

Town of Waldoboro, Maine
Transfer Station Committee Minutes
Municipal Building - 1600 Atlantic Highway
Thursday, July 9, 2015 – 6:00 p.m. to 8:00 p.m.

- A. Sign in and Call to Order
- B. Determine the presence of a Quorum (at least 5 of the 7 Committee members or their duly appointed Alternates must be present).

The following Waldoboro Transfer Station Committee members were present and constituted a quorum:

Robert Butler, Waldoboro Resident
Elizabeth Dinsmore, Friendship Select Board
Martha Marchut, Cushing Select Board
John Meyn, Friendship Resident
Randolph Robbins, Cushing Resident
Terry Gifford, Waste Hauler
Ted Wooster, Waldoboro Selectman

Also present at the meeting were Monika Magee, Abden Simmons, Ronald Miller, John Daigle, John Higgins, and William Najpauer (Mid-Coast Council of Governments)

- C. Minutes of Previous Meetings. John Meyn moved acceptance of the May 21st and June 11th minutes, as corrected. Ted Wooster seconded the motion. The vote was unanimous.
- D. Butler announced that the MRC would hold a Board of Director's meeting in Rockland on July 29th at 10:00 a.m. Venue: Council Chambers at Rockland City Hall. Butler said he would not be available to attend that meeting and hoped that other committee members would be able to attend. (Martha Marchut, John Meyn, and Randy Robbins did attend the meeting.)
- E. Butler introduced Bill Najpauer of Mid-Coast Council of Governments (MCCG) and former Waldoboro Planner.

Najpauer passed around a list of discussion items for Pay-per-Bag to help initiate the discussion.

He explained that MCCG has received a solid waste-planning grant. The grant will be used to assist some of the 17 communities in Sagadahoc, Lincoln, and Knox counties that have transfer stations.

Najpauer pointed out that about $\frac{3}{4}$ of the MCCG communities it serves use PAYT, including Tri-Town in Union.

Household composting studies also qualify under the grant, as well as bulky waste reduction. He mentioned that Connecticut recently passed a mattress-recycling program to reduce landfill usage.

MCCG is looking at costs of transporting solid waste, which vary a lot from town-to-town. Should towns band together to share transportation costs?

MCCG is analyzing generational differences. Young people seem to be more resistant to efforts to increase recycling. MCCG is looking for explanations.

Najpauer stressed the importance of using available resources. “Why re-invent the wheel?” he asked.

His said that single-stream recycling tends to produce a contaminated product. People sorting recyclables at home produce a far cleaner and more desirable product with a higher sale value. Single sort transport issues can also be a problem. Single sort cannot be compacted at the source because precludes efficient sorting. The result? With single sort you’re transporting a lot of air.

Najpauer offered 40 hours of MCCG assistance to map out the PAYT program, to collect data, work out the potential savings, discuss required changes to the transfer station layout, look at the possible need for new equipment, and figure out a price per bag that works. At \$60 per hour, 40 hours of assistance translates to \$2400. MCCG does not require a matching grant from the town.

Butler asked what it was that put the impetus on PAYT and what other things did they identify.

Najpauer responded that PAYT would be one way of increasing recycling and reducing transportation costs. Other items included looking at single sort, using a baler instead of shipping “air”, sharing resources, household composting, and sharing transport methods among towns.

He proposed putting together a list of tasks and completing them.

Wooster said Lincoln County Recycling keeps down transfer station costs and produces a well-sorted, high value commodity. “We have a recycling process that works,” Wooster said.

Najpauer agreed and said that dual sort is also not idea. That recycling method combines mixed paper with newsprint. One does not obtain as high a price for that mixture because demand for newsprint is not as high as demand for mixed paper. He added that ALL recycling methods work best with PAYT.

Wooster wondered if there should be financial penalties for those who refuse to go along with the recycling program.

