

**Town of Waldoboro, Maine**  
**Transfer Station Committee Meeting Minutes**  
**Municipal Building - 1600 Atlantic Highway**  
**Thursday January 10, 2013 – 7:00 p.m.**

1. Sign in and Call to Order
2. Determination of the presence of a Quorum

Present at the meeting were:

Randy Robbins, Cushing Resident  
Liz Dinsmore, Friendship Selectman  
Bruce Prior, Hauler  
Will Payson, Cushing Selectman  
Ted Wooster, Waldoboro Selectman  
Bob Butler, Waldoboro Resident

The above members present constituted a quorum

Also present were John Spear, Waldoboro Town Manager; Monika Magee, Cushing Alternate; Alan Magee, Cushing Resident; John Higgins, Waldoboro Alternate; John Daigle, Waldoboro Head of DPW Head; Terry Gifford, Alternate Hauler, and Al McKay, Transfer Station Operator.

John Meyn, Friendship resident, was absent.

3. Review minutes of November 8th meeting.

Randy Robbins moved and Ted Wooster seconded that the committee approve the minutes of the December 13, 2012 meeting as written. All voting members in attendance approved the motion.

4. Public Comments for Items not on the Agenda

John Higgins distributed an article concerning the Jefferson/Nobleboro Transfer Station committee. Among other things, the article discussed a suggestion from Bremen Selectman Hank Nevins that the committee consider changing the transfer station's recycling service provider from Lincoln County to an alternative, such as EcoMaine.

Will Payson brought up the issue of Guaranteed Annual Tonnage (GAT) the three

towns are required to send to PERC. He believes GAT is not calculated correctly. He said that GAT should be based upon the most recent census and what the towns have actually been sending to PERC, not what PERC wants.

John Spear pointed out that the 130 charter members are contractually committed to the GAT they negotiated with PERC [(through the Municipal Review Committee (MRC)] a number of years ago. The only way changes to the Cushing/Friendship/Waldoboro share of that commitment can occur is through adjustments among the 130 charter members. The overall GAT those communities send to PERC cannot change.

Ted Wooster pointed out that penalties the three communities pay for failing to meet their share of the GAT are far less than they would pay to transport to PERC the tonnages they are short.

Committee members continue to be interested in learning whether shortfalls in GAT can be made up with woodchips, even if the woodchips are contaminated. John Daigle is continuing to look into this.

John Daigle pointed out that Pine Tree, a contractor, which transports solid waste to the Waldoboro Transfer station, has picked up new customers from Naylor, who was taking his tonnages to Bath.

Committee members pointed out that under the new ordinance, ALL solid waste collected from within the confines of the three towns must go to the Transfer Station, including recyclables. Some exceptions are noted in A4 of the Ordinance. However, the exceptions notwithstanding, the Transfer Station Manager may charge Haulers for dumping Solid Waste that has not been separated (A4)

Committee members asked why companies that are not bringing their recyclables to the Transfer Station are not reporting them, as required under the new Ordinance (A4.4). John Daigle said the Transfer Station Committee had not reviewed the reporting and other forms he had drafted. The Waldoboro Town Office had handed the forms over to Bob Butler, the Committee Chairman, some time ago. Butler accepted responsibility for the absence of action and requested that the subcommittee formed to review the forms take action on them prior to the next scheduled Transfer Station Committee meeting. He pointed out that that forms committee has been busy working on a public relations video suitable for viewing on LCTV and other public venues.

John Daigle and John Spear added that Hauler permits for the current fiscal year, which ends on June 30 2013, were issued prior to approval of the new Ordinance. Rather than issue new permits pursuant to the new ordinance, the thought was to grandfather those Haulers holding permits issued prior to approval of the

ordinance and fully to implement the new ordinance with the onset of the new fiscal year.

5. Discuss the Duties of the Transfer Station Committee

John Spear requested, and the Committee agreed by consensus, to pend this item until its next meeting in order to have time to review facility improvement and budget recommendations. John Spear also requested that the order of the next two items on the agenda be reversed and that the facility improvements be discussed prior to discussing the Transfer Station Budget.

