

## **TETON COUNTY INTEGRATED SOLID WASTE AND RECYLING ADVISORY BOARD**

Meeting Minutes

February 23, 2017

Members Present: Jim Van Vliet; Bob Arndt; Joe Kola; Phil Cameron; Katie Dahlgren, Lorie Cahn, Jess Wireman; Andi Psmithe

Others Present: Commissioner Paul Vogelheim; Heather Overholser, ISWR Superintendent; Caroline Sheahan, ISWR Financial Accountant; Matt Blair, ISWR Recycling Supervisor; Chris Crook, ISWR Recycling Operator; Mac Dukart, ISWR Waste Diversion Outreach Coordinator; Mari Allan Hanna, ISWR Admin Assistant; Kelly French, Jackson Curbside Recycling; Ken Small, Teton County Resident; Jon Dyer, Grand Teton Lodge Company; Tom Segerstrom, Teton Conservation District.

2:10pm: Meeting called to order by Phil Cameron at the Recycling Center.

### **Introductions**

#### **Discussion of Minutes from January 2017**

- Katie Dahlgren was present at the December meeting.
- Lorie requested that acronyms in minutes be spelled out.

Motion to approve January Minutes with changes, Moved: Lorie; Second: Jim. All in favor, motion carried.

#### **Report from Board Chairman: Phil Cameron**

- Welcome.
- Holding more frequent Executive Committee meetings – once per month in between board meetings.
- Distributed best practices survey and score sheet from JH Community Foundation workshop
  - 2 pages
  - Take a copy and return to Phil before the next board meeting.
  - Goal is to use time effectively, keep board and staff engaged.
- Is anyone attending the Building Better Boards workshop on January 31 hosted by Teton County? Space may still be available.
- Follow up to Waste to Energy (WTE) discussion of recommendations during previous board meetings:
  - Ken Small is here as a resource for additional questions.
  - Board is not currently recommending further pursuit of WTE.
  - Letter to Board of County Commissioners (BCC) is coming to explain that WTE is not recommended for consideration at this time.
  - ISWR's current operations do not preclude the pursuit of this technology in the future.

**Report from County Commissioner, Paul Vogelheim:**

- Nice presentation by Heather and staff regarding the Road to Zero Waste (R2ZW).
- Building Better Boards workshop is next week. Intended for town, county and special district board members.
- When will the proposed tip fee increases for organics and/or municipal solid waste (MSW) be brought to the commission?
- Questions?
  - None

**Finance Committee Report, Joe Kola:**

- Following budget review, a material cost analysis for municipal solid waste (MSW) tip fees suggests that the current rate of \$115/ton is adequate.

**Updates on Terra Firma Contract and Impact on Tip Fees/Budget Finalization since the Finance Meeting, Heather/Caroline:**

- Terra Firma contract, with requests for changes, came in at 1:30pm today.
  - Contract with Terra Firma is being recommended for extension for 2 years.
  - Current contract ends Nov 2017.
  - Reasons not to put the contract out for bid at this point:
    - It would be difficult to define the scope of work. The site continues to be in flux due to landfill closure construction.
    - Bids received would likely be high because of the complexity of the site.
  - Changes in contract conditions identified by Terra Firma for 2 year extension:
    - All operations are restricted to the lower pad and ridge for summer 2017 – conveyors are not feasible this summer.
    - Terra Firma will subcontract Montana Civil to transport material up to the ridge.
    - Purchase of additional equipment.
  - Increases in costs identified by Terra Firma for 2 year extension:
    - Note: Terra Firma's rate has been \$45/ton since 2009. There have been no previous requests for increase.
    - For FY2018, Terra Firma is requesting a 15% increase, from \$45/ton to approx. \$60/ton.
      - Heather communicated that this is too large of an increase for a single year.
      - Alternate proposal from Terra Firma is \$54/ton the first year and \$60 the second year.
- Resulting tip fee considerations for FY18
  - Terra Firma's changes will necessitate an increase the tip fee for organics customers from the current \$70/ton up to \$80/ton.

