SOLID WASTE
POLICY BOARD MEETING

February 20, 2019
Solid Waste Department
9:00 am to 12:00 pm

MEMBERS PRESENT: Maureen Freedland (La Crosse County), Patrick Barlow (La Crosse County), Steve Hogden (Trempealeau County), Jarrod Holter (City of Onalaska), Teresa Walter (Houston County), Bruce Fuerbringer (Buffalo County),

MEMBERS EXCUSED: Mike Wobbe (Wabasha County), Ray Ebert (La Crosse County), Lewis Kuhlman (City of La Crosse)

MEMBERS ABSENT:

OTRHERS PRESENT: Jadd Stilwell, Nick Nichols, Scott Szymanski, Danielle Meiners, Linda Bettin, Lisa Ranney, (La Crosse County Solid Waste), Brian Kent (SEH), Brian Korth (St. Joseph's Construction), Larry Hougom (Hilltopper), Gary Harter (Harter’s), Julie Amundson (Houston County), Aaron Lacher (Houston County), Carroll Vizecky (Town of Shelby)

CALL TO ORDER/ROLL CALL
Chairman, Maureen Freedland, called the meeting to order at 9:01 am.

INTRODUCTIONS
Everyone in attendance introduced themselves.

CONSENT AGENDA
• Approval of Minutes (October 10, 2018)

MOTION to approve previous minutes by Jarrod Holter, SECOND by Patrick Barlow. MOTION passed unanimously.

PUBLIC COMMENT
None

CONFERENCE COMMITTEE REPORTS
None

LA CROSSE COUNTY’S ROLE IN DIVERSION, RECYCLING AND EDUCATION
Departmental Role in Diversion:
The County must manage its resources in a way that allows us work cooperatively with those in the region by providing support, while maintaining our own program in a responsible, effective manner. The Solid Waste Department (Department) has established diversion programs as an additional measure to ensure materials coming into the facility are managed in the most effective manner. Some of these programs provide incentives by offering cheaper rates than typical disposal rates. Other programs, due to the costs associated with recycling, are charged at rates to cover disposal costs or focus on regulatory requirements that prohibit the landfilling of particular items. The following is a summarized
list of the materials that the department manages through the diversion program: shingles, mattresses, yard waste, brush and clean wood, wood chips, clean soil, blacktop, concrete, metal, tires, stumps, cardboard and paper, mixed recyclables, Freon appliances, and microwaves. The process for diverting each one of these materials is unique. The Department is constantly working promote these programs and develop new programs in this constantly dynamic field. Operating these programs requires a considerable amount of resources, but they are in place in order to align the program with our system’s waste hierarchy and to provide additional support to the recycling programs established by municipalities. For the past 13 years, this partnership between the Solid Waste Department and the RU’s within the system have allowed the department to reduce landfilled materials by 37% through diversion, beneficial re-use, and conversion to energy.

Examples of Other Diversion/Recycling Programs Supported by the Department

Xcel Energy French Island Facility
The Department contracts with the Xcel Energy French Island Facility in order to promote residential garbage being converted into energy. In 2017, the La Crosse County Solid Waste Department and Xcel Energy reached an agreement to extend the current contract (which ends in 2023) 7 years to 2030, with up to two 5 year extensions. This contract provides an alternative to landfill disposal for area municipalities. The Department helps support this program by managing the ordinances and policies on waste transport, disposal and contractual funding of the maintenance program. The table below details the tons of municipal solid waste delivered 2005-2018.

<table>
<thead>
<tr>
<th>Year</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tons Received</td>
<td>75,950</td>
<td>76,285</td>
<td>80,240</td>
<td>73,785</td>
<td>66,923</td>
<td>74,568</td>
<td>75,598</td>
</tr>
<tr>
<td>Year</td>
<td>2012</td>
<td>2013</td>
<td>2014</td>
<td>2015</td>
<td>2016</td>
<td>2017</td>
<td>2018</td>
</tr>
<tr>
<td>Tons Received</td>
<td>76,120</td>
<td>77,616</td>
<td>65,501</td>
<td>77,504</td>
<td>77,381</td>
<td>74,965</td>
<td>72,568</td>
</tr>
</tbody>
</table>

The County recently added financial incentives to the Xcel contract based on % yield trying to maximize the processing and minimize the residuals being returned to the landfill. From 2005 to 2013 the average yield was 71.98%. From 2014 to 2018 waste was processed at a 77.73% average yield.

Beneficial material is separated from municipal solid waste and recovered as part of processing. For 2018, the facility recovered 86.42 tons (average) of ferrous and 17.26 tons (average) of non-ferrous material per month.