Najpauer answered that PAYT has a built-in penalty for non-recyclers. If one does not want to recycle one is going to have to purchase more bags. He mentioned Waterville, which just went through the process of approving PAYT after a 12-month pilot. Many people used just one 15-gallon bag per week for their garbage after implementation of the program.

Monika Magee said that very few communities seem to help low-income families. Najpauer responded that some landlords subsidize the costs of bags by including a certain number of them in the rent.

Butler asked how PAYT addresses the solid waste businesses generate. Najpauer said it depends upon the existing ways in which businesses dispose of their solid waste. The PAYT program would have to be crafted to meet businesses’ needs.

John Higgins asked how PAYT affects the tax structure given that there’s already an implied

fee for trash disposal included in town taxes. Najpauer said that's a policy discussion. The question really is, how much of the transfer station budget is PAYT expected to finance? The usual response is "as much as possible". He said the best time to initiate the program is when the fiscal year changes, assuming we're discussing a "fee for service" approach.

Monika Magee added that costs of PAYT include bookkeeping. She emphasized the need to contract with a company that would supply the bags to the store (Hannaford) where the store does not make a profit on the sale of the bags. The store benefits from the increase in traffic.

Daigle said there's a misconception about low-income people. Low-income people don't normally have a lot of trash. He pointed out that when the economy gets worse, trash generated decreases.

Butler pointed to the program Waste Zero has, from helping with outreach to keeping bags in inventory and maintaining the books. Najpauer suggested not relying on Waste Zero for outreach. Identify people in the community who recycle aggressively. Co-opt them to help with educating the public about PAYT.

Butler asked how communities deal with those who are adamantly against PAYT. Najpauer responded that those people have a choice. It's important to customize the program to meet the community's needs.

Najpauer emphasized that education time should be relatively short and be full of information and lots of events. There has to be a lot of work going on behind the scenes. It might take a couple of months of preparation to get everything into place. The actual time frame could be 6 months. Najpauer emphasized the argument that solid waste removal costs money. Recycling with PAYT costs *less* money.

John Meyn moved that the Transfer Station Committee recommend to the Waldoboro Select Board that the Transfer Station Committee work with MCCG to produce a proposal on PAYT for the Transfer Station Committee to study. Martha Marchut and Randy Robbins seconded the motion. The vote was six in favor with Terry Gifford abstaining.

- F. Section 2.4.3: Terry Gifford asked the chairman to read into the minutes Section 2.4.3 of the Waldoboro Solid Waste and Recycling Ordinance, which calls for the committee to elect its officers during the first July meeting of each year. John Higgins pointed out that Ted Wooster was sitting at the table and was no longer on the Waldoboro Select Board.

Butler suggested that if someone wanted to make a motion to declare the meeting illegal, then that should be done. There was no motion to declare the meeting illegal.

Ron Miller said the appointments would be made Tuesday night during the Select Board meeting. He thought we should move on. He confirmed that he as Vice-Chairman of the Select Board had discussed the matter with the Chairman of the Select Board, and they had both agreed that the meeting should be held. Ron Miller suggested the committee continue with its work. He confirmed that no final decisions would be made at this committee meeting. Anything the committee decided would have to go before the Select Board.

- F. Up-Date: Pilot Composting Program with Lincoln County and Scales

John Daigle said there were two problems with the composting program. They're getting more grass clippings than compostable food, and the quantities received are relatively small. Daigle went to look at the composting program in Nobleboro to see how theirs is set up. He decided to move the totes closer to the compactor to make it easier for patrons. Daigle confirmed that the composting buckets are in.

Installation of the scales software is a work in process. Daigle hopes the scales will be operational this week and that the paving would be completed.

Randy Robbins asked if John Daigle would open the scales before the paving is completed. Daigle said he didn't want to, but he was at the point where he just wanted to open up in July. He needs time to weigh some of the commercial haulers and to figure out their percentages. He said, "The stuff that goes out back... we need to talk about prices and get some things resolved tonight."

Liz Dinsmore mentioned that there was a good article in the LCN about John Daigle and composting at the Nobleboro and Waldoboro Transfer Stations.