- The material cost analysis for municipal solid waste (MSW) sets the tip fee at the current rate of \$115/ton.
- Update on tip fees for tires. There is currently no identifiable recycling market for tires, in part due to the cancellation of the athletic field market. Teton County will now send tires to be landfilled, resulting in a necessary tip fee increase of \$5 to \$6 for small tires, \$12 to \$14 for >17" rims and \$275 to \$295 for bulk tires.
- Possible tip fee scenarios
  - Scenario #1 (incentivize landfill diversion):
    - Leave organics at \$70/ton
    - Increase MSW tip fee from \$115/ton to \$120/ton.
  - Scenario #2 (follow material cost analysis):
    - Increase organics to \$80/ton
    - Leave MSW at \$115/ton.
  - Scenario #3 (smaller increase in both organics and MSW tip fees)
- Discussion of tip fee scenarios
  - Heather - Both of the tip fee scenarios above would cover capital expenses for the year except for \$270,000-\$310,000. This difference would come out of capital reserves.
    - Other capital reserve considerations this year include possible repaving costs for summer 2017. The original engineering estimate was \$300,000, but Gordon Gray from Teton County engineering estimated \$600,000.
  - Lorie – In favor of increasing MSW by keeping organics low and incentivizing landfill diversion.
  - Joe – How much in tons will the incentive move from MSW to organics?
    - Caroline/Heather – We don't have numbers on this without a waste study.
  - Joe - Maintain MSW at \$115/ton based on materials costs analysis.
  - Lorie – What percentage of tip fees come from haulers vs. individuals?
    - Heather – Haulers approx. 70%
    - Lorie - So resident fees will go up with MSW tip fee increase? And they don't have the option to pay less for their services at the moment.
    - Heather – that 70% is commercial + residential hauling.
  - Phil – How linear is the effect of tip fee increases on trash hauler customers? How much do the haulers increase their fees when ISWR increases the tip fees?
    - Heather – The haulers don't share that information with us.
  - Heather - The impact of an MSW tip fee increase on residents is minimal. The impact of an organics tip fee increase on commercial landscape haulers could be more significant.
  - Bob – Who are the customers? - residents? Individuals? Haulers? Landscapers?

- Phil – Time is an issue. Budget is due. Asked for input from Commissioner Vogelheim.
- Commissioner Vogelheim – Is Terra Firma the single driver behind the cost increase? Suggests the need for a larger strategy. Are the tip fees based on cost analysis or incentivizing waste diversion? Decide this as an organization and inform the commissioners of ISWR’s strategy. The issue with Terra Firma is a little messy. A dramatic increase in the cost of the contract may trigger a request for proposals (RFP).
- Return to discussion of Terra Firma’s contract extension.
  - Heather - The alternative to contract extension is to put the contract out for bid.
  - Joe – Does the large increase trigger an automatic RFP?
  - Commissioner Vogelheim – Any change brings up the discussion of an RFP.
  - Heather – There is reason for additional costs based on the change in conditions at the site.
  - Commissioner Vogelheim – That is another way to frame the discussion.
  - Phil – How have Terra Firma’s equipment needs changed?
  - Ken Small – With changing conditions for the next two years, you get farther for fewer dollars if you have a flex rather than fixed contract. This takes management pressure off the county and risk pressure off the contractor. It reduces risk and assigns actual cost.
  - Heather – Another option is to put out a bid for a temporary contract to cover the next two years. Since this operation requires intensive capital, it is likely that that bid process will return pricing even higher than what Terra Firma is asking.
  - Commissioner Vogelheim – Putting a project out to bid does tell you what the market price is. A time and materials contract is another option. Another option is to present the current contract extension and focus on the change in condition that is warranted – but this could be tough.
  - Phil – Need more clarification on the additional costs Terra Firma is asking for.
  - Heather – The increases are related to site conditions, changes in market prices and wear and tear on equipment (grinder).
  - Ken – Wear and tear on the grinder should have been in the contractor’s original costs. These are known costs to the contractor. The disruption to operations is more legitimate.
  - Phil to Tom– What were the terms of the initial cost share with Terra Firma for the grinder?
  - Tom – Initial cost share and then the equipment would be taken over by the contractor.
  - Heather – The timing of this increase further complicates the issue. Requested the contract from Terra Firma over two months ago and received it today.
    - Bob – But you were expecting cost increase?
    - Heather – Yes, we anticipated 20%.

- Bob – And that matched up with Terra Firma’s increase?
- Heather – Yes
- Caroline – Terra Firma’s request is a little more.
- Bob – So the increased costs are not as much of an issue as the presentation of the increase to the BCC?
- Heather – Right. It would have been preferable to settle the contract extension ahead of budget time.
- Joe – Capital budget for FY18 is \$837,158 and capital improvement plan budget is \$1.5 million.
  - Joe – Tip fees are to cover capital? How much of the operating surplus is set aside each year for capital?
    - Heather – With Scenario #2, maintaining MSW tip fee and increasing organics tip fee, there would be a shortfall of \$500,000. It would require \$317,000 from capital reserve.
- Phil – If Terra Firma had included an escalator all along, this would not be a problem. The last minute contract request is problematic because it is pushing up against the budget deadline.
- Jim VV – Use the numbers from the contractor plus a little and include those numbers in the budget.
- Joe – In favor of increasing organics and keeping MSW at \$115/ton (scenario #2).
- Bob – In favor of scenario #3, thinks organics should go up.
- Phil – Prefers the hybrid, scenario #3, does not want organics to remain flat.
- Katie – Have tip fees increased over time for these materials? Yes.
- Jess – What was tip fee increase last year? \$5/ton for MSW (\$110 to \$115).
- Heather – The history of MSW tip fees is that they were at \$50 forever before ISWR existed. When the ISWR enterprise fund was established, a material cost analysis was completed. Trash was going to Sublette, and the prices varied a lot. Tip fees went up 2-4% annually. Then, 2.5 years ago, when trash was transferred to Bonneville County, the MSW tip fee settled at \$110/ton and did not increase for several years. Jim Wolf, finance committee volunteer, recommends staying ahead of the increases to avoid large jumps. Heather would like to raise the fees this year in a way that won’t require an increase next year.
- Bob – Recommends planning out the next ten years of tip fees, in accordance with zero waste planning, to avoid unexpected jumps.
- Mari Allan – Identify strategic opportunities to increase tip fees in association with increased services (benchmarks along the Road to Zero Waste) – Pay As You Throw, food waste composting, etc....
- Joe – Has this board ever reviewed the material cost analysis? Seems like the tip fee formula should be transparent.
  - Heather displayed organics cost review example on screen (see attachment).
    - Organics exclude manure, dirt, sod.

