

PORT AND SOLID WASTE DEPARTMENT

Brown County

2561 SOUTH BROADWAY
GREEN BAY, WI 54304

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DEAN R. HAEN

INTERIM PORT & SOLID WASTE DIRECTOR

- PUBLIC NOTICE -

BROWN COUNTY SOLID WASTE BOARD

Monday April 16, 2012

1:30 p.m. at the Port and Solid Waste Office
2561 S. Broadway, Green Bay, WI 54304

2:00 p.m. depart for Tour
Outagamie County Solid Waste Department
1419 Holland Road
Appleton, WI 54911

Agenda:

1. Call to Order
2. Roll Call
3. Approval/Modification – Meeting Agenda
4. Approval/Modification – Meeting Minutes of March 19, 2012
5. 2012 Solid Waste Strategic Plan's SWOT Summary and Issue Analysis – *Request For Approval*
6. Shingle Recycling Rate Establishment - *Request For Approval*
7. Tour of BOW Single Stream Recycling Facility and Landfill
8. Such other Matters as Authorized by Law
9. Adjourn

Dean R. Haen
Interim Port & Solid Waste Director

Any person wishing to attend whom, because of disability requires special accommodation should contact the Brown County Port & Solid Waste Department at 492-4950, two (2) working days before the meeting, so that arrangements can be made. Notice is hereby given that action by the Brown County Solid Waste Board may be taken on any of the items which are described or listed in this agenda.

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PROCEEDINGS OF THE BROWN COUNTY SOLID WASTE BOARD

A regular meeting was held on **March 19, 2012** at the Brown County Materials Recycling Facility, 2561 S. Broadway, Green Bay, WI

1. Call to Order

The meeting was called to order at 1:30 pm.

2. Roll Call

Present: John Katers, Chair
Ray Kopish
Mark Vanden Busch
John Kennedy
Norb Dantine
Mike Fleck
Bud Harris
Lisa Bauer-Lotto

Not Present: Mike Van Lanen

Also Present: Dean Haen, Brown County P&SW
Chad Doverspike, Brown County P&SW
Mark Walter, Brown County P&SW
Scott Thoresen, City of DePere
Phil Reinhart, Green Box NA, Green Bay
Ron Van Den Heuvel, Green Box NA, Green Bay
Craig Berndt, Village of Allouez

3. Approval/Modification – Meeting Agenda

A motion to approve the agenda was made by Norb Dantine and seconded by Ray Kopish. Unanimously approved.

4. Approval/Modification – Meeting Minutes of February 20, 2012

A motion to approve the minutes of January 16, 2012 was made by Norb Dantine and seconded by Ray Kopish. Unanimously approved.

5. Announcement – *County Executive Troy Streckenbach*

Executive Troy Streckenbach was unable to attend the meeting. Dean Haen presented the announcement on his behalf. Four new committees have been formed to attempt to bring

about economic development in Brown County. Two of these committees directly affect the Port and Solid Waste Department. Dean explained that the committees will deal with various issues such as the development of land surrounding the airport, building a port/rail intermodal facility and study the reduction of phosphorous levels at the non-point source level. The group that directly affects the Solid Waste Board and area of the Department is a waste stream committee. The committee is challenged to look at waste streams as a resource for beneficial reuse and job creation. Fred Monique of Advance is leading the oversight of all four of these new committees.

A specific time line for results had not yet been determined however, it is expected to have some results within one year. This is intended to be a public/private partnership for the greatest good of community with an economic focus.

6. 2012 Solid Waste Strategic Plan's Mission and Vision – *Request for Approval*

A report was enclosed in the packet with results of SWOT (Strengths, Weaknesses, Opportunities, Threats) Analysis. This report summarizes discussions from the Solid Waste Board and stakeholders.

Mark Walter will use this report along with internal staff discussions to draft a set of goals and objectives towards adopting a Mission and a Vision for the Solid Waste Board going forward. A few sample Mission and Vision statements are included in the packet.

The Port area of the Department has an established Mission and Vision but the Solid Waste side of the department does not. The Solid Waste Board is asked to review these options and provide feedback for improvements. Recommended changes will be made and the revised Vision and Mission statements will be presented in the next meeting for further review. The timeframe goal for the ultimate approval of the complete Strategic Plan is June.

Feedback from the Committee was generally favorable regarding the information that is presented in the SWOT Analysis report, which identifies both the strengths and weaknesses existing in the current programs. However, some of the information presented confusion and the committee requested further clarification for the revised report.

A motion to approve modifications and the continuation of the Vision and Mission project was made by Lisa Bauer-Lotto and seconded by Bud Harris. Unanimously approved.