G. Report of Sub-Committees

1. Pay As You Throw (Marchut/Butler)

Butler said he and Marchut had met the previous evening (July 8th). John Higgins was not able to make the meeting. The notes of that meeting follow:

Audiences: Waldoboro Transfer Station Committee, Select Boards in all three towns – get them together (Martha: People don't like to be told what to do.). John Daigle, waste zero; University of Maine are all candidates for making presentation to the public

Groups Targeted for Education:

Waldoboro: Lion's Club, Waldoboro Historical Society, Waldoboro, Churches, Board of Assessors, Planning Board, Waldoboro Business Association, VFW, Fire Departments, EMS, Medomak Valley Land Trust, Medomak Arts Project, Waldoboro Public Library, Garden Club, Shellfish Committee, School Children/students in Waldoboro, Women's Club, C-COWS.

Cushing: Clam Board, George's River Land Trust, Board of Assessors, Planning Board, Fire Department, Cemetery Committee, Historical Society, George's River Land Trust, Zone-D Committee (lobstermen), Clam Boards, School children in Cushing, Knox County Republican and Knox county Democratic Committees, Knitting Club, Cushing Library, Cushing Recycling Committee.

(John Meyn mentioned that he's organizing a Friendship Recycling Committee. Those who came to the first meetings all recycle. There was a very strong initial reaction *against* PAYT among those who attended the first meeting.)

Coordinate all presentations with the Press, letters to the editor.

Graphics/slides/PowerPoint presentations to groups. Involve Waste Zero?

Who does the educating? How do we keep those who do not favor PAYT in line? What is the role of the members of the Transfer Station Committee?

Discussion of the Warrant Article:

- a. PAYT for six months. Re-vote after six months to gauge acceptability of the change.
- b. Include single stream in the warrant article with the caveat that it does not increase the Transfer Station budget.

Public Hearing for feedback. Invite Cushing and Friendship citizens?

Summer populations in Cushing and Friendship. Impact of PAYT on their tax bases.

Pricing the Bags: Do not include Transfer Station employee salaries in the price of the bags. Set the bag price high enough to cover at least 3 years of operation.

Discuss and Dissect the Cons

Accommodations for low-income residents?

Run projected Transfer station budgets before PAYT and after PAYT.

Point to future increases in Solid Waste disposal costs.

Discuss the possibility of state government stepping in if the three towns do not get their recycling rate to the 50% State goal. We should get to 50% ourselves to keep the state at bay. It's all about local control. We can't depend on the State to have a laissez-faire approach.

Feedback from Citizens. How we receive it and how do we respond to questions?

Butler emphasized the need to absolutely factual and transparent and cautioned committee members not to get out ahead of the process.

2. Integrate with the Municipal Review Committee's post-PERC vision and follow developments through to termination of the Charter Community's relationship with PERC on March 31, 2018 (Butler/Meyn)

Butler mentioned the meeting in Rockland on the 29th of July. He emphasized that there's a lot of materials about Fiberight on the MRC website.

3. Improve Communications with Waste Haulers (Robbins/Marchut)

Marchut and Robbins came up with some questions that need to be answered in order for their sub-committee work to proceed. Are there to be memos to the haulers? How should the sub-committee convey information to the Committee? Is the Committee charged with improving communication between the Committee and the haulers and between the transfer station and the haulers? That has not been made clear. Butler suggested the committee take a position on these questions and make recommendations to the committee.

Marchut asked if the sub-committee is charged to improve communication between the Transfer Station and the haulers? And between the Transfer Station and the Transfer Station Committee? It's not clear that the Waste Hauler on the Transfer Station Committee represents the haulers. Butler said it's important to make recommendations to the Committee as part of the communicating process.

