Floyd Collins Trail and Cave City Cemetery – Park Benches	$3,900
Boyd	Boyd County Fiscal Court, Armco Park – Poured-In-Place Playground	$39,000
Bracken	City of Augusta, Sunset Park – Park Benches and Picnic Tables	$3,400
Breathitt	Breathitt County Fiscal Court, Elk Viewing Station Campground – Park Benches and Picnic Tables	$7,900
Butler	Butler County Board of Education, Morgantown Elementary School – Picnic Tables (Including Wheelchair Accessible)	$12,300
Campbell	Campbell County Board of Education, Grant's Lick Elementary School – Poured-In-Place Playground	$81,000
Christian	City of Hopkinsville, Rotary Park – Poured-In-Place Playground	$150,000
Edmonson	Edmonson County Board of Education, South Edmonson Elementary School – Poured-In-Place Path from Playground to Basketball & Kickball Courts	$8,000
Floyd	Floyd County Fiscal Court, Betsy Layne Community Park – Poured-In-Place Playground	$41,000
Greenup	Greenup County Fiscal Court, Little Sandy Boat Ramp – Park Benches and Picnic Tables	$35,200
Henderson	City of Corydon, Crawford Field – Poured-In-Place Playground and Park Benches	$15,000
Henderson	City of Henderson, East End Park – Poured-In-Place Playground	$35,000
Jefferson	City of Middleton, Wetherby Park – Park Benches	$3,000
Jefferson	Our Savior Lutheran School – Poured-In-Place Playground	$94,100
Jefferson	Jefferson County Board of Education, Barret Traditional Middle School – Park Benches and Picnic Tables	$7,400

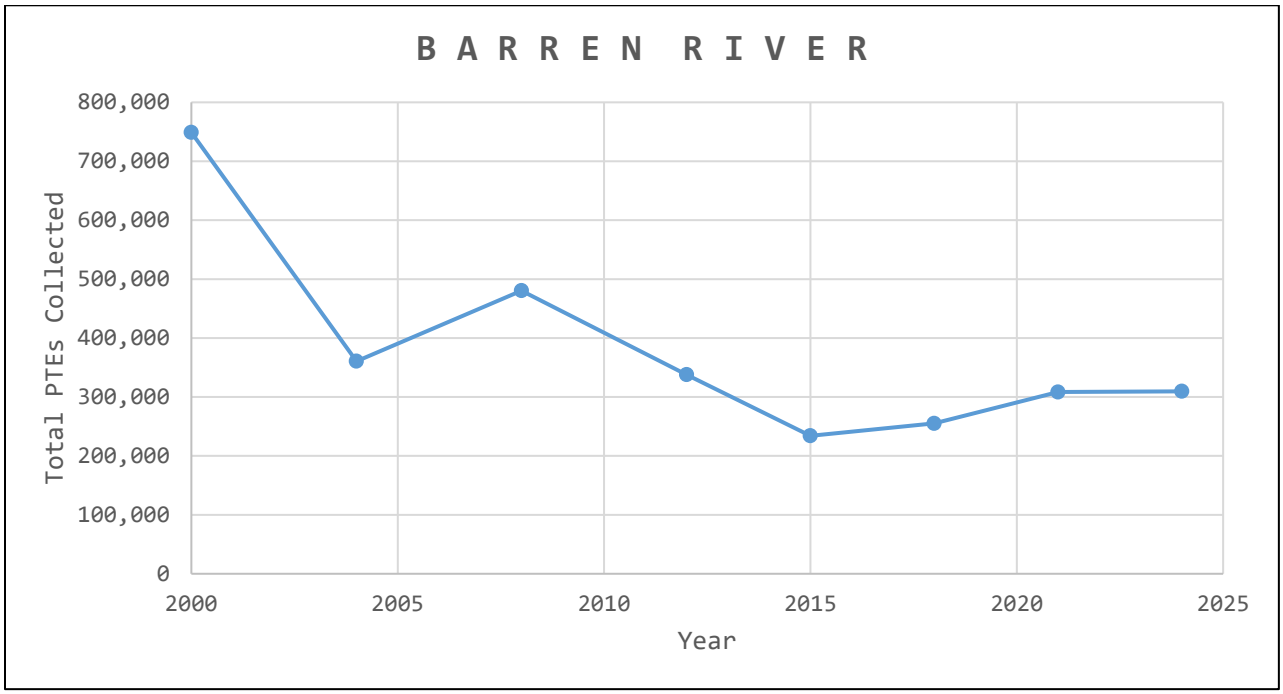
Kenton	Covington Independent Board of Education, Ninth District Elementary School – Park Benches	$1,000
Kenton	City of Independence, Memorial Park – Poured-In-Place Playgrounds (2)	$90,000
LaRue	LaRue County Fiscal Court, County Courthouse – Picnic Table	$1,800
Laurel	City of London, Mill Street Park – Poured-In-Place Playground	$45,000
Lewis	Lewis County Fiscal Court, Various County Locations (Garrison Park, Tollesboro Park, Black Oak Recreation Area) – Park Benches and Wheelchair Accessible Picnic Tables	$21,800
Lewis	City of Vanceburg, Scott Park and Veteran's Park – Park Benches	$8,100
Lincoln	City of Stanford, First Southern Veterans Park – Park Benches	$4,700
Lyon	Lyon County Fiscal Court, Lee S. Jones Park – Poured-In-Place Playground	$86,800
McCracken	City of Paducah Parks and Recreation Department, Keiler Park – Poured-In-Place Surfacing for Fitness Area	$31,600
McCracken	Paducah Independent Board of Education, Clark Elementary School – Poured-In-Place Playground	$56,000
Mercer	Mercer County Fiscal Court, Anderson Dean Community Park – Poured-In-Place Playground	$57,500
Perry	Perry County Fiscal Court, Viper Community Park – Poured-In-Place Playground	$35,000
Powell	Powell County Board of Education, Stanton Elementary School – Poured-In-Place Playground & Walkway	$24,300
Pulaski	Somerset Independent Board of Education, After-School Childcare Program – Poured-In-Place Playground	$35,000
Rowan	Rowan County Fiscal Court, County Park – Park Benches and Picnic Tables	$15,400
Shelby	Shelbyville/Shelby County Parks and Recreation, Little Heroes Playground, Clear Creek Park – Poured-In-Place Playground	$150,000
Taylor	Taylor County Fiscal Court, Taylor County Courthouse & Veterans Memorial Park – Park Benches and Picnic Tables (Including Wheelchair Accessible)	$7,000

