

Scott County
Municipal Solid Waste Planning Region
2006 Qualitative Review



Tennessee Department of Environment and Conservation
Division of Solid Waste Management
Solid Waste Assistance Programs
401 Church Street, 5th Floor
Nashville, Tennessee 37243

Introduction

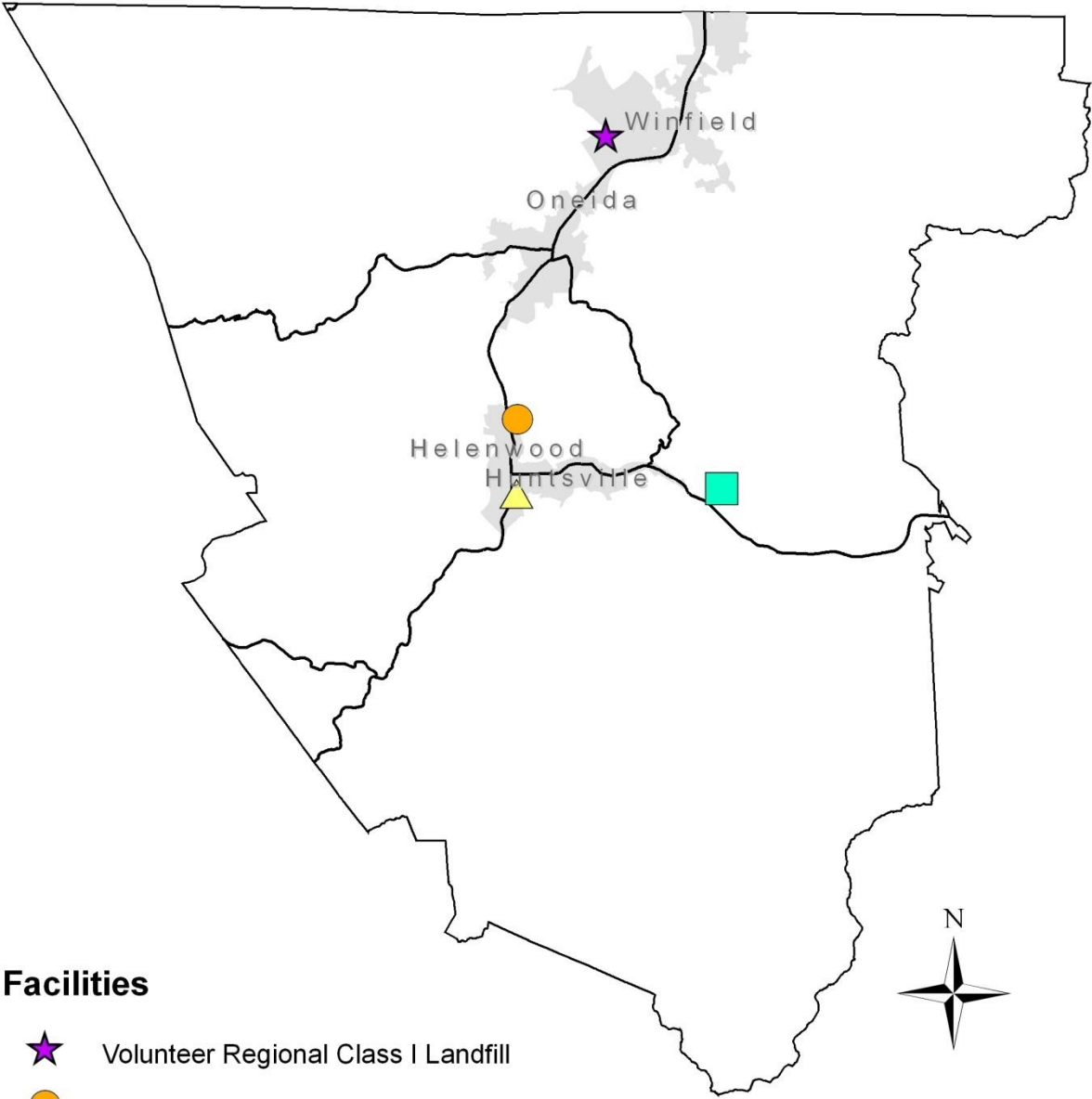
Tennessee's Solid Waste Management Act of 1991 (SWMA) requires municipal solid waste planning regions to achieve a twenty-five percent (25%) waste reduction goal for solid waste going into Class I landfills by December 31, 2003. Under T.C.A. § 68-211-861, the basis for determining compliance with this reduction goal is based on a per capita reduction measurement that may be adjusted for economic or population trends, or by a qualitative assessment that evaluates whether the region had comparable progress to those of similar regions that made the waste reduction goal based on the per capita methodology. Until 2003 the need to define the qualitative assessment was not necessary since there were no regions out of compliance. After the 2003 reporting period, 34 regions failed to meet the 25% waste reduction goal, which necessitated the promulgation of rules describing the methodology for qualitative assessment of regions failing to meet the per capita base year reduction. These rules became effective August 6, 2006.