Robbins drafted some possible questions to ask the haulers. Should he ask them now? Marchut thinks NOT. Butler agreed they should hold back and wait for their presentation and recommendations to the Committee. Should questions to the haulers be asked in writing? Who writes to the haulers? What information should be passed along? Minutes from meetings? The questions asked of the haulers need to be asked consistently, framing the questions in exactly the same way to each hauler. Meyn suggested that the Waldoboro Selectmen do some thinking and provide some guidance. He pointed out that the Waldoboro Select Board appoints the Waste Hauler and thereby establishes a connection.

Marchut said one of the questions Robbins wanted to ask the haulers was, “Are you in favor of PAYT?” Marchut said it’s important not to jump the gun. Butler added that there is no PAYT program to which to refer the Haulers. It’s best to keep the question of PAYT in the background until there is a specific PAYT program.

There followed a discussion about how the Waldoboro Select Board appoints the Waste Hauler.

Miller clarified that the Select Board interviewing committee is a sub-committee of the Select Board. It’s not making decisions about the appointments; it’s making recommendations about the appointments.

4. Complete a Cost/Benefit Analysis of the new transfer station scale (Higgins/Gifford)

Higgins has been working on it. There is no data for the scales.

5. Complete a Cost/Benefit Analysis of Lincoln County Recycling (Higgins/Gifford)

The LCN budget is scattered. All of the information is not in one place. All of the monies are put into the general fund. Higgins hasn’t found the numbers, yet. He’s working on it. We’re paying for recycling to LCR, but it does not show. Terry said LCR is not run like a business.

Butler said the transfer station committee had drafted a letter for the Select Board to send to LCR a couple of years ago. The Select Board had done nothing about it. Perhaps the sub-committee could look at that letter and see if it should go down that road again. Daigle said Lincoln County is audited just like the town. One should be able to get the audited information from Lincoln County. Robbins said he’s been told Lincoln County Recycling has operated in the red. “How do they come up with the calculation and not be able to show us how they derived the numbers?” Daigle added that you have to know what you’re looking for. He said a review of the auditor’s report would provide the information.

6. Establish a clear understanding of the use of the scales for haulers and residents. (Daigle/Robbins/Miller)

Ron Miller said other towns are charging \$180 per ton for everything that goes out back. Waldoboro is charging the same amount. Daigle added that those charges have not been updated since 2011. Miller suggested going up \$5 a yard for these three items and then increase the amount incrementally thereafter. The other items are priced accurately. He was concerned that too precipitous an increase would cause problems for Transfer Station users and staff.

The current charge is \$15.00 per cubic yard. Based on the ordinance, the new charge, by weight, would be the equivalent of \$30 per cubic yard. Daigle thought the language contained in the ordinance was actually a mistake. He reported that the sub-committee had come up with a recommendation of \$0.04 per pound for CDD, shingles and sheetrock.

Butler asked why the sub-committee wanted to reduce the price to \$0.04 per pound from \$0.09 a pound for demo, shingles and sheetrock. He felt that was quite a difference. Daigle thought people would not have such a strong reaction in transitioning from volume to weight. Miller said this should have been adjusted some time ago. \$0.04 per

pound equates to \$80/ton.

Butler asked, "If we're not being fair to the people who dump, then what about the people who pay the taxes to make up the difference?"

Robbins said we should be charging \$0.06 per pound (\$30 per yard). Butler said the ordinance calls for \$0.06 per pound. Gifford added that we all thought this was the conversion.

Higgins said, "If \$0.06 is too much...we have some items that are more expensive to get rid of. Do you get more of the \$0.09/pound materials or more of the \$0.06/pound materials?"

Butler said, as regards construction demolition debris, that cost of disposal to the customer should be built into the contract for the project, so the hauler is left whole. The Hauler's customer would pay the fee. Miller said \$0.06 per pound (\$20 per yard) might not be the fair rate. Wooster added that if we have the lowest rates in the area, everyone is going to come and dump at the Waldoboro Transfer Station. Meyn said it's fair to collect what it costs. Miller said \$0.06/pound would not be a break even charge.

Higgins said people would get tired of frequent rate changes.

Monika Magee said we should charge what it costs us.

