

# **SOLID WASTE POLICY BOARD MEETING**

**December 4, 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), Lewis Kuhlman (City of La Crosse), Tom Jacobs (La Crosse County), Bruce Fuerbringer (Buffalo County)

**MEMBERS EXCUSED:** Mike Wobbe (Wabasha County)

**MEMBERS ABSENT:**

**OTHERS PRESENT:** Jadd Stilwell, Scott Szymanski, Linda Bettin, (La Crosse County Solid Waste), Brian Kent (SEH), Brandon Knutson (Hilltopper), Kyle Knutson (Hilltopper), Gary Harter (Harter's), Julie Amundson (Houston County), Brian Korth (St. Joseph Construction)

## **CALL TO ORDER/ROLL CALL**

Chairman, Maureen Freedland, called the meeting to order at 9:00 am.

## **INTRODUCTIONS**

Everyone in attendance introduced themselves.

## **CONSENT AGENDA**

- Approval of Minutes (August 21, 2019)

**MOTION** to approve previous minutes by Tom Jacobs. **SECOND** by Theresa Walters.  
**MOTION** passed unanimously.

## **PUBLIC COMMENT**

None

## **CONFERENCE COMMITTEE REPORTS**

None

## **EVENT RECYCLING LETTER**

The Policy Board, Solid Waste Department and Stakeholders have identified a potential opportunity to improve regional Recycling Programs, specifically at Special Events. Such events include fairs, festivals, concerts, sporting competitions, conventions, reunions, weddings and other gatherings outside of the home. With the review and support of the Policy Board a letter was drafted for local municipalities asking them to review their local permit packages to determine how event recycling is being managed. When properly managed by the event holder, the recycling that is achieved can be directly correlated back to the municipalities recycling totals.

An attachment of the recently modified City of La Crosse permit package, effective January 1, 2020, was also reviewed. They are requiring event organizers to be responsible for managing all waste and recyclables generated at the event. A waste management/recycling plan shall be submitted with the special event application and include plans for collection and disposal of materials during and after event, number and location of garbage/recycling containers and dumpsters; number/schedule of volunteers/staff assigned to collection and clean up. If the event is held on City property and additional clean-up is required at the conclusion of the event, the cash deposit of \$250.00 will not be returned and any additional fees over and above the deposit will be invoiced to the event organizer.

The Solid Waste Department will continue to educate and hope that this permit process expands to other Municipalities and Counties. Resources are available through area stakeholders, boards, and haulers to assist with planning and execution of special event recycling programs for event holders. This helps with minimizing the work required by event planners but still allowing for improved or possibly missed recycling opportunities for the community.

### **PFAS**

Brian Kent with SEH presented a PowerPoint on PFAS Overview: What are PFAS?, Where do we find PFAS?, Emerging Issues with PFAS and Challenges we Face with PFAS.

Per- and Polyfluoroalkyl Substances (PFAS) are a family of 5,000+ human-made chemicals, commercial and industrial applications since 1940s. PFAS are an emerging contaminant, bioaccumulate, and are not known to degrade in the environment. PFAS contamination is not just a Wisconsin issue, there are many contamination sites in other states in the United States.

Landfills, compost facilities, materials recovery facilities (MRFs), and waste water treatment facilities (WWTF) are not producers or original sources of PFAS. Instead, waste management facilities and WWTFs receive and manage PFAS contaminated waste and waste water from households, businesses, and industry. Waste water treatment plants receive PFAS from industrial or domestic products. Treated effluent and biosolids created in treatment process also may contain PFAS. Landfills received PFAS via consumer products, industrial waste and biosolids from waste water treatment plants.

Humans are mainly exposed from ingestion of drinking contaminated water, eating foods with PFAS-containing packaging, eating fish caught from PFAS-contaminated water and accidentally swallowing contaminated soil or dust. Exposure can also occur from PFAS-containing consumer products. Products that may contain PFAS manufactured for use in non-stick coatings, waterproof fabrics, certain firefighting foams, protective coatings, stain/water resistant products, chrome plating, food packaging, personal care products and coated paper.

The health effects of PFAS in human studies show decrease fertility in women, increase the risk of high blood pressure and pre-eclampsia in pregnant women, increase cholesterol levels, decrease effectiveness of vaccines, increase the risk of thyroid disease and lower infant birth weights. Studies in animals have shown changes in liver, thyroid, and pancreatic function, changes in hormone levels and cancer.