The first step in the qualitative assessment process is to determine if the failing region met the waste reduction goal using the real-time methodology. This method is calculated annually by dividing the total amount recycled or diverted from Class I landfills by the total generated waste stream. If the region did not meet the 25% goal through this process, the region is then reviewed in order to determine if a "good faith" effort was made toward compliance and if their programs and solid waste infrastructure are qualitatively equivalent to like regions of similar population and economic characteristics who have achieved the goal

In 2006, five regions failed to meet the goal by either base year or real-time methods. With a base year reduction of -60% and a real-time comparison of 9%, Scott County Municipal Solid Waste Planning Region was one of those regions. Scott County Municipal Solid Waste Planning Region, along with the four other regions who failed to meet the goal, were compared to regions who met the goal on a base year (per capita) method in 2006 and who have similar population size and economic characteristics. Comparison regions included Cocke, Grainger, Hardeman, Humphreys, Lawrence, Lewis and Van Buren.

Pursuant to these rules, on April 15, 2008, Wayne Brashear, Bob Knight, Nick Lytle and Matt Maynard from the Division of Solid Waste Management visited the county and met with Scott County Mayor Ricky Keeton, Winfield Mayor Kenneth Burchfield, and Rex Orick, representing the City of Oneida, to discuss all facets of the region's solid waste management program. Visits were made to the convenience center, the Class I landfill, the materials recovery facility (MRF), and the reuse center. The equipment and facilities at each of those sites were examined and noted. Future facility and equipment needs for the programs were reviewed by staff at time of visit and financial statements were obtained from the county and the municipalities.

Scott County Solid Waste System



Facilities

- ★ Volunteer Regional Class I Landfill
- Closed County Landfill
- ▲ Materials Recovery Facility
- Re-use Center



As of April 15, 2008

Solid Waste Facilities and Infrastructure

Every county in Tennessee is required by law to provide both a minimum level of waste reduction and also waste collection assurance. The solid waste and recycling collection programs of the Scott County Municipal Solid Waste Planning Region serve a population of 22,000 and an area of 532 square miles. The minimum number of convenience center sites required by state statute, based on Scott County's population, is calculated at one site. The region satisfies these requirements through the following systems:

The Scott County Materials Recovery Facility (MRF) and convenience center located on Scott High Drive in Huntsville provides for centralized collection of municipal solid waste and recyclables. Commodities collected at this site include: corrugated cardboard (OCC), mixed paper, newspaper, scrap metal (white goods), mixed plastics, glass, used oil, batteries, and electronic scrap (e-scrap).

The MRF utilizes a vertical baler purchased in 2008 with the assistance of a TDEC Recycling Equipment Grant to bale OCC and mixed plastics in preparation for market. At the time of the visit, the county was still operating an older model vertical baler. A shredder is used to process mixed paper including newsprint. The paper is then stored in Gaylord boxes and stacked at the MRF until a full load can be assembled. Glass and e-scrap are also placed in Gaylord boxes.



Baled Commodities

According to the 2006 APR, the MRF processed the following materials collected within the Region:

- 46 Tons Mixed Metals
- 21 Tons Corrugated Cardboard
- 46 Tons Mixed Paper
- 19 Tons Glass
- 3 Tons Plastics

Assuming 264 working days in a year, the MRF processed 0.5 tons per day during calendar year 2006.

The county's Capitol Hill Reuse Center allows residents to drop off items for re-use. Typical materials accepted at the center include non perishable food items, office equipment and furniture.

The Cities of Huntsville, Oneida and Winfield each operate a curbside municipal solid waste collection program for residents. Winfield also offers this collection service to local businesses. All three of these cities provide seasonal collection and chipping of residential yard waste. The mulch generated is used in municipal applications.



Scott County MRF

During the visit, no suggestion of illegal dumping of municipal solid waste was observed. It appears the solid waste programs of the region provide for adequate collection assurance.

Volunteer Regional Class I Landfill is located in Scott County north of Oneida. As the host, Scott County currently has an agreement with the landfill to allow free disposal by the county and municipalities.