As of 2016, the department worked with different organizations to support their zero landfill policies. Four additional companies were added in 2018 accounting for total 1,427 tons of material being diverted to Xcel in 2018. This is a 58.87% increase from 2017.

Household Hazardous Materials Facility
Since 2003, the Department has continuously operated the HHM program, accepting hazardous waste from households, farms and qualifying small businesses. Removing hazardous materials from the waste stream improves the performance of the landfill and the Xcel Waste to Energy facility while providing environmentally sound, cost effective disposal that is satisfactory to the users. From 2003 to 2017, over 98,872 residential users have delivered 6,520,951 million pounds of waste to the facility. Over 77% of the waste collected by HHM is reused, recycled or beneficially used in some way.
Utilization of New Programs
The Department has partnered with Revolution Plastics in promoting an Ag bag recycling program. This effort removed over 120,000 pounds of material from La Crosse County and over 199,000 pounds from Houston County. This directly benefits the Waste-to-Energy facility and reduces the landfill costs of unacceptable items at Xcel.

Working with Existing Partners/Stakeholders
The Department supported Stakeholders in a study to incorporate automated collection of solid waste and recycling. The cities of La Crosse and Onalaska first implemented these efforts and it is currently moving into most of the other municipalities in the County. This led to a 120% increase in recycling within those city’s programs.

Gas-to-Energy
In an effort to maximize utilization of the waste that is disposed of within the landfill the department partnered with Gundersen Health on the Gas to Energy system. This system not only provides a source of revenue for the gas, which had been flared, but is but is a key component in their Envision Program. This is another way we are able to reach out and share how this disposal system works.

Outreach and Education – Current Programs

Sustainability Coordinator
The Department funds the County’s Sustainability Coordinator (Coordinator) position. This individuals supports the department promoting and developing recycling and other waste diversion.
- The Coordinator also takes the lead with presentations and tours of the landfill and other facilities in educating the public on sustainability, waste management and recycling, along with alternatives to each.
  - In 2018, over 1,700 individuals toured the landfill and HHM facility. Tours promote the importance of proper segregation of waste and diversion from landfills.
- He also works with other municipalities and on the State level on waste reduction, energy efficiency, and recycling efforts.
- The Coordinator sits on several local nonprofit boards and committees and liaisons with them on County efforts to improve sustainability and guide them in the principles of efficiency. Some of these organizations are: the Western Sustainability Institute, Friends of the Marsh, Friends of the Bluff lands, The Earth Fair committee, The Marsh Cleanup, and Neighbors Day.

Other Forms of Direct Contact:
- In 2018, 542 individuals (19 different organizations) toured the Xcel facility learning how materials are classified and processed for energy production.
- HHM staffed a booth at Earth Fair and the Homebuilders Show.
- HHM has partnered with 6 different counties providing Household Hazardous Waste removal and education for residents outside of La Crosse County.
- Staff is available Monday – Friday for questions: On average we receive 17 (walk-ins or calls) per day with questions regarding recycling, diversion and waste handling. This allows us to have contact with over 4,000 sytem users annually.

Additional Methods:
- Utilization of County Website and handouts for individuals with questions.
- The Recycler is a printout that is mailed to every homeowner in La Crosse County. The County provides 50% of the costs associated with producing this flyer and places and emphasis on materials to be diverted.
• The Department utilizes radio and media articles to convey current options, along with program changes, to surrounding communities.

**WDNR Fees**
In 2018 Solid Waste Department paid $12.99/ton in facility fees. These fees, in part, help fund recycling programs, education and environmental management of recycling and waste disposal.

Discussion ensued. The Solid Waste Policy Board will look at ways to educate and provide information to citizens/businesses to help them in recycling efficiently. Some ideas discussed:
- Look at, compare and get input from Recycler’s from La Crosse County, Trempealeau County, Buffalo County, Houston County, Wabasha County, City of La Crosse and City of Onalaska
- Haulers to place recycling stickers on containers
- Look at updating website recycling information
- Look at recycling information on Facebook
- Provide recycling information with Tax Statements
- Look at Chapter 15 Solid Waste Management Code for Enforcement and Penalty
- Work with special events in providing recycling containers and information
- Manufacturer Takeback Program
- Teach children in school importance of recycling/continue with school tours of landfill and household hazardous
- Solid Waste working with Responsible Units as a resource for each other
- Pay as you throw/volume based
- A regional meeting/workshop will be held on April 24th, 2019 for members to share information

**AG BAGS - UPDATE**
Revolution Plastics is very successful in diverting millions of pounds of Ag Plastics from landfills, being buried or burned on the farms. La Crosse County Solid Waste hosted a two day event with Revolution Plastics providing Ag and Silage Plastic Recycling containers for farmers to pick up. Revolution Plastics collects for free Ag and Silage Plastic from farms and dairies and recycle the material at its United States based recycling facilities. In 2018 Revolution Plastics diverted 120,370 lbs. from La Crosse County and 199,120 lbs. from Houston County. Garbage bags is one of the products that Revolution Plastics recycles the Ag Plastics into.