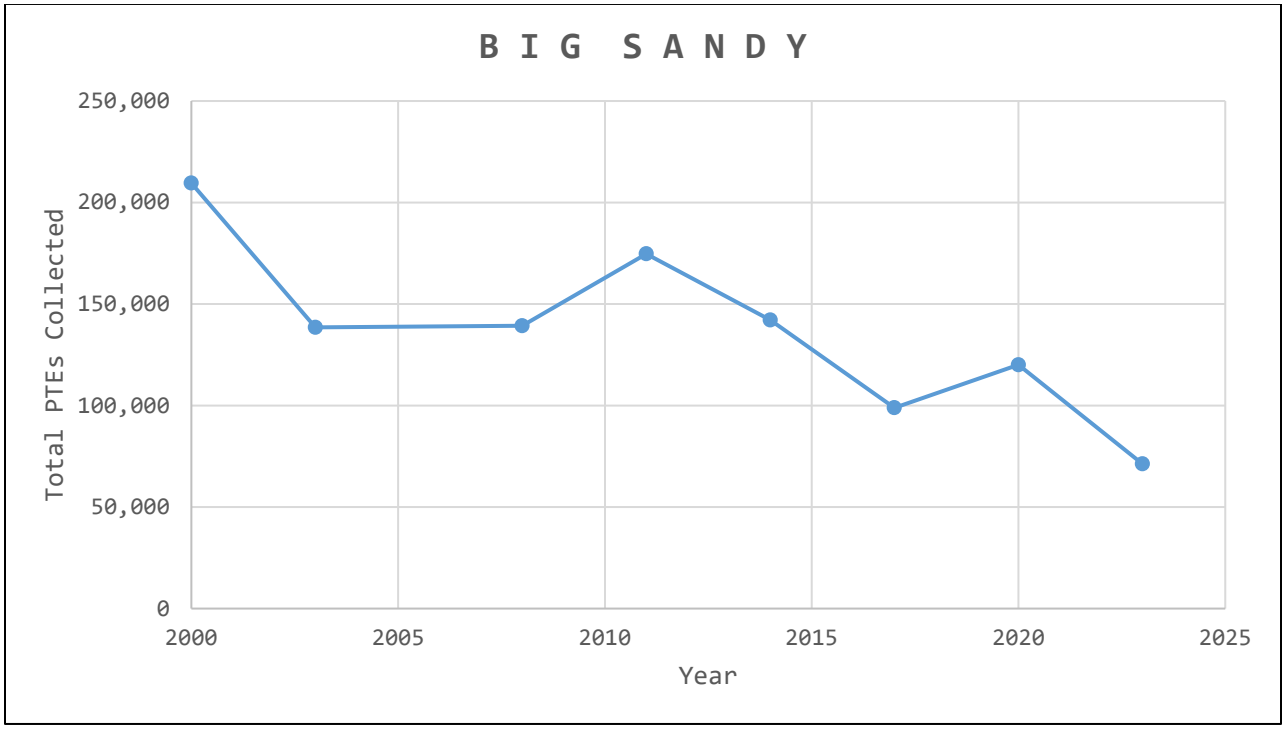
Todd	City of Elkton, Elkton-Todd County Park – Poured-In-Place Playgrounds (2)	$86,500
Trimble	Trimble County Fiscal Court, Trimble County Park – Park and Trail Benches & Picnic Tables (Including Wheelchair Accessible)	$40,000
Wolfe	Wolfe County Fiscal Court, Four Parks in County (Community Center Park, Campton City Park, Hazel Green Park, Helechewa Park) – Picnic Tables	$32,100
Total		**$1,400,000**

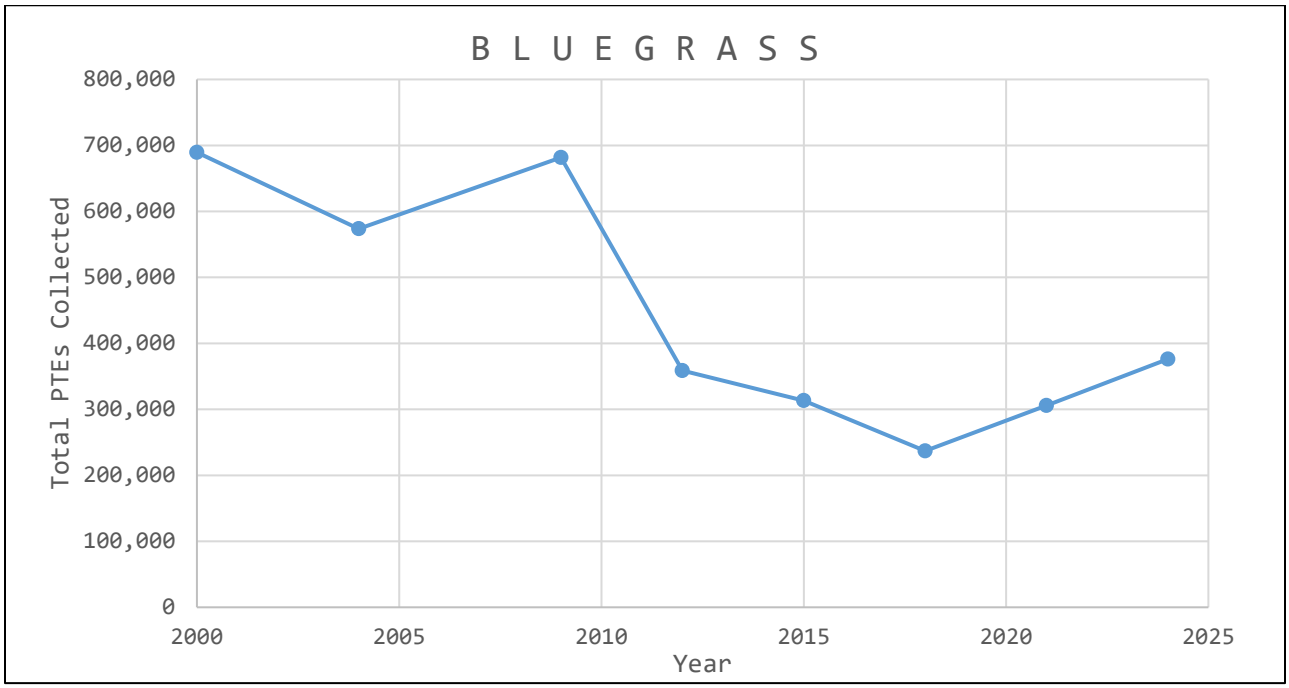
APPENDIX C: 2025 Rubber Modified Asphalt Grants