The Governor of Wisconsin, Tony Evers declared 2019 the Year of Clean Drinking Water has signed Executive Order #40 – Relating to the Public Health Risk from Per- and Polyfluoroalkyl Substances (PFAS) and the Creation of the PFAS Coordinating Council – Executive Order #40 directives to DNR, DHS, DATCP include: 1) establish PFAS website, 2) collaborate with municipalities and waste water treatment plants on screening and

identifying PFAS sources, 3) expand monitoring and consideration of PFAS in developing fish and wildlife consumption advisories, 4) develop regulator standards, 5) modify the Voluntary Party Liability Exemption law to protect Wisconsin taxpayers and assess opportunities for using natural resources damages under state and federal law for compensation for PFAS impacts. Reasons behind Executive Order #40 are: year of clean drinking water, importance of clean drinking water to Wisconsin, growing discovery of PFAS, growing body of evidence says exposure to certain PFAS can lead to adverse human health effects, experience of neighboring states of Michigan and Minnesota. Governor Evers wants the State of Wisconsin to be a leader in protecting citizens and environment.

The DNR sent letters to 125 publicly owned treatment works (POTWs) requesting they voluntarily sample their influent and effluent for PFAS. The 125 POTWs are 27 authorized pretreatment programs, 91 other POTWs with SIUs, 6 found by query of permit fact sheets and 1 community with PFAS in water supply.

The intent of the request was for: 1) avoid effluent limitations at POTWs, 2) Parallel Michigan's demonstrated approach, 3) Scope extent of PFAS contamination in Wisconsin, and 4) Inform economic impact analysis for standards rulemaking and make informed decisions based upon data.

Actual outcomes are: 1) 2 POTWs completed sampling, 2) 4 POTWs signed on for participation in WSLH study, 3) Several POTWs have indicated they will sample once labs have been certified, and 4) POTWs indicated they will look to work with pretreatment industries to reduce PFAS in effluent.

Call to industry members (Wisconsin Badger Chapter Solid Waste Association of North America, Associated Recyclers of Wisconsin and Wisconsin Counties Solid Waste Management Association) to work together so the solid waste industry isn't left bearing PFAS investigation and treatment costs. Some early concerns include 1) landfill leachate already being rejected from some waste water treatment facilities in Wisconsin, 2) industry may be left with standards and methods that may be nearly impossible to meet if we are not at the table, and to 3) educate the public and regulators that waste facilities are not the producers or users of PFAS.

Waste systems as receivers do not produce or use these chemicals and cannot easily control sources of PFAS. Landfills are inextricably tied to waste water treatment facilities. Industry members have formed a Solid Waste PFAS Workgroup Committee to address issues and opportunities. Subsequent subcommittees have been created to address the following topics:

- Leachate treatment - understand leachate pretreatment options, financial implications of inability to treat at waste water treatment plants.
- Solid Waste/Waste Water Coalition - form working relationship with waste water industry and stay current with sampling and pretreatment requirements and activities.
- Sampling Standards and Analysis - be a part of the process for developing sampling procedures, standards and exceedance thresholds.
- Legislative/Public Outreach - represent the interests of solid waste facilities to legislators and regulators and build a fact-based response to the growing concern around PFAS.

Discussion ensued. The Solid Waste Department will continue to monitor the PFAS issues and continue to update the Solid Waste Policy Board.

## **Chronic Wasting Disease**

Jadd Stilwell presented a PowerPoint on Chronic Wasting Disease and Waste Disposal.

### Background

- Fewer landfills accepting deer carcasses: 2019 shows 30% of sites in Wisconsin no longer accepting despite State guidance recommending disposal within landfills.
- Chronic Wasting Disease is a neurological disease belonging to a group known as Transmissible Spongiform Encephalitis (TSE). These are progressive diseases of the central nervous system in which brain lesions result in the following symptoms: loss of coordination, loss of movement, emaciated appearance and death.
- Prions are an infectious agent comprised only of protein with no nucleic acid genome. Differs from bacteria and viruses which contain nucleic acids which allow them to reproduce. This makes prions resistant to ultraviolet radiation which typically breaks down nucleic acids but susceptible to substances that breakdown proteins. Prions are distorted proteins which bind to other normal proteins of the same type and force them to change their shape or structure. Leads to a chain reaction that creates the disease. Why these proteins exist and distort is not well understood.
- Affects deer, elk, reindeer, sika deer and moose. No recorded CWD cases in humans. It may take over a year before an infected animal develops symptoms. There are no treatments or vaccines.