7. MRF Back End Lease – *Request for Approval*

A copy of the lease agreement was presented to the Board for review. Chad Doverspike explained the basics of the lease as it relates to the MRF building. The lease explains what areas of the building will be rented out for use for Green Box. The lease is set up to be a five-year arrangement. Rent has been calculated to comprise of two separate components; the square footage of the building being rented and rental rates of the baler and conveyor equipment. One year of advance rent payment for the square footage was proposed by Green Box.

Other conditions of the lease specify Tenant's responsibilities of the facility and equipment while leasing from Brown County. The lease is set up for occupancy by Green Box for a minimum of one year and potentially up to five years.

A motion to suspend rules was made by Norb Dantine and seconded by Ray Kopish to allow Ron Van Den Heuvel of Green Box, Green Bay, to present information about his company.

Green Box has been working on a technology for the past five years that uses food contaminated waste streams and takes 100 percent reclamation to 100 sustainable products. Ron brought sample finished products for the committee's review. For the past five years, Ron's team has also been operating a business unit in DePere called Eco Fiber. Over these years, the business operations have been successful in obtaining zero discharge.

Materials are brought into the facility and the poly is removed from the solid waste, such as cups and food containers, and the Styrofoam is reused to make new products. Poly materials are converted back into diesel fuel and bio char. This is a patented process.

The Green Box operation is basically a system for mini-MRFs or mini co-ops to bring in their waste materials to Green Box, in DePere. Ron explained how the process works which results in no wastewater or other materials that would go to a landfill.

This line of recovering and reusing food contaminated recyclable materials, mainly poly coated containers and various plastics, began as an answer to the relatively untouched market of recycling this section of the waste stream. Green Box will create about 65 jobs through this operation. Recycling to reclaim pulp, saves on burning fuel and saves 1.1 million trees per year for each facility. The finished product is tissue grade white pulp which is used for manufacture of two consumer products; tissue and cups. This also saves on materials that would otherwise go to the landfill.

The bio char that results from this processing is being taken by Cargill. 24 jobs from the Cedar Rapids, IA facility will be moving to the DePere, WI within one year.

A motion to return to regular session was made by Mike Fleck and seconded by Norb Dantine. Unanimously approved.

A motion to approve the lease agreement with Green Box was made by Ray Kopish and seconded by John Katers. Unanimously approved.

8. Municipal Solid Waste Management Services Agreement – Update

Progress has been made over the past month with the local municipalities and attorneys to review the Services Agreement and the addendum on whether OEI should become operational. Not too many outstanding issues exist. New developments have arisen on issues of concerns from the municipalities in relations to the operations of OEI plant. OEI has agreed to address these concerns. Brown County is waiting for OEI to return a draft contract that addresses these concerns.

9. Director's Report

Brown County has begun transitioning landfill operations from Winnebago County to Outagamie County to help fill the landfill floor for semi-truck operations. This also saves costs to Brown County in hauling rates. By June, Brown County will be fully utilizing the Outagamie County landfill.

Outagamie Co. has evaluated the pricing structure for a single stream second shift tipping fee. As a result, Brown County is looking to a private vendor, Veolia, to use our single stream facility, which would be an advantage to the BOW recycling facility.

At the current time, there is a limited hand sort of aseptic packaging being done at the BOW single stream recycling facility. The residuals from the sort, may be able to be utilized in other recycling programs, such as with Green Box.

Shingle recycling is advancing as an offered service at the Waste Transfer Station. Haulers and roofers will be able to recycle asphalt shingles at the Waste Transfer Station.

Brown County is also looking into construction and demolition recycling in Outagamie County.

A land owner next to the South landfill is seeking to sell his property to Brown County. Brown County is reviewing this offer to determine if it is an economically worthwhile purchase to Solid Waste operations.

10. Such Other Matters as Authorized by Law

Norb Dantine expressed his enjoyment in attending Solid Waste Board meetings and complimented the Board and staff on being able to stay on the leading edge of solid waste management projects.

11. Adjourn

A motion to adjourn was made by Norb Dantine and seconded by John Kennedy. Unanimously approved. Meeting adjourned at 2:44 p.m.

John Katers, Chair
Solid Waste Board

Dean Haen, Interim Director
Port & Solid Waste Department

VISION

A vision is a view of where decision-makers want the Solid Waste Department to be in the next five (5) years. It is created to generate enthusiasm and serve as a goal to strive for. An effective vision needs to be clear, concise and reflective of the Department. The Brown County Solid Waste Board approved the following Vision at its March 19, 2012 meeting:

“To provide competitive, cost-effective and environmentally sound management systems for solid waste and recyclable materials for Brown County customers.”