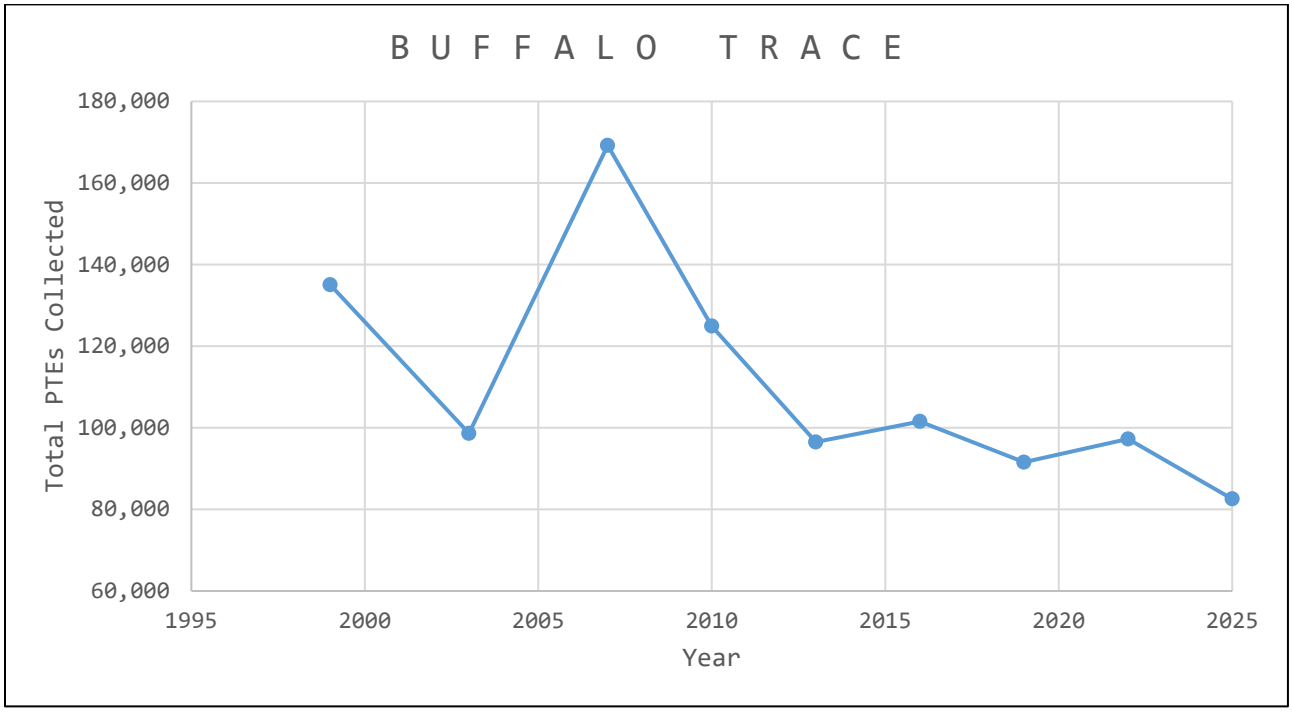
COUNTY	APPLICANT	LOCATION/ROAD	SURFACE TYPE	AWARD
2025 Grant Cycle				
Christian	Christian Co. Fiscal Court	Millers Mill Road 2.3 mi	Thin Overlay	$107,801.96
Meade	Meade Co. Fiscal Court	Old Ekton Road 2.0 mi	Thin Overlay	$125,280.00
Todd	Todd Co. Fiscal Court	State Line Road 2.28 mi	Thin Overlay	$156,571.00
Trimble	Trimble Co. Fiscal Court	Milton-Bedford Pike 2.0 mi	Thin Overlay	$167,199.95

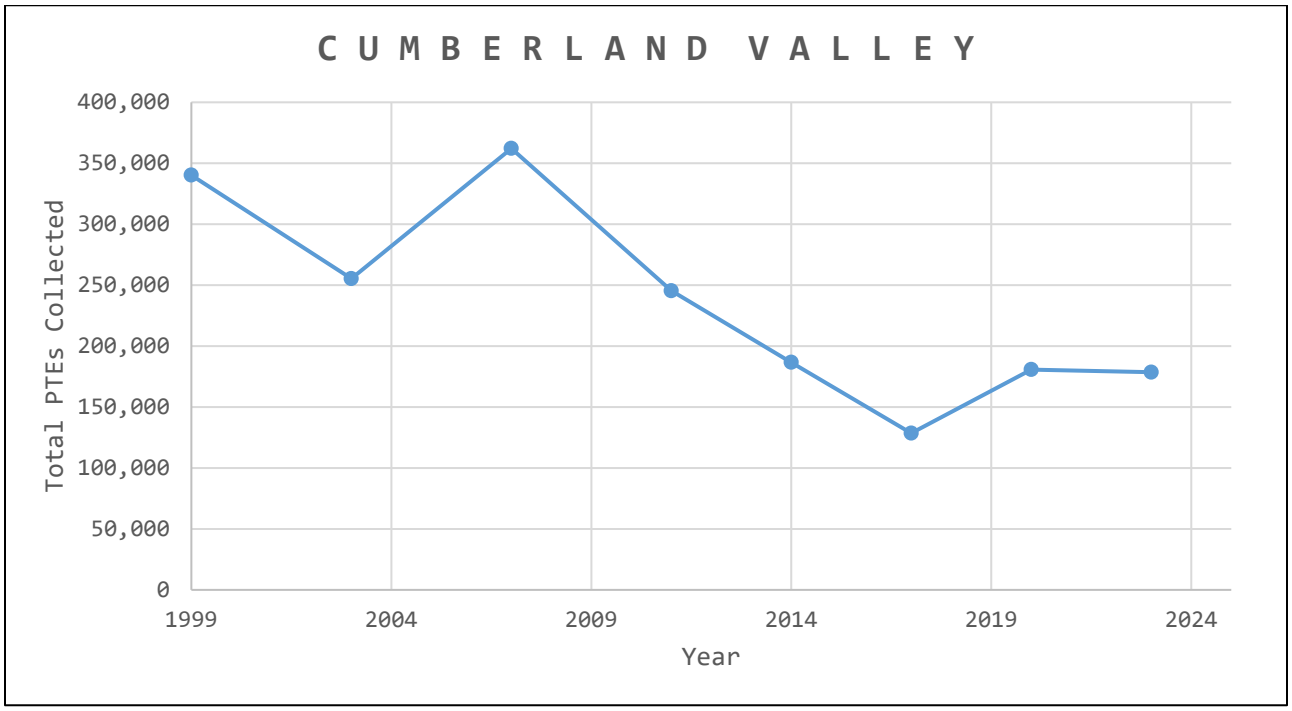
APPENDIX D: Waste Tire Statistics History by Area Development District