The County Solid Waste Department's part-time solid waste director and recycling coordinator positions were vacant as of the date of the visit. By employing both a solid waste director and a recycling coordinator, Scott County would be able to have a greater level of management over the day-to-day operations of all aspects of their solid waste systems. Direct oversight of routes, collection schedules, materials marketing and public education would allow the program to operate more efficiently and aid in its financial stability. The municipalities in the region that provide for residential solid waste collection are managed by the public works departments without a dedicated solid waste director.

Financial Information

T.C.A. § 68-211-874(a) states that each county, solid waste authority and municipality shall account for financial activities related to the management of solid waste in either a special revenue fund or an enterprise fund established expressly for that purpose. The solid waste financial information for Scott County was examined by Department staff. Scott County operates both a Solid Waste Disposal Enterprise Fund and a Solid Waste Special Revenue Fund. The Enterprise Fund collects most fees for services and provides for financing of the County's closed landfill. The Special Revenue Fund finances the daily operations of solid waste collection and disposal including waste diversion and recycling. The expenditures and revenues were found to be in line with state mandates. Scott County's solid waste revenues and expenditures were found to be financially solvent.

Summary of Fiscal Year 2007 Solid Waste Special Revenue Fund

Expenditures	
Convenience Centers	\$126,345
Litter and Trash Collection	\$10,642
Total	\$136,987
Revenues	
Charges for Services	\$1,314
Other Revenues (Including Sale of Recyclables)	\$7,501
State of Tennessee (Grants)	\$37,770
Total	\$46,585
Other Financing Sources	
Transfer in from Solid Waste Disposal Fund	\$99,000

Solid Waste Planning Board

The Solid Waste Management Act of 1991 states that every municipal solid waste planning region in the state must appoint a municipal solid waste planning board, composed of representatives of each county and each city which participates in a solid waste program. The Municipal Solid Waste Planning Region Board is tasked with accurately reviewing and approving annual progress reports. Also they are instrumental in approving any new solid waste permits for the region. At a minimum, having an active board that meets with regularity is vital to complete these tasks. This planning board is also needed to develop ten year plans, assess disposal capacity and collection assurance, provide for solid waste education, and assist in other aspects of integrated solid waste management. Duties and powers of the municipal solid waste planning board are spelled out in T.C.A. §§ 68-211-813 thru 815.

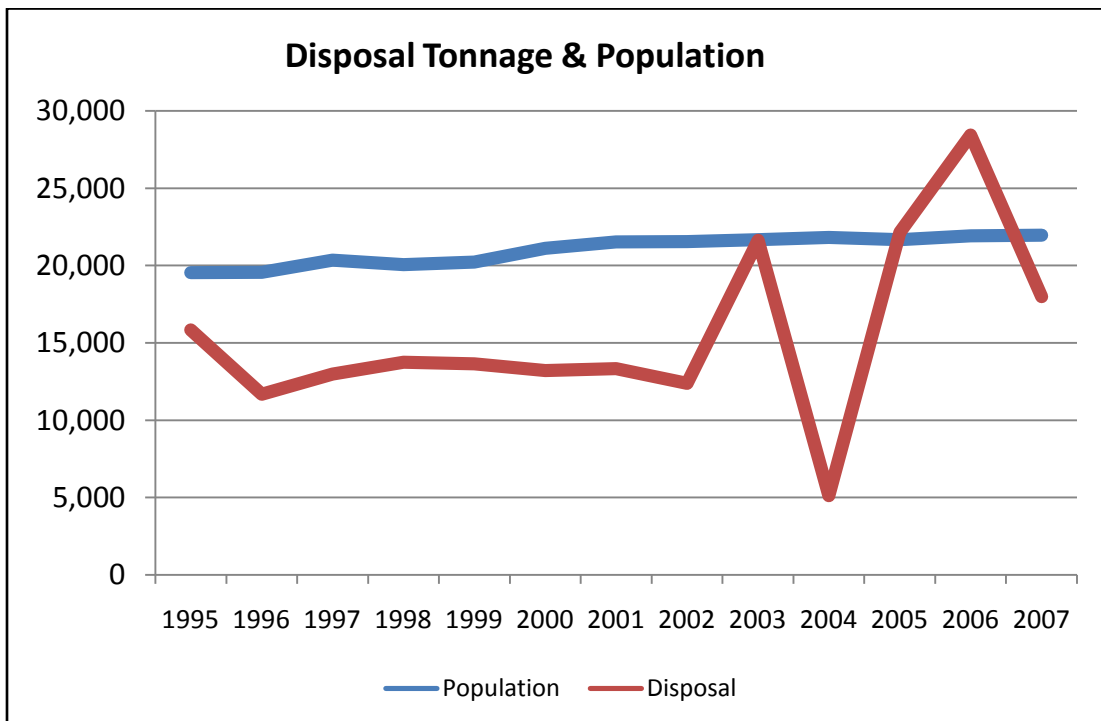
According to Scott County Mayor Ricky Keeton, the region's solid waste planning board meets only when requested to consider solid waste activities of the region.