6. Facility Improvement Recommendations

John Spear presented to the Committee a 1<sup>st</sup> Draft of a Facility Improvement Recommendations dated January 10, 2013.

The draft is attached to these minutes.

The draft estimated construction costs of \$413,700 to \$517,000 to reconfigure the recycling area, install day pads and purchase equipment to handle Construction Demolition Debris and to purchase a truck scale. The higher number came from Pine Tree Engineering. The lower number assumes Waldoboro's Department of Public Works will complete the work. Both numbers assume Waldoboro will obtain a variance from Maine's Department of Environmental Protection (DEP) for the location of the day pads. DEP's refusal of the request for variance could have a significant impact on the overall cost of installing the day pads.

Daigle confirmed Butler's observation that neither of the numbers appears to include a contingency factor.

Terry Gifford asked how reliable the numbers are.

Butler was adamant in his assertion that careful, meticulous planning must ensure a fixed price contract with NO change orders. If any or all of the improvements are to proceed, there must be a detailed scope of work based upon absolutely accurate, highly detailed construction drawings. Daigle indicated soil tests might be necessary to pin down in-field conditions.

When asked to prioritize the three improvement categories, John Higgins expressed his view, fully endorsed by Daigle and members of the committee, that the day pads are the most important. The day pads will help the Transfer Station personnel more accurately to separate CDD for transport and for conveyance to the landfill. DEP fines for contaminated waste are very stiff, and can offset the cost of the day pads.

Discussions concerning the financing of the improvements were extensive. The draft posited using monies from the TRANSFER STATION's undesignated fund balance AND reserve fund to finance the improvements. John Spear, in presenting the draft, had been under the impression that the Committee preferred this approach.

While there is enough in both accounts to fund the improvements under the DPW cost estimates (as opposed to Pine Tree's cost estimates), the committee agreed by consensus that draining the fund balance and the reserves would be ill advised.

Bob Butler argued that the improvements are of a long-term nature and should be financed with a bond issue. Matching funding sources to asset life makes sense. He pointed out that (1) interest rates are very low; interest costs will be minimized by bonding the project during this time of low interest rates; (2) as pointed out previously by John Daigle, financing with funds in hand makes the project the entire responsibility of current users. Using long-term funding sources ensures future users of the Transfer Station will be equally responsible for their costs; (3) holding onto undesignated fund balances and reserves gives the Partners flexibility to address future unknowns. PERC's agreement with the Charter Members expires in 2018. It behooves the three communities to have funds in reserve to meet the unknowns that could arise if PERC shuts down its operations; (4) funding the improvements with a bond issue will have a milder impact on tax rates.

John Daigle suggested that a combination of bond financing and fund balance or reserve funds might be considered.

John Spear agreed to work on a second draft of the recommendations for presentation at the next committee meeting. He requested input from community members. Committee consensus concerning the advisability of some or all of the recommendations was not reached. Committee members agreed that the 1<sup>st</sup> draft was of immense help in focusing on the issues.

## 7. Fiscal 2014 Budget Discussion White Paper

John Spear presented a discussion version of a possible Transfer Station Budget for FY2014. He insisted that it should not be considered even a draft budget at this point. The purpose was to put some information together to elicit ideas and suggestions from Committee members PRIOR to producing a draft budget.

A polling of each committee member indicated an appreciation for John Spear's effort. Comments ranged from, "excellent job", to "good first effort", to "It's good to see a budget that calls for the funding of the Transfer Station Manager's position". Monika Magee noted that the discussion paper calls for an additional

full-time employee and asked if two part-time employees could be hired instead. John Daigle indicated the Transfer Station had gone down that road before and recommended against it.

John Spear will present a draft Transfer Station budget for the Committee's consideration at its February meeting.

Under the terms of the Municipal Services Agreement, the Waldoboro Town Manager, or his or her designee, is required to submit a written estimate to each Partner prior to the last day of January of each year.

8. Set Agenda and Date of Next Committee Meeting.

The Committee agreed by consensus to meet again on Thursday, February 14, 2013. Agenda items will include discussions of a second draft of the Facility Improvements Recommendation and a draft FY14 budget and a presentation of recommendations for Transfer Station forms and permits.