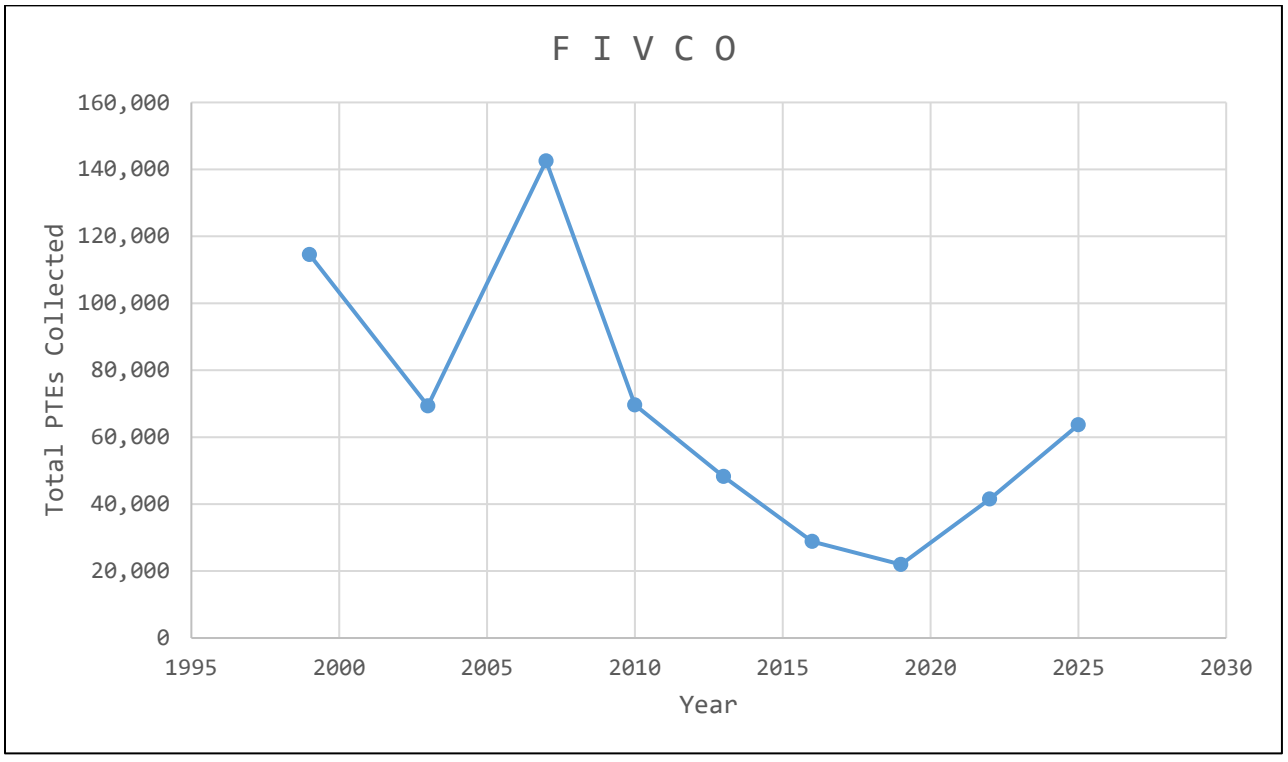


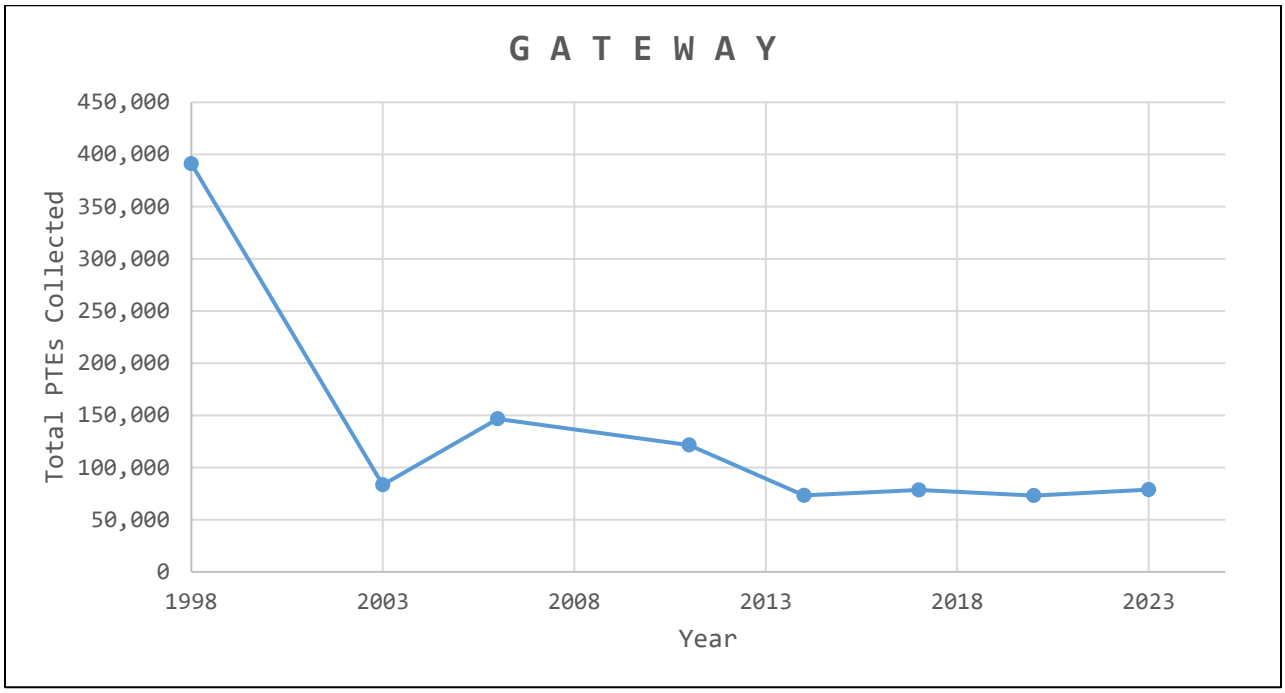


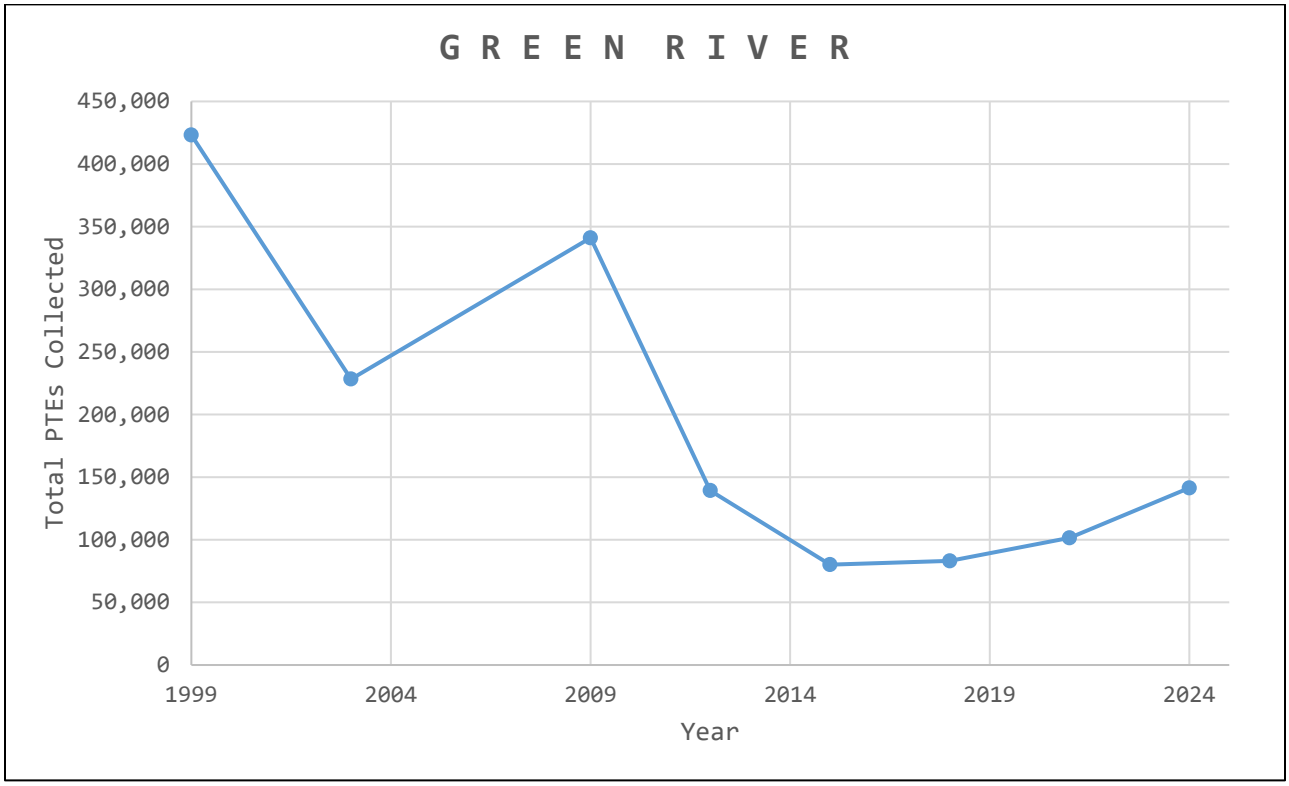

BLUEGRASS
800,000
700,000
600,000
500,000
400,000
300,000
200,000
100,000
0
Total PTEs Collected
2000
2005
2010
2015
2020
2025
Year


BUFFALO TRACE
180,000
160,000
140,000
120,000
100,000
80,000
60,000
Total PTEs Collected
1995
2000
2005
2010
2015
2020
2025
Year


CUMBERLAND VALLEY
Total PTEs Collected
400,000
350,000
300,000
250,000
200,000
150,000
100,000
50,000
0
1999
2004
2009
2014
2019
2024
Year


FIVCO
Total PTEs Collected
160,000
140,000
120,000
100,000
80,000
60,000
40,000
20,000
0
1995
2000
2005
2010
2015
2020
2025
2030
Year


G A T E W A Y
Total PTEs Collected
450,000
400,000
350,000
300,000
250,000
200,000
150,000
100,000
50,000
0
1998
2003
2008
2013
2018
2023
Year


G R E E N R I V E R
Total PTEs Collected
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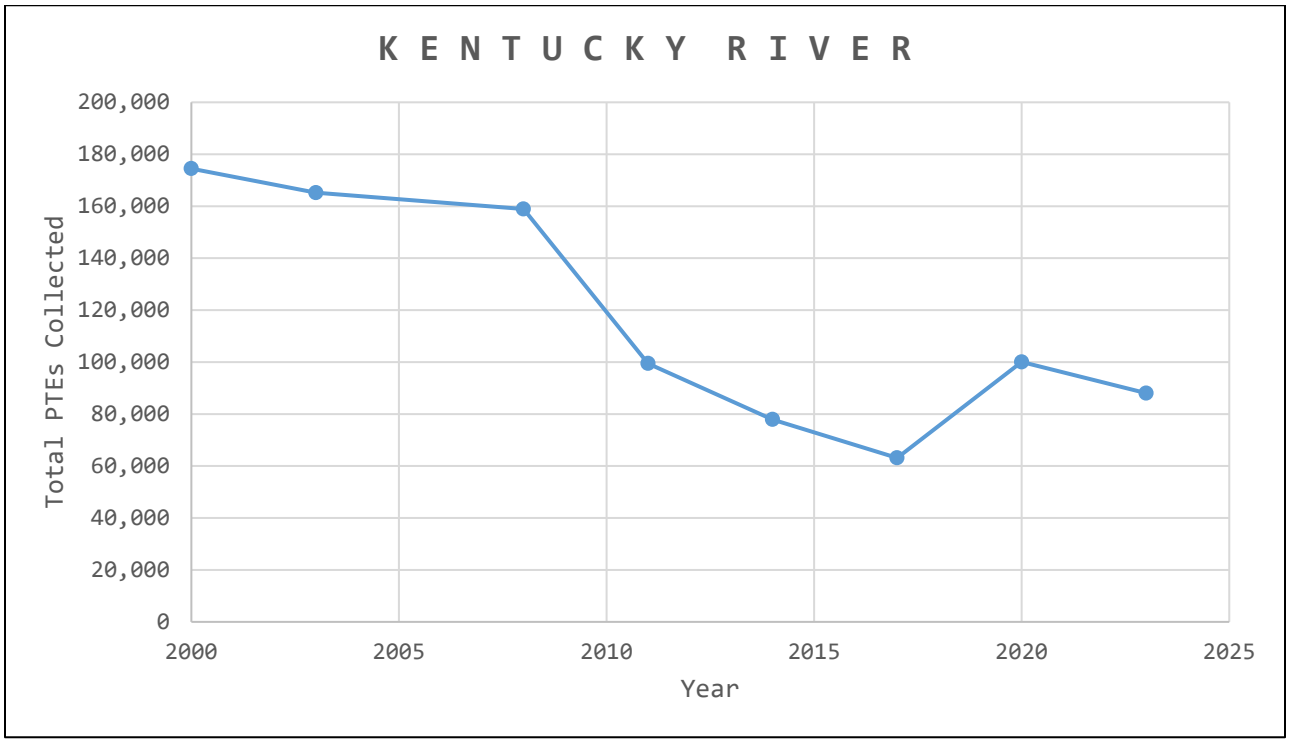
400,000
350,000
300,000
250,000
200,000
150,000
100,000
50,000
0
1999
2004
2009
2014
2019
2024
Year