Items at the Re-Use Center

Statistics

Year	Population	Disposal	Tons Per Capita
1995	19,550	15,854	0.81
1996	19,575	11,690	0.60
1997	20,364	13,000	0.64
1998	20,075	13,765	0.69
1999	20,239	13,656	0.67
2000	21,127	13,220	0.63
2001	21,548	13,338	0.62
2002	21,558	12,400	0.58
2003	21,675	21,634	1.00
2004	21,838	5,134	0.24
2005	21,686	22,158	1.02
2006	21,926	28,447	1.30
2007	21,973	18,007	0.82



Analysis of local conditions

In 1995, the State of Tennessee averaged 1.3 tons of municipal solid waste placed into Class I landfills per capita. In contrast, the Scott County Municipal Solid Waste Planning Region reported 15,854 tons of waste going into Class I landfills, or 0.81 tons per person, which was in line with other rural single county regions of like demographics. A 25% reduction of this value would require a disposal rate of 0.61 tons per person per year. In the years from 1996 through 2002, the region obtained waste disposal rates close to or below 0.61.

In the years from 1996 through 2002 the county reported values of 0.6 to 0.7 tons per capita per year disposed of at Class I landfills predominately located within the county. In 2003, the numbers reported became more erratic. In 2004 the reported disposal was an extremely low 0.24 tons per capita. According to Volunteer Regional Landfill, Scott County disposed of 22,850 tons of waste in 2003 as reported in the Solid Waste Origin Report. The Annual Progress Report listed only 5,134 tons going to this landfill. The number submitted by the report author was a 76% drop from the previous year and should not have been accepted by this office without strong supporting documentation. The lack of documentation for self-reported values significantly lower than those in the Solid Waste Origin Reports in 2005 and 2006, lead to the decision by department staff to use these reports values as the official tonnages used for waste reduction calculations. This accounts for the spike in disposal seen on the chart in 2005.



Volunteer Regional Landfill

Scott County receives free disposal as the host county of Volunteer Regional Class I landfill located southwest of Winfield. As a result of not having to pay tipping fees to the landfill, there is little economic incentive to divert waste. The county's only convenience center and main recycling drop off site is located in Helenwood. The lack of recycling locations limits the number of residents likely to utilize alternate

disposal options other than their curbside waste collection service. Residents with curbside waste collection without curbside recycling collection are less likely to recycle since this would require a trip to the convenience center. The presence of private collection locations within the municipalities would augment existing recycling collection systems.

In 2006, Scott County reported 1,123 tons of public waste diversion and recycling and 1,663 tons of commercial, institutional and industrial recycling. When compared against the 28,447 tons of landfilled waste accepted in the 2006 APR, this equated to a 9% Real-Time waste reduction rate for the region.

Recommendations for improvement

The Scott County Municipal Solid Waste Planning Region fell short of meeting the waste reduction goal in 2003 and in 2006 which lead to this qualitative assessment. However, prior to the completion of this qualitative assessment, this region submitted its 2007 Annual Progress Report showing an increase to its Real-Time reduction rate from 9% in 2006 to 32% in 2007. Even so, the following are areas that the county should consider in moving forward.

- The vacant, part-time solid waste director's position should be made full-time and filled right away. There needs to be a full-time person in charge of the waste management program to plan and direct improvements, changes, and day-to-day operations; to supervise workers; keep up with required information involving waste collection and disposal, promote recycling outreach to the public, educational, and private arenas; and market recyclables, or to arrange for cooperative marketing.
- Expand the recycling program over the coming years. Additional collection points are needed to better serve the citizens, particularly in the populated northern areas of the county. Possible locations might include future convenience centers, schools and high traffic retail centers. Partnerships with the cities of Oneida or Winfield should be explored to provide recycling services in conjunction with the existing county program in Helenwood. The University of Tennessee County Technical Assistance Service consultants can be of help in program design and site selection.
- Improve educational efforts with the public on the use of existing solid waste and waste reduction infrastructure.
- Work with local business and industry to identify, capture and collect available corrugated cardboard, sorted and mixed office paper from these high volume generators.