9. Adjournment

Liz Dinsmore moved and Ted Wooster seconded that the committee adjourn. All members present voted in favor.

Respectfully Submitted: Bob Butler, Chairman and Liz Dinsmore, Secretary

Approved: Bob Butler, Chairman

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Ted Wooster, Vice-Chairman \_\_\_\_\_

Liz Dinsmore, Secretary

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Will Payson

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Bruce Prior

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Randolph Robbins

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## **1<sup>ST</sup> DRAFT**

### **Waldoboro Transfer Station Committee Facility Improvement Recommendations January 10, 2013**

#### **SUMMARY**

The Waldoboro Transfer Station Committee has developed a facility improvement plan for the Town of Waldoboro's solid waste management site.

The recommended improvements are needed to ensure more efficient disposal of solid waste and to further the goal of community compliance with the Waldoboro Solid Waste Disposal and Required Recycling Ordinance, which came into effect on August 17, 2012. The recommended changes will facilitate these goals by (1) improving the flow of transfer station traffic, (2) permitting easier access to recycling bins, (3) extending the life of the landfill, (4) minimizing waste cross contamination and the likelihood of fine; (5) reducing tonnages of Solid Waste transported to PERC; ensuring a more equitable minimizing waste intended for the landfill DEP-compliant concrete pads for handling Construction Demolition Debris and Bulky Waste, and (4) installing a pneumatic vehicle scale.

The anticipated cost of the project is approximately \$432,000, including a 10% contingency.

#### **Description of the Current Transfer Station**

The Town's solid waste management site hosts the activities serving the solid waste management needs of the municipalities of Waldoboro, Friendship and Cushing. It is located on North Nobleboro Road in Waldoboro and consists of a 60.3 acre parcel. Currently solid waste management facilities located on site include a municipal solid waste hopper and compacter, recycling containers/barrels, a small universal waste storage building, an inert landfill, known as phase 2, and collection areas for brush, metal, construction debris and other bulky waste such

as couches and mattresses. The site also contains a closed municipal solid waste landfill and a closed inert landfill, known as phase 1.

This report details a recommended improvement plan for this facility and includes cost estimates and a suggested funding strategy. The general purpose of the recommended improvements is to enhance the adequacy and efficiency of the facility from both user and operational management perspectives. Specifically the planned improvements are intended to:

- facilitate recycling by improving access to and ease of use of recycling containers.
- minimize waste that is landfilled or transferred to PERC or other offsite facilities.
- minimize waste product cross contamination.
- extend the life of the existing phase two landfill.
- more fairly allocate user fees based on actual weight of waste material deposited.
- improve vehicle and pedestrian traffic flow and safety
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- ????????????????

## PLAN COMPONENTS

The Transfer Station Committee has over the past several months been working with Waldoboro Public Works Director John Daigle and Pine Tree Engineering to develop this facilities improvement plan. The three major components of the improvement plan include:

- expanding and improving the physical layout of the recycling area.
- developing a construction demolition debris (CDD) open top transfer facility.
- installing a pneumatic vehicle scale with appropriate software.

### Recycling Area

The planned improvements to the recycling area includes removing the existing cedar hedge in the 9,500 square foot grassed island and filling and paving that area. This will enable a placement and configuration of traffic control barriers and recycling containers that facilitates ease of access to both the recycling containers and the trash compactor hopper. The expanded area will also provide room to install approximately 6 more closed recycling containers, bringing the total number to 12.

The plan calls for the utilization movable traffic barriers which will enable the configuration to be adaptable over time. Reversing the current clockwise traffic flow to a counter clockwise rotation to avoid traffic “cross overs” is also under consideration. Please refer to **attachment ??????????** which depicts a one possible layout scheme with a counter clockwise traffic rotation.

### Construction Demolition Debris Transfer Area

The plan envisions that the Construction Demolition Debris (CDD) open top transfer area would be located adjacent to the existing roadway just beyond the transfer station’s main operational

area<sup>1</sup>. The CDD transfer area would initially include six concrete “day pads”. There would be one day pad each for asphalt roof shingles, metal, sheetrock/drywall, brush, construction debris and other bulky wastes such as couches and mattresses. It is envisioned that users would segregate the waste materials and deposit the items on the day pads as appropriate. On a periodic basis transfer station staff would utilize a loader to remove the materials from the day pads and place the items in either designation accumulation areas at the rear of the site or into open top roll off containers or into the landfill. Please refer to attachment ?????????? which depicts the contemplated layout of the CDD transfer area.