KENTUCKY RIVER
Total PTEs Collected
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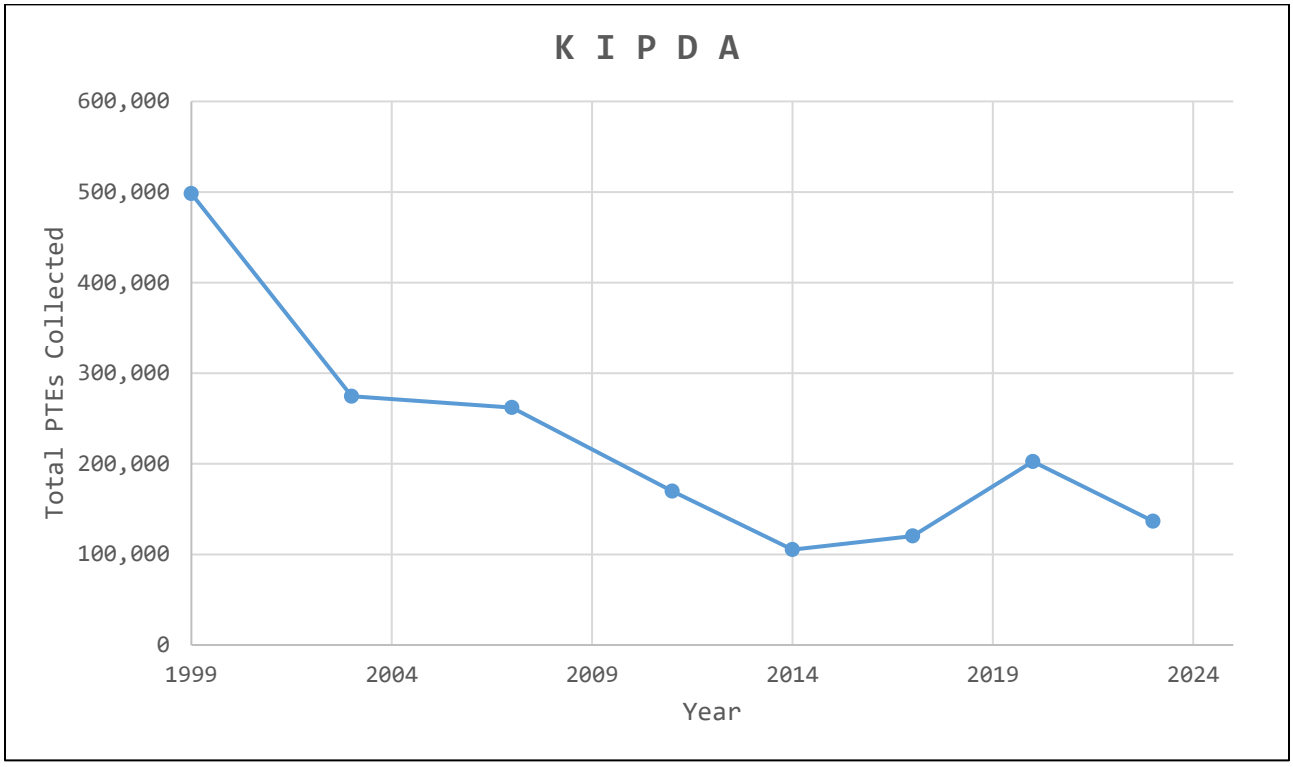
180,000
160,000
140,000
120,000
100,000
80,000
60,000
40,000
20,000
0
2000
2005
2010
2015
2020
2025
Year