### Identification

- Testing for CWD requires postmortem collection of brain and specific lymphoid tissues. Currently no test can detect early stages. Since the discovery of CWD in Wisconsin in 2002, over 200,000 free-ranging deer have been tested, of which over 3,500 have tested positive.

### Recommended Disposal

- Preliminary risk analysis was completed by WDNR in September 2002. Most arguments for landfilling in Subtitle D sites are based on prions absorbing to organic material. This would result in an extremely low prion concentration rate. Prions have demonstrated resiliency in soil, but no data currently exists for landfills.
- Disposal for hunters
  - Preferred Option – Landfill
  - Secondary Option – Bury on private land
  - Last Option – Dispose of on private land (not allowed on public land)
- Disposal for Non-Hunters-Processors, Testing Facilities, Taxidermists
  - Landfill only

### La Crosse County Management

- Has accepted deer for over 30 Years from residents, businesses and highway (roadside collection) in Counties that are now in, or bordering, CWD Zones (including Minnesota). Current estimates show over 60% of deer are processed at homes. Carcasses (head/spinal column) end up in residential waste most of which is taken to Xcel then sent to the landfill as rejects or directly disposed of at the landfill by residents and businesses. Currently managed as MSW WI Statue S.289.01 (33)

The WDNR provides a publication titled Deer Carcass Disposal in Wisconsin which covers frequently asked questions about proper deer carcass disposal in Wisconsin.

The Solid Waste Department utilizes this document when answering questions from hunters, meat processors, taxidermists and others about proper handling of deer carcasses. Given statewide concern about managing the spread of chronic wasting disease, proper carcass disposal is more important than ever. This WDNR document answers many frequently asked questions about deer waste and carcass disposal.

- Deer carcasses are defined as a solid waste and landfilling is the preferred option. WDNR states to contact your local landfill to determine if it accepts deer carcasses and if it requires any special handling procedures prior to disposal.
- Adopt-A-Dumpster program is to provide hunters an option for appropriate deer carcass waste disposal, especially in areas where carcass disposal options are very limited or unavailable.
- The WDNR maintains a list of licensed or approved facilities willing to accept deer carcasses at [dnr.wi.gov/topic/hunt/landfillmap.html](http://dnr.wi.gov/topic/hunt/landfillmap.html)
- If someone butchers a deer at home the preferred option for disposal is landfilling. However, if that is not a reasonably available option, you may legally bury a single carcass on private property where the waste was generated with permission from the landowner. The carcass should be buried deep enough to prevent excavation by scavengers.
- Leaving a deer carcass in the field is a last resort for hunters. Deer carcasses are solid waste and illegal to dispose of on any public lands or roadways as well as on private property without permission.
- Because CWD can be spread to deer through contact with deer carcasses, it is crucial to minimize carcass movement, especially in CWD-affected areas. State statute requires that the head, spine and lymphoid tissues of deer harvested within a CWD-affected County shall not be moved or disposed of outside of the CWD-affected County of harvest unless it is brought to a licensed landfill, meat processor or taxidermist, the head brought to a CWD sampling station or to an adjacent County.
- Burial of collected road-killed deer is not allowed. Burying deer carcasses poses a threat to ground water quality. Road-killed deer need to be disposed of at a licensed landfill, renderer or DNR-approved facility such as a transfer facility.
- Road killed deer may be left on the roadside in instances when only one deer is killed.
- Composting may be an option for commercial or municipal operations. Composting may only be done in counties unaffected by CWD. A license from the WDNR is required for this type of composting.
- Licensed meat processors and permitted taxidermists receiving deer carcasses must dispose of all inedible parts and all parts of the spinal column, brain and lymphoid tissues in a properly permitted landfill or with a licensed renderer in accordance with s. NR 10.105(7)©, Wis. Adm. Code. Use of deer parts as bait for trapping or attractants for personal entertainment, such as photography, is prohibited.

Discussion ensued. The Solid Waste Department will continue to follow the state recommend approach to deer carcass disposal and monitor changes in CWD issues/management, while keeping the Solid Waste Policy Board updated.

### **XCEL OUT-OF-SYSTEM WASTE (ZERO LANDFILL)**

Jadd Stilwell presented information on Xcel Out-of-System Waste (Zero Landfill) demonstrating the continued increase in requests to utilize the Xcel Energy French Island Facility.