Butler understood that \$0.06/pound was a weighted average between \$0.04 and \$0.09 per pound. Nobleboro charges \$0.09 per pound across the board.

Meyn said people have been getting a serious bargain for a few years. Now, we know what the weight is, and we should charge accordingly.

Robbins said Nobleboro is the only station that's higher than we are. Everyone else charges pretty much the same as Waldoboro.

John Daigle said Wiscasset is charging \$80 per ton (\$0.04 per pound)

Daigle emphasized that the rates he's been suggesting include costs of transport. He said he could provide a whole document to confirm the fact. Daigle's document said we should be charging \$30 per cubic yard. Butler noticed the absence of a date on the document Daigle had distributed. Daigle explained that the data showed projections from the year 2001. Butler asked how one could depend upon the accuracy of numbers that were generated 14 years ago. Daigle said the surveys of what other towns are charging are close to what the projections show. Daigle then suggested that Pine Tree should do another study. Daigle said he'd hold off using the scales until we have firm numbers. Robbins asked how long it would take Pine Tree to do the study. Daigle responded, "six months".

Butler said we should charge what the ordinance says. He repeated that contractors could call the transfer station to find out the charges and then charge their customers accordingly.

Daigle said if we averaged it out between \$0.09 per pound and \$0.04 per pound, he didn't know if we'd be losing or not. He said he'd get hold of Pine Tree.

Meyn pointed out that the ordinance gives John Daigle discretion. Meyn emphasized that the transfer station should charge what it costs to dispose of the materials. He added that the scales could be commissioned under a 6-month trial period to give people time to

adjust.

Martha Marchut said people would be happier if we drop prices after a mistake is made as opposed to increasing them because we made a mistake and charged too little.

Abden Simmons reminded us that we'd borrowed money (from ourselves) to pay for the scales. He said at \$0.06 per pound we could help to get the loan paid back sooner.

Daigle asked what he's supposed to do if he's charging a guy with a pick-up load \$20.00 per cubic yard and then the same guy comes in the next day and Daigle has to charge \$180 per ton. Daigle said there's going to be a problem.

Butler thought that letting people know ahead of time would help. He also said that those operating under an outstanding CDD permit could be grandfathered until that permit expired. (Permit are issued for the duration of a given project.) Gifford said that Butler was living in a different world.

Butler thought the committee needed to think this through some more and said he didn't think the committee was ready to act. Butler added that Daigle had discretion under the ordinance to deal with the issue while the scales were being commissioned. Daigle said he thought \$0.06 would work as an average.

After much discussion, the committee could not make a recommendation to the Waldoboro Select Board based upon the information presented. Butler asked Daigle what he wanted to do, and Daigle said he'd think about it. He was troubled by the data being incomplete. He agreed the data was old. He said he'd spend \$5,000 and have it up-dated. Butler asked, "Why do that? You know your costs for sheetrock and shingles. If you know that, why can't we look at those numbers and make a recommendation based upon them?" Daigle said the prices are current. Butler said that sheetrock, shingles, and CDD all have different disposal costs and that those differences should be reflected in the rates charged. It should not be an across the board \$0.06 per pound. That's the fair way to do it. If \$0.04/pound is an average number, then we could be skewing the charges, depending upon how much material of each category is brought in for disposal. Butler advised against spending \$5,000 to update the numbers when John Daigle said he already has the numbers.

Monika Magee said we should defuse this. There are unintended consequences of what we're discussing. No one is really challenging John Daigle.

John Daigle said he was trying to ease into the transition from volume to weight. Enforcing the new by-weight charges in the ordinance could result in a lot of problems.

Miller said charging by volume is one thing. Going to the scales is another. That's a lot to throw at the public at one time.

Butler moved to charge \$0.04 per pound until the end of June 2016 and thereafter to charge what it costs for each of the categories to ship out. John wanted to think about it further. The motion was not seconded.

Butler requested the sub-committee to provide all further recommendations in writing, so the committee could understand how things were figured out.