**EXPANSION – WHAT IS THE PROCESS?**
Brian Kent with SEH presented a PowerPoint on La Crosse County Landfill Expansion.

*Landfill Permitting History and Status*
- Current LF permit approved by WDNR in February 2006 (Vertical and Horizontal Expansion)
  - Feasibility process initiated in February 2002 with issuance of initial site inspection request.
  - Feasibility Study approved in May 2005.
- Expansion process with approvals typically takes 3-5 years.
- 2006 Expansion increased volume by approximately 3.85 million CY, with total site capacity of 5.96 million CY. Includes approximately 2 million CY of relocated waste (51.6 acres).
- Last permitted cell constructed in 2018.
  - Recent air space survey suggests 13 years of air space remain assuming 2018 filling rate.
  - Impact of Xcel (40%).
Why Now?

- Access
  - Access to landfill is limited
  - Current road alignment impedes future construction
  - Design to avoid redundancy/future replacement

- Site Infrastructure Planning
  - Leachate system upgrades
  - Closure sequencing revisions
  - LFG conveyance integration

- Stakeholder/Partner security (Xcel/G2E)
- Current and end use guidance on land use options
- Future planning
  - Options for future (onsite or new site procurement and permitting)

Siting Process

- Initial Site Inspection
- Initial Site Report
- Initial Site Report Opinion
- Negotiation
- Feasibility Report
- Informational of Contested Hearings
- Feasibility Determination
- Plan of Operation
- Plan of Operation Approval
- Construction Documentation

Initial Site Inspection

- The purpose of the initial site inspection is to obtain a preliminary evaluation from the WDNR of the proposed facility’s compliance with locational criteria and performance standards specified in s. NR 504.4 Wisconsin Administrative Code.
- Requirements include:
  - Name of applicant, type of landfill, and location;
  - A letter from WDNR Bureau of Endangered Resources identifying the known presence of critical habitats and state and local natural areas within 1-mile of proposed facility;
  - A letter from Wisconsin State Historical Society identifying any historical, scientific, or archaeological areas within vicinity of proposed site; a map depicting existing conditions within 1-mile of proposed facility;
  - And a preliminary discussion of conflicts to locational criteria and performance standards.

Initial Site Report

- Screening tool to provide applicant WDNR opinion regarding a potential of proposed landfill development.
- Enables applicant to back out prior to investing significant time and money.
- WDNR review team (hydro, engineer, and solid waste specialist) renders opinion
- Favorable WDNR opinion identifies site specific or unique information to provide in feasibility report.
- Unfavorable opinion is intended to discourage further action to avoid irrevocable financial or political investment.
- Information to include in Initial Site report includes: information from initial site inspection; proposed operator and consultant; property and limits of filling; landfill life and capacity; entities to be served; waste types and characteristics; cover frequency; mode of operation; and, anticipated subbase, base and final grades.
• Also provide detailed discussion of area land use in regards to its suitability of the property for waste disposal or on groundwater quality.
• Summary of available published information regarding regional geotechnical information.

Negotiations/Arbitration
• At least 120 days prior to submitting the Feasibility Report to the WDNR, the owner must apply for all applicable local approvals.
• Any affected municipality located within 1500 feet of the proposed landfill limits may enter into negotiations with the owner.
• If negotiated settlements cannot be reached, each party may petition the Wisconsin Waste Facility Site Board (WWFSB) to issue an arbitration award.
• Following a hearing, the WWFSB must select, without modification, the final offer of either the owner or local committee.

Feasibility Report
• A favorable feasibility decision from WDNR virtually assures the owner that the proposed landfill can be developed from a technical standpoint.
• Feasibility report contains:
  ▪ A detailed and comprehensive evaluation of site specific geology and hydrogeology from infield investigations.
  ▪ Preliminary engineering designs including proposed environmental monitoring (groundwater, surface water, air, leachate, LFG, and soil moisture);
  ▪ An environmental assessment;
  ▪ Documentation of need;
  ▪ Alternatives to landfiling analysis (waste reduction, reuse, recycling, composting, and energy recovery initiatives);
  ▪ And borrow source information
• Reviewed by WDNR plan review team.