La Crosse County is the hub of a regional solid waste management system that serves residents, businesses and industry in this County, and in several surrounding counties in Wisconsin and Minnesota. Our system provides reuse, resource recovery, recycling and disposal services, in addition to programs designed to reduce the toxicity of various waste

streams. Most of these services are managed at the La Crosse County Solid Waste Facility. Resource recovery activities are conducted at the Xcel Energy waste-to-energy facility on French Island. The services offered by our system are consistent with the State of Wisconsin's preferred waste management hierarchy. As a publicly-owned, privately-operated system, we are focused on managing waste locally. This full-service approach is vital to our environmental and economic sustainability.

The primary focus of the Department is to ensure all stakeholders and municipalities, within the system, will have continuous access to the Xcel Energy French Island Facility. Any additional waste accepted from Out-of-System users would be reviewed and accepted only after all regional obligations are met.

Below is some of the initial data, showing a few of the variables, that were provided:

#### Delivery Rates to Xcel (Tracking started in Late September)

October 12.82 Tons/Day Average = 3,333.2 Tons Annually

November 23.73 Tons/Day Average = 6,169.8 Tons Annually

\*Request for January 1<sup>st</sup>, 2020-additional 11.53 Tons/Day or 3,000 Tons Annually

#### Key Items

- Currently all zero landfill program requests are from outside of our system.
- No inclusion into rebate program
  - o No commitment to system (start/stop without notice) which can cause significant variances in daily tonnages at Xcel.
- Continued requests by brokers/companies (currently working with 8 groups).

#### Time Requirements

- Most programs request tour/environmental reports and annual inspection.
- Waste requires two trial runs (inspections) before approval.
- Separate Interact (scale) program was installed at Xcel to track this waste stream.
- Requires internal credit checks, account set up – All users of the Xcel Facility must be set up to be billed.

#### Xcel Contract Tonnages

Monthly O&M fee covers processing costs between 70,000 – 75,000 tons annually

- Increases over 75,000 tons annually require Xcel approval. For 2020 we have requested an additional 3,000 tons or 78,000 total tons.

#### Impacts to Costs

- Payment of \$33/ton for all waste over 75,000 tons – This payment is in alignment with current monthly O&M fees.

#### Other Variables to Cost

- Paid for BTU value of material – typically high
  - o Plastics (from manufacturing), fiber from inside fuel filters, clean office paper products.
- High percentage of material turned into fuel
  - o Companies want clean, easily processible fuel to avoid material ending up in landfill. Some waste streams are pre-processed before going to Xcel.
- We pay additional fees for increased yield
  - o Based off tonnage of all waste processed (AWP) = price per ton (RDF – 51,100 RDF) for all yields over 70%.

- o Contract minimum 66%
- Ferrous/Non-Ferrous
  - o Materials do not add to metal recovery volumes at Xcel.
- Additional waste streams would provide buffer during economic downturns.

Base Costs for Landfilling Waste

- Landfill costs per ton (WDNR Fee's, Operational Fee's and Airspace Fee's) align with processing fees for waste over 75,000 tons.
  - o We estimate that up to 15% of material could be returned as residue.

Ash

- Increased ash
  - o Estimate annual increase of about 1,000 tons of ash.

Options

- 1) Continue under current program.
  - o Monitor on monthly basis – track waste volumes - review operational impacts.
- 2) Increase fees to help offset costs and volume fluctuations of exceeding 75,000 tons.
  - o We do not have enough data, at this time, to recommend a rate that covers all the adjustments listed above.
- 3) Require annual contract for Out-of-System (OOS) companies providing consistent waste tonnages into system.
  - o As these programs develop areas to look at would include:
    - i. Minimum/maximum waste volumes
    - ii. Rate based off tonnage/system impacts

Discussion ensued. With Xcel's changes to Interact (scale program) we will be able to track the Out-of-System customers and measure impacts to system. The Solid Waste Department will monitor system users and tonnages to provide data and analysis to the Solid Waste Policy Board on whether to continue under current program, increase Out-of-System fees or require an annual contract for Out-of-System companies.

**FUTURE MEETING DATE AND AGENDA TOPICS**

March 4, 2020

Xcel Interact System – Monitoring the Out-of-System Waste

Updates on PFAS

Expansion Process of the La Crosse County Landfill/Change of Groundwater Elevation

Xcel Front end Processing - Flail Mill to Shredder

AG Bag Update

**MOTION** by Tom Jacobs to adjourn the meeting. **SECOND** by Bruce Fuerbringer.

**MOTION** passed unanimously. Meeting adjourned at 11:30 am.

The above minutes may be approved, amended or corrected at the next scheduled meeting, Linda Bettin, recorder.