Monika Magee said she did not want to have a whole month of not collecting money while the scale was being commissioned.

John Daigle said he would be talking to an engineer and would be asking for a study—for

more than one reason. "The stuff will be up-dated," he said. That way there would not be any question about the fairness of charges based upon weight. If someone objects, the town office would have the information. In the meantime, John Daigle will think about what to do next. He said the up-dated study would be valid for another 20 or 30 years.

H. Adjourn. It was moved and seconded to adjourn the meeting. The vote to adjourn was unanimous.

Approved:

Bob Butler, Chairman (Waldoboro Resident)

Elizabeth Dinsmore. (Friendship Select Board)

John Meyn, Secretary (Friendship Resident)

Randolph Robbins (Cushing Resident)

Martha Marchut (Cushing Alternate for Martha Marchut)

Ted Wooster, Vice Chairman (Waldoboro Select Board)

Terry Gifford (Haulers' Representative)

POSTSCRIPT TO THE MEETING

After the meeting, Bob Butler and John Daigle reviewed the language in the ordinance (B2.13). They realized that a line was missing in that section of the ordinance; there was no mention of shingles. After discussing the matter with Daigle, Butler framed the letter below and sent it to every committee member and to each member of the Waldoboro Select Board:

QUOTE

Thursday, July 9, 2015

Waldoboro Select Board

At this evening's Waldoboro Transfer Station Committee meeting a subcommittee composed of John Daigle, Ron Miller and Randolph Robbins recommended to the committee a change in the price charged for clean wood and brush, demolition wood, shingles and sheet rock. The sub-committee made the recommendation because the scales are soon to be commissioned and the per-pound price set forth in Attachment B of the ordinance (\$0.09 per pound or \$180 per ton for "Demolition Wood") would be perceived to be punitive and unfair.

Based upon the information presented, the Transfer Station Committee could not come to a resolution of the recommendation.

After the meeting, it was discovered that the recommendation stemmed from a typo (a missed line) in Section B2.13 of the Solid Waste and Required Recycling Ordinance. The Waldoboro Select Board approved the following, mis-typed version of Section B2.13 in April 2014.

"B2.13.	Clean Wood and Brush	\$ 5.00 / cubic yd./\$0.03/lb.
	Demolition Wood	\$15.00 / cubic yd./\$0.09/lb.
	Pressure Treated and Painted Wood, OSB, Plywood, and Other Wood*	\$10.00 / cubic yd./\$0.06/lb.

*("Other wood" includes painted wood, stained wood, pressure treated wood, plywood, OSB, and particle board, all of which are to be put into the wood pile to be ground up and disposed of either into the Landfill or by other means)"

Please note that the current, approved version of B2.13 omits any mention of shingles and sheet rock. In addition, the hierarchy of charges does not correctly relate to the items mentioned. "Demolition Wood" is pressure treated and painted wood, etc. It makes no sense to have two separate fees for the same item (\$15.00/cubic yd. *and* \$10.00/cubic yd.

Section B2.13 was intended to read as follows:

"B2.13.	Clean Wood and Brush	\$5.00 / cubic yd./\$0.03/lb.
	Shingles and Sheet Rock	\$15.00/cubic yd./\$0.09/lb.
	Demolition Wood including Pressure Treated and Painted Wood, OSB, Plywood, and Other Wood*	\$10.00 / cubic yd./\$0.06/lb.

*("Other wood" includes stained wood and particle board, all of which are to be put into the wood pile to be ground up and disposed of either into the Landfill or by other means)"

This is a housekeeping issue; it does not represent a substantive or material change to Attachment B.

The request is that the Select Board approves the originally intended version of Section B2.13. This is an urgent matter as the scales are about to be commissioned. The Select Board is authorized to take such action pursuant to 2.3.9 of the Solid Waste and Required Recycling Ordinance.

UNQUOTE

At its meeting on Tuesday, July 14th, the Waldoboro Select Board acted to correct the error by adopting the suggestion in Butler's letter.