Public Hearings
• Prior to approval of feasibility study, the WDNR submits a public notice to be published in the local newspaper.
• The notice is intended to invite public comment and notify public of their ability to request a public hearing or contested case hearing be held on the technical feasibility of the proposal.
• If no hearing is requested, the WDNR writes feasibility determination.
• If a public meeting is held, WDNR must write feasibility determination within 60 days of hearing.
• In the event of a contested hearing, a hearing examiner is used much like a court trial. All parties testify under oath and may be subject to cross examinations. Final decisions are made by the Secretary of the WDNR upon review of the hearing record.
• A contested hearing is intended to address the technical feasibility including the need for the landfill and the ability for the landfill to meet design and performance standards and to protect the public's health, welfare, and the environment.

Feasibility Determination
• WDNR reviews the Feasibility Report for completion. If necessary, additional information is requested.
• Upon completion of public or contested hearings, feasibility determination is made by WDNR review team, or Secretary of WDNR (Contested Hearing).
• Depending on complexity of issues (locational, public controversy, poor geologic/hydrogeologic conditions) determination can take between 6 months and there years.
Plan of Operation
- Upon approval of feasibility, Plan of Operation report completed and submitted to WDNR.
- The feasibility determination specifies the required information in Plan of Operations.
- In general, the Plan of Operation contains: final engineering design; design calculations; details of phase construction; proposed construction documentation; sequencing of operations; daily operations; monitoring; closure design; long-term care of the landfill after closure and detail costs for the construction, operation, closure and long-term care of the landfill.
- The Plan of Operation also proposes alternative groundwater quality standards, if necessary, and proposed calculated groundwater quality preventive action limits for parameters with no existing standards.
- The WDNR review team reviews the Plan of Operation. The WDNR engineer leads the review for design aspects and the hydrogeologist leads the review for the environmental monitoring aspect. The review team also establishes the long-term care costs required to be retained by the owner.

2019 Preliminary Schedule
- Initial Site Inspection (ISI) Request, Meeting and Report to WDNR.
- Preliminary Design and volume calculations (cell footprint boundaries).
- Request relating to exemption to NR140 Groundwater quality standards-requires extensive review and justification to expand LF where groundwater quality issues exist (WDNR WA-1010-2001). This may extend into 2020 as well.
- Public/Community Outreach.
- Alternative Geotechnical Program Request and Report to WDNR.
- Pre-Feasibility correspondence with WDNR.

2020 Preliminary Schedule
- Local approval notification and site resolution, negotiation, arbitration (hopefully not)
- Pre-Feasibility correspondence with WDNR.
- Geotechnical investigation.
- Proposed expansion design and operations.
- Public/Community Outreach.
- Environmental Review, Needs Analysis, Alternatives Analysis.
- Clay borrow source/study evaluation.

2021 Preliminary Schedule
- Environmental Review, Needs Analysis, Alternatives Analysis.
- Feasibility Report Issuance.
- WDNR Feasibility Approval.
- Public/Community Outreach.
- Plan of Operations.
- Tier 2 Stormwater SWPPP.
- Air Construction/Operation Permit.

POLICY BOARD PACKET
Solid Waste Policy Board reviewed and acknowledged the Public Appointment Process form that is sent out twice annually to department heads as a method to manage the numerous boards on which the public serves. The information will also be used to recruit community members to serve on committees, boards, or commissions and update the website. The Public Appointment Process lists a complete description of the Solid Waste Policy Board.
UPDATE ON BUFFALO COUNTY
Bruce Fuerbringer, Emergency Management Director from Buffalo County is currently taking Steve Schiffli, Director of Buffalo County’s place while he is currently in the military. Bruce is currently working on a strategic plan for the Buffalo County Trash and Recycling Program. Bruce will continue to work with Buffalo County’s internal and external stakeholders to better their Recycling Program.

FUTURE MEETING DATE AND AGENDA TOPICS
May 31, 2019 Annual Meeting
Renew Solid Waste Policy Board member Terms for Steve Hogden, Trempealeau County 4/30/19, Jarrod Holter, City of Onalaska 4/30/19 and Bruce Fuerbringer, Buffalo County interim for Steve Schiffli in the military for one more year.
Permits – Annual – 3 day – Single Use
Trail Program – Long Term
Update on Stakeholder Extension

MOTION by Steve Hogden to adjourn the meeting. SECOND by Teresa Walters. MOTION passed unanimously. Meeting adjourned at 12:00 pm.

Approved, August 21, 2019, Linda Bettin, Recorder.