- Tip fees have always been calculated based on a cost analysis. The difference this time is the idea of increasing MSW tip fees to incentivize landfill diversion.
- Kelly – Jackson has always been a transparent community. This should not be sacrificed in an effort to incentivize waste diversion.
- Jess – Isn't the \$54 supposed to be \$60 from Terra Firma? Heather, yes after the first year. And likely higher in years after that.
- Heather – MSW tip fee includes a subsidy to cover recycling, this number changes as market pricing and tonnages fluctuate. This is where it's good for our pricing to reflect our costs.
- Phil – Other thoughts on tip fees?
  - Jess – Should support R2ZW strategy
  - Katie – Scenario #1 seems like it's out. Seems like the organics increase is preferred.
  - Andi – Is there a formula for revenue vs. expense with regard to tip fees?
  - Phil – If costs are \$115/ton for MSW, why are we charging \$115/ton? No extra?

**Discussion on board action:**

- Andi – Prefers the hybrid, scenario #3.
- Joe – Scenario #2, based on material cost analysis
- Jess – Scenario #2. Agrees with raising organics tip fees and not relying on MSW tip fees long term, but does \$115/ton for MSW really cover costs?
- Caroline – Future capital needs will decrease, following the completion of large projects. Material costs should decrease as well.
- Lorie – Supports scenario #2.
- Bob – Agrees with scenario #2. Likes the transparency of material cost basis. Would like to further understand the subsidy piece of MSW tip fees.
- Joe – Should start contemplating these long-term budget strategies at the next Finance meeting in preparation for next year's budget.
- Heather – Budget projections from last year indicated nearly \$1million from reserves, but it is only \$500,000; so the \$115/ton is adequate.

Motion to approve the budget with Scenario #2 and bring that recommendation to commissioners,  
 Moved: Joe, Second: Jess. All in favor. Motion carried.

**Transfer Station Minimum, Caroline:**

- Discussed a minimum charge for Transfer Station customers, especially for credit card users.
- Jess – What does a minimum charge accomplish?
- Caroline – Financially, very little, but it simplifies operations.

Motion to recommend \$5 minimum at Trash Transfer Station, Moved: Lorie, Second: Jess.

Modified motion to recommend \$5 minimum at Trash Transfer Station to include approval of a tire tip fee increase and \$.30 for e-waste, up from \$.20, Moved: Lorie, Second: Jess.

Discussion:

Joe – How do E-waste transactions work? Do most people pay?

Caroline/Mari Allan – Most customers pay something and many pay extra.

Jess – Lots of property managers bring E-waste. Extra 10 cents has little impact.

All in favor. Motion carried

#### **Outreach and Education Committee Report - Mac Dukart:**

- Increase in RRR Business Leader applications continues due to Hot Shots program through Riverwind Foundation.
- Attended JH Airport board meeting to check in.
  - Matt reported to Mac that airport recycling is much improved and cleaner.
  - Mac is impressed with the logistics and visual presence of recycling bins at the airport.
  - Getting recyclables off the planes is difficult and time constrained.
- Finalizing a zero waste model construction site in partnership with the Habitat ReStore. It is a project at the Grove that begins in June. ISWR will help provide dumpsters for material sorting.
- Food waste pilot program with Grand Teton National Park is moving forward - signage, logistics, etc....
- Phil – Friends of Pathways is interested in partnering with ISWR to note JH2O stations on route maps.

#### **Zero Waste Committee Report, Heather Overholser:**

- Road to Zero Waste workshop with Board of County Commissioners completed on February 13.
- Follow up is underway.

#### **Budget Report, Heather Overholser:**

- Budget estimates are conservative.
- Recyclable markets are up but didn't include this in budget predictions, in order to remain conservative.
- Phil – Budget will be submitted tomorrow. Staff will keep Board informed, informally, about BCC presentations on organics contract and tip fee discussions. These plans will be set next week.

#### **Other Announcements:**

- Phil – We are over time, so please include other updates in staff report for March 3. Anything mission critical today?
- Heather – Nothing critical. Will include updates in upcoming staff report. Please contact staff with other questions, comments.
- Phil – Other questions?
  - Andi – Next board meeting April 13, nothing in March?

Motion to Adjourn, Moved: Joe; Second Bob. Meeting adjourned 4:11pm.

Respectfully submitted,  
Mari Allan Hanna  
ISWR Administrative Assistant

Approved on \_\_\_\_\_

Attest:

\_\_\_\_\_  
Katie Dahlgren, ISWR Secretary

\_\_\_\_\_  
Phil Cameron, Board Chair