KIPDA
Total PTEs Collected
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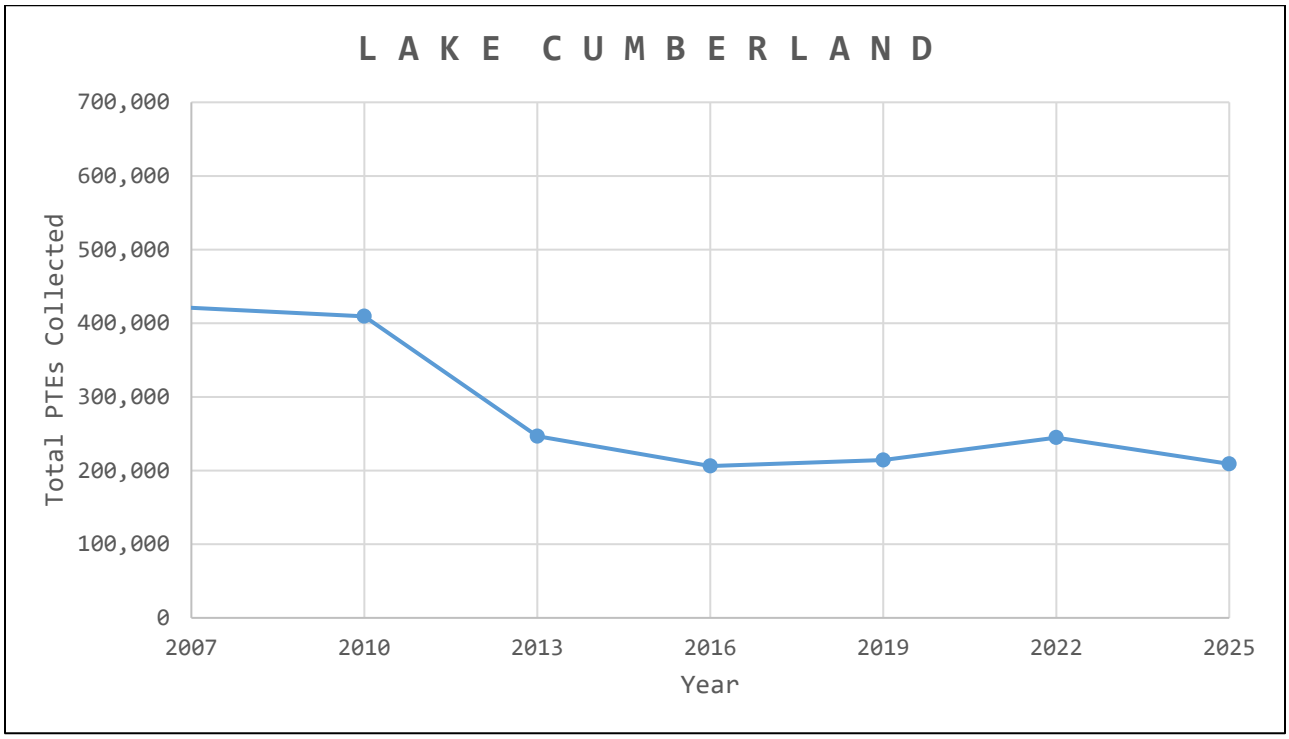
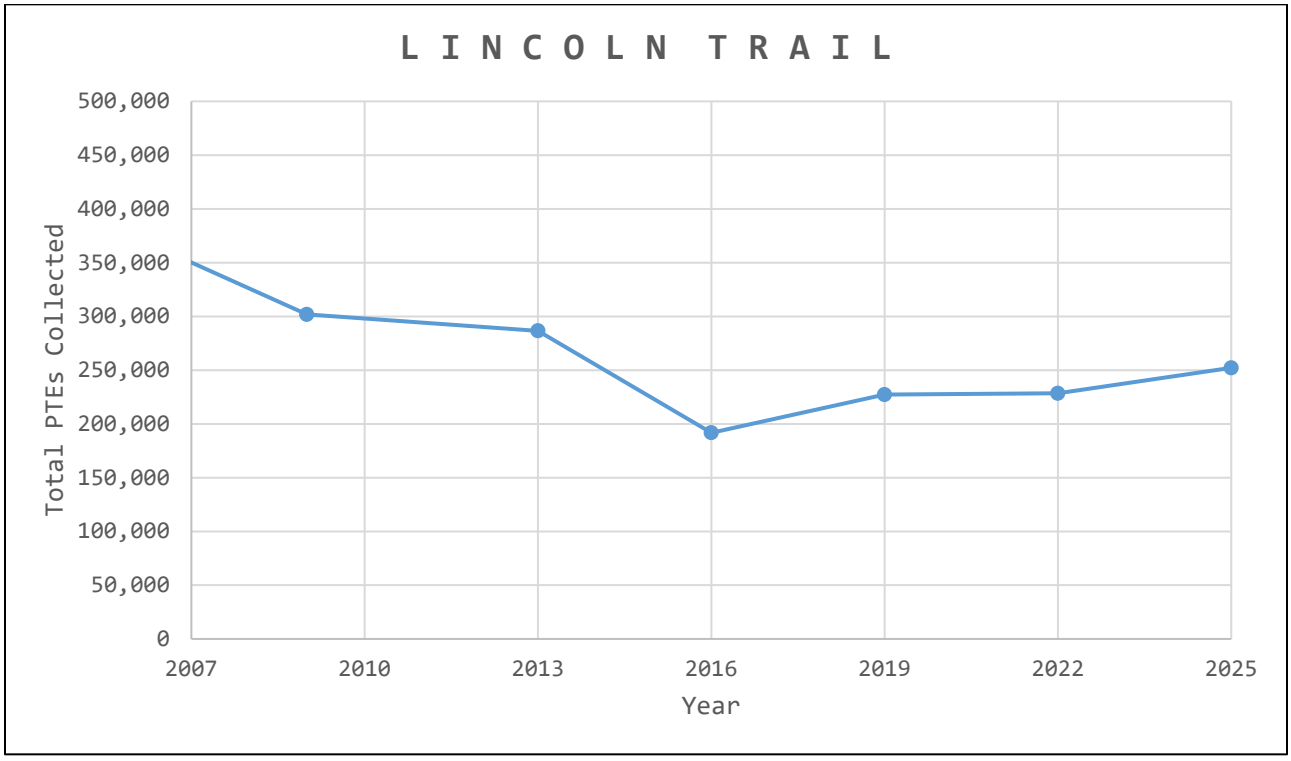