- Work with local schools and institutions to increase source separation of high value commodities such as paper products, food and beverage containers that will expand and improve existing recycling efforts.
- Used oil collection sites should be well labeled and receive regular maintenance. Best management practices include wiping the tank daily to clean any spills or drips, covering the tank to prevent rain run-off, using an oil absorbent sock in the spill pan, and pumping the spill pan promptly following a spill to prevent seepage or overflow.
- Improve and increase the responsibility and planning done by the region's municipal solid waste planning board in the region's waste management programs and efforts, as provided by T.C.A. § 68-211-813(a)(4)(b)(1). In addition, the board should work to adopt resolutions prioritizing waste reduction as well as improving current solid waste disposal infrastructure and reduction programs.
- Take steps to improve data collection and submission for the Annual Progress Report to eliminate problems discussed in the Analysis Section of this report.

Conclusion

T.C.A. § 68-211-861 requires each municipal solid waste planning region to achieve a twenty-five percent (25%) waste reduction goal for solid waste going to Class I landfills by December 31, 2003. Based on Scott County Municipal Solid Waste Planning Region's reported Class I disposal and tons diverted, the region failed to meet the required reduction rate for calendar year 2006. This failure caused the Department to qualitatively assess Scott County Solid Waste Planning Region's solid waste reduction program activities and expenditures to determine if it was qualitatively equivalent to other comparative counties that did reach the reduction goal.

After reviewing the Scott County Municipal Solid Waste Planning Region's programs, finances, infrastructure, education and staffing; it is the opinion of the Department that Scott County and the cities of Helenwood, Huntsville, Oneida and Winfield are lacking in waste reduction program design and implementation, and are not qualitatively equivalent to comparative regions. Comparison regions of similar population and economic characteristics that were able to achieve a 25% waste reduction rate were consistently found to have more recycling and waste reduction options for their residents than the Scott County Municipal Solid Waste Planning Region. Furthermore, programs in these like regions were widely publicized and were promoted to the users of the solid waste systems as a preferred alternative to landfilling.

Even though the region met the waste reduction goal in 2007 by using the “real-time” methodology, continued compliance is unclear with the existing conditions noted previously.

Office of County Mayor

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February 17, 2009

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Nashville, TN 37243

RE: Scott County Municipal Solid Waste Planning Region
2006 Qualitative Report

Response: Dated February 9, 2009

Both Scott County and the Town of Oneida have host agreements with the Volunteer Regional Class I Landfill. Per the 2 agreements all residential garbage generated in Scott County may be disposed of at the Volunteer Regional Landfill at no cost to the County's citizens. Because such an arrangement is in place, this offers little incentive for the citizens to employ personal household recycling efforts, as opposed to a fixed cost for disposal, toward landfill reduction.

It is our observation, for the 2006 review year, an inadequate effort was made in the collection of diverted recycling data to show an actual waste reduction amount, which enhanced the abnormal per capita tonnage reflected in the 2004 statistics.

For the 2007 reduction statistics, the County Mayor's office conducted a large business survey to collect recycling data from all segments of retail, government, manufacturing and miscellaneous businesses to develop and be utilized in the completion of our 2007 report. We feel this info was more accurate and better reflected the tonnage per capita and landfill reduction goal. Additionally, the Mayor's office is again seeking the same input from local businesses to complete the 2008 Solid Waste Report.

Following are comments with regard to the Recommendations for Improvement found in the 2006 Qualitative Review:

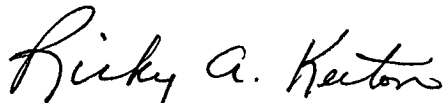
- Scott County will not be able to budget for a full-time Solid Waste Director in the current or next budget due to our current slowed economic picture. However, we will be able to re-designate duties for

someone on our current staff to handle the duties as a part-time Solid Waste Director.

- To establish future collection points, most likely within the cities, the municipalities would need to provide those operating funds. The County Mayor has already spoken with the manager of the Oneida Wal-Mart and he is willing to create a recycling partnership with Scott County to host quarterly recycling events at the Oneida Wal-Mart location. We hope to have the initial event in late March or April 2009.
- We will have a monthly recycling article published in each of the local newspapers. Also, we will reach out to community organizations and attend their meetings to discuss our recycling efforts.
- We will look for opportunities to work with local businesses to develop a recycling program with them.
- We started a pilot program at Scott High School last year to collect their cardboard and plastic bottles. We want to start a recycling program at one of our elementary schools each year until all six schools are participating in this recycling program.
- Continue to maintain the County's used oil collection site.
- We will work closer with the region's solid waste planning board to be certain our procedures are current.
- We will continue to collect accurate data for the Annual Program Report.

Should you need to discuss this information feel free to contact me at any time.

Thank you,



Ricky A. Keeton
Scott County Mayor