It is anticipated that sheetrock, porcelain and pressure treated wood would continue to be placed in the phase 2 landfill until its capacity is reached. At the current rate of use the landfill should not reach capacity until 2022. By discontinuing the placement of asphalt roof shingles into the landfill, and transferring those items off-site, the lifespan of the phase 2 landfill would be extended even further, perhaps even doubling it to 2032. Once the phase 2 landfill is permanently closed all materials would need to be transferred off site, as implementation of this plan would in all likelihood mean that the phase 3 landfill would never be opened<sup>2</sup>.

A key reason to utilize day pads is to insure that different waste types of are properly segregated. This is very important. For example construction demolition wood waste is typically ground up and transported off site to be burned in biomass boilers. If it is contaminated with pressure treated wood, metal or plastics it would have to be disposed of in an approved off site landfill and disposal cost could be over \$100 per ton. As the Waldoboro facility takes in 400 to 600 tons annually of this could cost as much as \$60,000 in any one year.

### **Vehicle Scale**

The plan also contemplates that a pneumatic vehicle scale and small operator’s station shed would be installed adjacent to the existing facility entrance roadway. It would be located on the right hand side of the roadway just prior to the first roadway wye, which currently serves as the exit from the transfer station’s main operational area. See attachment ?????? for a depiction of the envisioned location for the vehicle scale.

The scale would be large enough to accommodate tractor trailers, including municipal solid waste trailers. The scale would enable staff to document the weight of materials delivered to and removed from the facility. It would allow fees to be assessed based on accurately measured weight as opposed to the current method of estimated volume. This would provide the necessary data to insure that the fee assessed is proportional to offsite transportation and disposal costs . *I need help articulating the benefits of the scale.*

## **COST ESTIMATES AND FUNDING**

### **Construction Cost Estimates**

As noted above Pine Tree Engineering has been working with the Committee in developing this plan. Pine Tree has prepared a set of preliminary cost estimates for each of the three

components. Pine Tree's estimates are based on the assumption that all work would be performed by outside contractors.

Pine Tree's cost estimates are depicted below as follows:



Waldoboro Public Works Director John Daigle has developed alternative cost estimates. John's estimates are based on modifying certain aspects on Pine Tree's specifications and also assume that the town's Public Works Department would perform certain aspects of the construction.

John Daigle's cost estimates are depicted below as follows:



### **Funding Strategy for Capital Improvements**

As of June 30, 2012 the Waldoboro Transfer Station account, which operates as a special revenue fund due to the fact that it is funded by three separate municipalities, had an undesignated fund balance of \$237,379. The FY 13 Transfer Station operational budget included using \$65,000 of this fund balance to reduce the amounts of the required municipal contributions. If this amount is fully utilized it will reduce the balance to \$172,379 at June 30, 2013.

Additionally as of June 30, 2012 the Waldoboro Transfer Station account had a reserve fund in the amount of \$259,934. The FY 13 budget included an additional contribution of \$40,000 to this reserve fund, which would increase its balance to \$299,934 at June 30, 2013. The purpose of the reserve fund is to provide funding to close the Phase 2 inert landfill when it reaches capacity and to open the phase 3 inert landfill.

Thus the sum of the undesignated fund balance and the reserve fund is anticipated to be \$472,313 at June 30, 2013. Utilization of \$413,700 to fund these improvements will completely deplete the undesignated fund balance of and leave a balance in the reserve fund of \$58,613.



Notes:

1. Placement of the CDD open to transfer station at this location will require that a property line setback variance be obtained from DEP.
2. Once phase 2 is closed new 21,000 square foot gravel pad would also be constructed to provide an area for the placement and temporary storage of other bulky wastes.
3. This matter is further complicated by the fact that the transfer station may have a penalty assessed upon it by PERC if it fails to meet its annual guaranteed tonnage (GAT) commitment to PERC. **In 2011????????????????????**