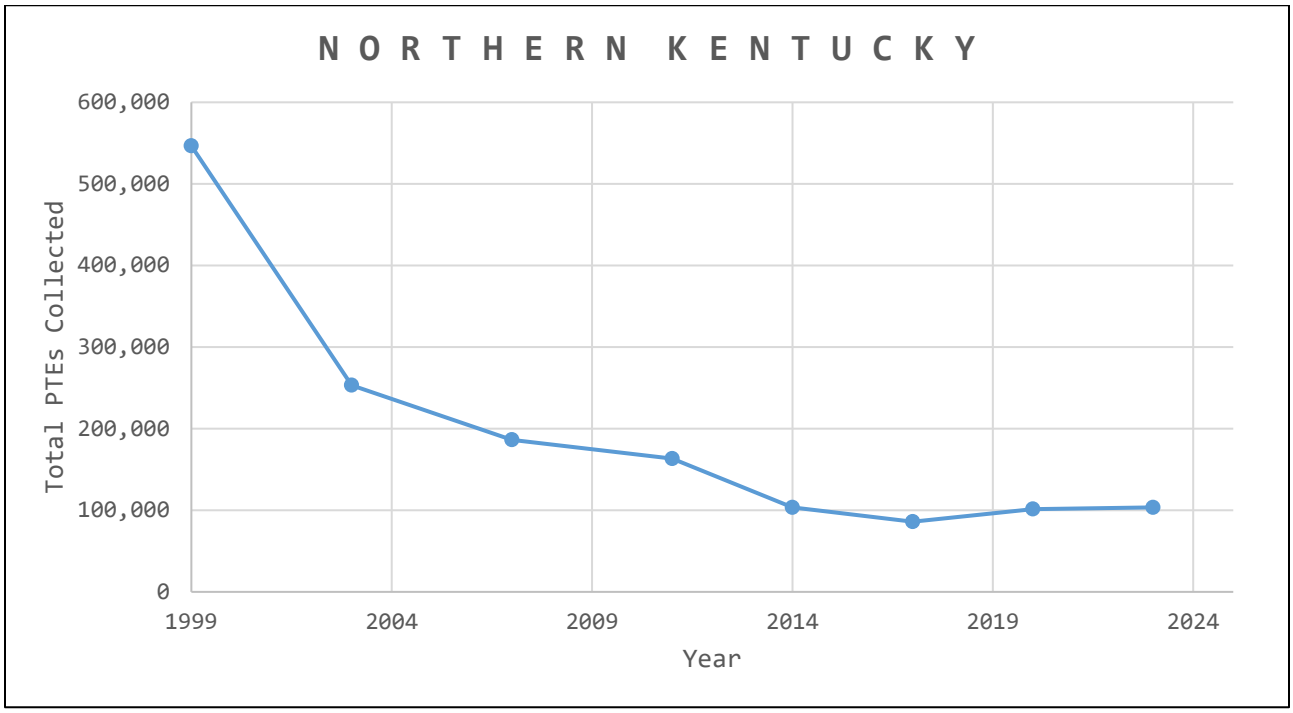
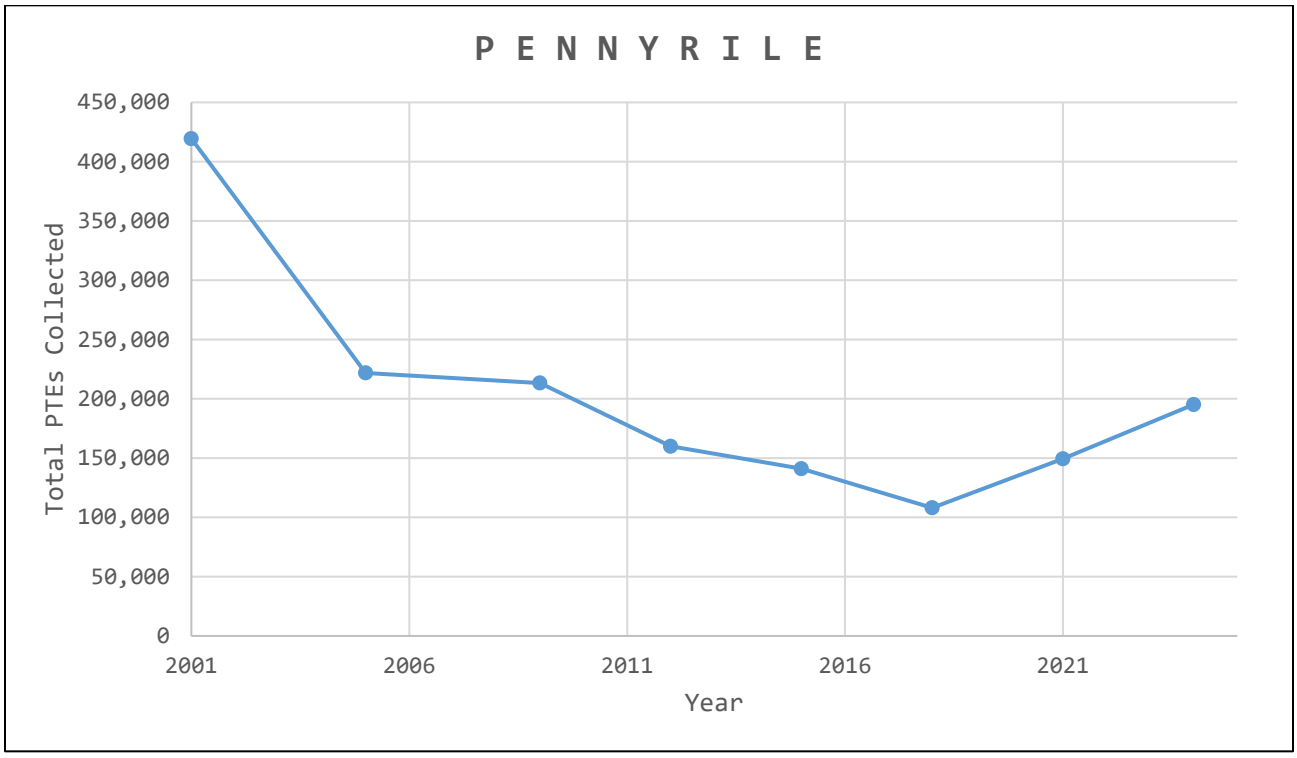
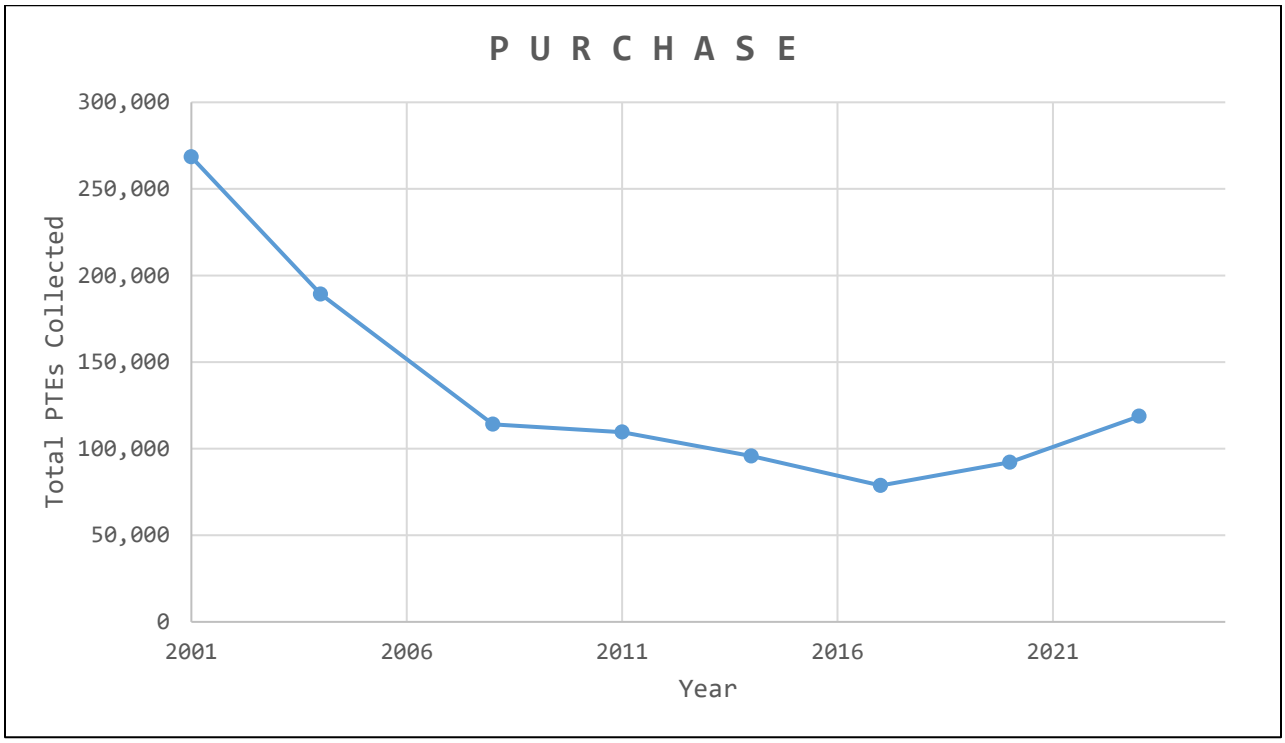
500,000
400,000
300,000
200,000
100,000
0
1999
2004
2009
2014
2019
2024
Year