Mission

The following Mission Statement was approved by the Solid Waste Board at its March 19, 2012 meeting.:

“The Port & Solid Waste Department will meet the solid waste disposal needs of local communities, residents and businesses through methods that are environmentally sound and economical. These methods incorporate waste reduction, material reuse, recycling, household hazardous waste treatment and disposal, composting, solid waste disposal and waste-to-energy to the extent that they are technically feasible and economically appropriate.”

Brown County Solid Waste Department 2012 SWOT Summary

Strengths Summary:

The department's strengths can be summarized as saying the department has a large diversity of staff skills, they are centrally located, and have the ability to be a revenue generator for the county all while serving the county residents. There is a good working relationship between the Solid Waste Board and the staff and the Board felt it could have conversations without political influence. Municipalities felt that the department provides a value and quality of service with comparable costs.

Weaknesses Summary:

A major weakness recognized by the Board, municipalities and private customers included a limited focus on long term visioning by the staff and Board which included a lack of forward thinking, and limited ability to communicate with customers by ways other than with meeting attendees. The power of the County Board over the Solid Waste Board was also a concern.

Other weaknesses can be summarized as poor customer service, a Gas-to-Energy project that is losing money, and a tipping fee that does not cover costs. Customer service issues have multiple facets that could be combined including items such as the department website, secondary information provided by others outside of the Port and Solid Waste Department, and a lack of public knowledge.

Opportunities Summary:

The opportunities that were identified include the change in union rules providing more employee flexibility, the Single Stream Facility, an updated web page, training for staff, and the information at the recycling outlets.

Opportunities include the use of new technology, business development, public and private partnerships, and the ability to implement long range planning and opportunities to increase recycling.

Threats summary:

Major threats include not keeping up with new and innovative technology, cuts in programs providing financial support and a static business plan.

Political support for the department, political decisions changing the role of the Solid Waste Board, reductions in landfill tonnage, fluctuations in markets, and the private sector all were seen as posing threats.

Port and Solid Waste Strategic Plan Issue Analysis

Solid Waste

Issue: Future BOW landfill

In the 14th year of the Brown, Outagamie and Winnebago County (BOW) Solid Waste Partnership Agreement or 10 years prior to the closing of the Brown County South Landfill there must be a review of the Agreement. This review will give the BOW Partnership or the individual Counties a chance to begin the landfill siting process and finish it before the closing of the South Landfill.

Comment: Brown County has properties associated with the South Landfill for siting future landfills and a partially-sited mono-fill on the South Landfill parcel that is not included in the BOW Partnership Solid Waste Plan. Future BOW landfill planning may involve consideration of these properties.

Issue: Effect of diverting waste from the BOW landfill

Providing landfill disposal for BOW wastes has been a part of the solid waste management system for 40 years. It is likely that landfill disposal will continue to play a role in the future. As landfill disposal costs increase (due to rising state fees and surcharges) and subsidies or other revenues increase for alternatives to disposal (such as energy production credits or green energy initiatives) the potential for diverting waste away from the BOW landfill system increases.

The BOW solid waste partnership was not created to “marry” the BOW Counties to landfill disposal nor was it created to reject beneficial uses of waste. But it recognized the need for landfill disposal for much of the current waste production. Since landfill operation is capital intensive with a majority of its operation costs fixed, high volumes of waste disposed in any one year keeps the unit disposal costs down for BOW users. Lessening that waste volume increases the unit costs.

Comment: BOW should continue to look to the long term effects of waste disposal or beneficial reuse on its population. The BOW should look to expand its role in all solid waste management so that costs can be better managed over time. This would entail an expansion of the BOW partnership. Beneficial use of waste (such as generating electrical power) should be encouraged if it is environmentally safe, economical and their operations are stable enough to consistently handle the constantly arriving waste stream. The BOW management may have to agree to spread the resulting unit fixed cost increases of waste disposed in the landfill throughout the waste management system so it doesn't inordinately fall on the fewer users of the landfill. Another option could be to create a Solid Waste Authority as part of the BOW partnership. Authorities are independent bodies that are more responsive to changing business conditions and more independent business decision-making

Issue: Drawdown of the Closure Fund for Long Term Care expenses.

The Long Term Care Fund pays for continued expenses for the State –required 40 year Long Term Care period at each closed landfill. Reimbursement for annual LTC expenses must be approved by the WI-DNR before being released by the institution holding those escrowed funds. The Closure Fund pays for expenses to close each landfill sequence and the landfill itself. When LTC expenses exceed what the State allows, the Port and Solid Waste Department takes the remainder from the Closure Fund.

Comment: The Closure Fund currently has enough money to fund closure of the first South Landfill Sequence in the early 2020s, but it may be drawn down too quickly if costs escalate. A financial analysis is necessary to better assess the adequacy of the closure fund.