L A K E C U M B E R L A N D
Total PTEs Collected
700,000
600,000
500,000
400,000
300,000
200,000
100,000
0
2007
2010
2013
2016
2019
2022
2025
Year


L I N C O L N T R A I L
Total PTEs Collected
500,000
450,000
400,000
350,000
300,000
250,000
200,000
150,000
100,000
50,000
0
2007
2010
2013
2016
2019
2022
2025
Year


NORTHERN KENTUCKY
600,000
500,000
400,000
300,000
200,000
100,000
0
Total PTEs Collected
1999
2004
2009
2014
2019
2024
Year


PENNYRILE
450,000
400,000
350,000
300,000
250,000
200,000
150,000
100,000
50,000
0
Total PTEs Collected
2001
2006
2011
2016
2021
Year


P U R C H A S E
300,000
250,000
200,000
150,000
100,000
50,000
0
Total PTEs Collected
2001
2006
2011
2016
2021
Year

ACRONYMS

ADD	Area Development District
ATSDR	Agency for Toxic Substances and Disease Registry
BTU	British Thermal Unit
CDC	Centers for Disease Control
CPSC	Consumer Product Safety Commission
CR/TDP	Crumb Rubber/Tire-Derived Products
DOR	Department of Revenue
DWM	Division of Waste Management
EEC	Energy and Environment Cabinet
EKPC	East Kentucky Power Cooperative
EPA	U.S. Environmental Protection Agency
FRAP	Federal Research Action Plan
GHG	Greenhouse Gas
KYTC	Kentucky Transportation Cabinet
OMU	Owensboro Municipal Utility
PSC	Public Service Commission
PTE	Passenger Tire Equivalent
RLA	Recycling and Local Assistance
RMA	Rubber Modified Asphalt
TDA	Tire-Derived Aggregate
TDF	Tire-Derived Fuel
WTCE	Waste Tire Collection Event
WTTF	Waste Tire Trust Fund
WTWG	Waste Tire Working Group

Kentucky Division of Waste Management
300 Sower Boulevard, Second Floor
Frankfort, KY 40601
Report an Environmental Emergency,
24 hours to Environmental Response Team
502-564-2380 or 800-928-2380