Recycling

Issue: Maximizing BOW MRF recycling operation

In 2009 the BOW Recycling Partnership invested in a \$9.9M Materials Recycling Facility. Since then the Facility is easily processing the anticipated 50,000 tons per year of BOW single stream recyclable paper and containers. Operation, clean-up and maintenance consume a little more than one daily 8 hour shift. Since the Facility started, the recycling resale markets have remained strong enough for BOW to run the facility at a net profit.

Comment: BOW should work through the issues of attracting enough additional tonnage outside of the BOW Counties and staffing the facility to make another shift economical. Operating an additional shift with less than enough tons makes it unprofitable. Tonnage may have to be attracted pending reaching enough to make the shift feasible.

The percentage of fixed cost goes down with additional tons, especially with an additional shift. This economy of scale and the fact that BOW can take a revenue cut makes adding tonnage to process an easy decision to make.

Issue: Adding additional material sorting capabilities to the BOW MRF

The BOW MRF currently sorts paper, aluminum, steel, glass and #1 & #2 plastic containers. Additional materials in the waste stream may be added to the sort in the future such as Styrofoam, other 3-7 plastics, cartons, pots and pans, etc. The process to sort them may be labor intensive, the markets for them may be intermittent, or both. A benefit/cost analysis must be done when considering adding these materials.

Comment: Adding materials to the MRF sorting ability may make the MRF more competitive with private sector MRFs and may make it more profitable.

Household Hazardous Waste

Issue: Self sustainability

The Household Hazardous Waste program was conceived in 1996 to fill a need, not to earn revenue for the Port and Solid Waste Department or even to pay for itself. It has served well in that capacity. The present day situation may force a reconsideration of that idea.

The Green Bay Metropolitan Sewerage District (GBMSD) and Brown County Port and Solid Waste Department each contribute a subsidy to the HHW program. Each subsidy was initially set at 40% of the net Program cost. In later years and as the Program has grown, costs have outpaced revenues and the resulting deficits have been made up by Brown County. GBMSD has been a good and committed partner throughout the life of the HHW Program. GBMSD may have to question financial support of external projects such as this if they continue facing budgets cutbacks or leadership change. Brown County Port and Solid Waste financial support may be questioned if its solid waste area continues to run deficits and/or is unable to raise its solid waste tipping fee.

Essentially the HHW Program may have to consider cutting costs or earning more outside revenue to balance its budget.

Comment: The Household Hazardous Waste Program has done a very good job of marketing itself as a regional program to surrounding Counties. Each pound of extra waste run through the program better utilizes the facility and spreads the fixed costs over more pounds. It also earns a

revenue premium beyond the cost for the regional operations. The HHW Facility needs to look at ways to expand its customer base and further establish itself as a regional facility.

General

Issue: Protecting the Port and Solid Waste Fund Reserves

The Harbor Commission, Solid Waste Board and Department staff have followed a policy of gathering funds from operations and placing them into reserve funds for future expenditures. Some may be required by law (Long Term Care Fund) and some may be required by Host Community Agreement (Solid Waste Environmental Repair Fund) while some are discretionary. Gathering funding over a period of years spreads the cost out and keeps the tipping fees stable.

Comment: While the wisdom of sequestering current funds for future expenditures may be generally accepted, it may prove to be difficult to accept for present day budget negotiators in particularly tight budget situations. A policy of strict separation of Port and Solid Waste funds from the rest of the County's funds has been and should continue to be observed.

Issue: Keeping up with changes in waste disposal technology

As noted above, providing landfill disposal for wastes has been a part of the solid waste management system for 40 years. It is likely that landfill disposal will continue to play a role in the future. However, changes in technology and the public's desire to divert more material to recycling as well as new markets for recycled materials are issues that have to be addressed proactively.

Comment: Beneficial use of waste and additional recycling opportunities should be encouraged if they are environmentally safe, economical and their operations are stable enough to consistently handle the constantly arriving waste stream. New green sustainability messages need to be incorporated into our mission and strategies. The Solid Waste Department should examine new technologies and new trends to identify additional opportunities to either reduce costs or generate revenue. We need to analyze the current Brown County waste stream composition to identify potential areas for beneficial reuse and the costs are associated with these opportunities.

Issue: Customer Service

Customer service issues include staff behavior, hours of operation, types of services offered and cost of services. The department website, secondary information provided by others outside of the Port and Solid Waste Department, and a lack of public knowledge all contribute to customer service issues.

Comment: The department can take advantage of the change in union rules providing more employee flexibility, an updated web page, new technology and training for staff to help reach customers more effectively. Consider table of organization changes to provide staff cross training, better utilization of staff skills, professional development opportunities, create succession planning opportunities.