

SHERBURNE COUNTY
Solid Waste Management Plan

SHERBURNE
C O U N T Y



Prepared by staff members of:
Sherburne County Planning and Zoning
Tri-County Solid Waste Management Commission

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SHERBURNE COUNTY

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SECTION 1.0 EXECUTIVE SUMMARY

Sherburne County (the County), located in central Minnesota, has prepared a comprehensive solid waste management plan intended to meet the requirements of Minnesota § 115A.46. This document contains the Sherburne County Solid Waste Management Plan (Plan) including the County's solid waste abatement programs and other programs that will be developed.

A portion of the County is located within the Tri-County Solid Waste Management Commission (the Commission) planning area, which is comprised of Benton, Stearns, and West Sherburne Counties. Since the west half of the County is located within Commission boundaries, the Plan was developed and completed by both the Commission and the County's solid waste program staffs. The County's Solid Waste Advisory Committee, Board of Commissioners, and the Commission have all reviewed the Plan.

This Plan reviews the past and present solid waste management system, solid waste abatement programs and policies, and anticipated solid waste management activities. This Plan proposes continuation of the County's current solid waste programs, expanding and improving certain programs, with an emphasis on waste abatement. Sherburne County's Goal Volume Table (GVT) is in Appendix 6 of this document. A complete County solid waste program budget is located in Appendix 2. The County, as part of the Commission has an integrated waste management system. The other components of this system are curbside recycling collection, recycling redemptions, drop-off recycling facilities, yard waste composting facilities, source separated organics collection (SSO), Household Hazardous Waste (HHW) mobile and permanent facilities, and problem materials management. Most of the components of this system are managed by the private sector with assistance from the County and Commission staff.

It is the County's policy to maximize landfill abatement, reducing our dependence on landfills, through reducing the County's overall waste generated, maximizing our recycling capabilities, and through the processing/incineration of the County's waste. The County will send about 4,095 tons annually to the Pope/Douglas Waste to Energy Facility and this will occur annually from 2022- 2026. From 2027-2031 The County will send about 2,925 tons annually of MSW to Pope/ Douglas.

The Commission is comprised of four commissioners from Stearns County and two each from Sherburne and Benton County. The Commission meets on a quarterly basis. The Solid Waste Administrators from each county also meet monthly with Commission staff to coordinate efforts in solid waste planning, HHW, waste-to-energy, education, and recycling. It is anticipated that this arrangement will continue for the foreseeable future.

SECTION 2.0 BACKGROUND INFORMATION

2.1 Demographic, Geographic, & Regional Information

The west half the County, including the Cities of Becker, Clear Lake, and part of St. Cloud, and the townships of Becker, Clear Lake, Haven, Palmer, and Santiago, is located within the Commission's boundaries. The population of the cities and townships within the Commission's boundaries is approximately 26,330, or 27% of the total county population. The cities and townships located outside of the Commission's boundaries (or East Sherburne County), includes the cities of Big Lake, Elk River, Zimmerman, and part of Princeton, and the townships of Baldwin, Big Lake, Blue Hill, Livonia, and Orrock. The population of East Sherburne County is approximately 71,190, representing 73% of the county's population. Sherburne County's population increased by 10.7% % from 2009 – 2019. It is projected that the County's population will increase to 107,955 people by 2030. Sherburne County has ranked the 5th fastest growing of the 87 counties in the state from 2010 to 2019. In 2019, it is estimated the total population for Sherburne County is 97,520 residents. (*Population estimates provided by the MN State Demographic Center*)

The County is 448 square miles in area and covers 286,802 acres of land and water. Sherburne County administers planning & zoning authority in all townships, excluding Becker Township, and the NW corner of Haven Township which has an Orderly Annexation Agreement with the City of St. Cloud. The County's Zoning ordinance establishes six different zoning districts: Agricultural, General Rural, Urban Expansion, Commercial, Industrial and Heavy Industrial. Within these different zoning districts there are areas of land that may be governed by these additional overlay districts: Shoreland Residential Planned Unit, Floodplain, Shoreland, and Scenic and Recreational River. The St. Cloud metropolitan area and the City of Elk River have a broad and diversified economic base which includes agricultural service functions, manufacturing production, governmental services, educational services and health/social services. In 2019, the estimated average unemployment rate in the County was 3.6%. As of 2019, Sherburne County's total employment was 50,479 people. According to Minnesota Employment and Economic Development, Sherburne County's labor force is projected to grow by 68%. In 2019 the median income of household in the County was \$85,818. The income sources are not mutually exclusive; that is, some households received income from more than one source. According to the Minnesota Employment and Economic Development the median wage for Central Minnesota is \$19.28. In 2018 9.6% of people were in poverty.

The County's integrated solid waste management system has been and will continue to be impacted by demographics, geography, economy, and regional constraints. The County is in close proximity to the major employment centers of St. Cloud on the west and the Twin Cities on the east. The County is served by two major transportation corridors, US Highway 10 and US Highway 169, which provides for convenient locating of solid waste facilities and transportation of solid waste to and from the St. Cloud and Twin Cities metropolitan areas.

2.2 Solid Waste Collection & Generation

According to the most recent SCORE report, 81,394 tons of solid waste were generated in the County in 2019. Of that, 39,113.61 (48%) tons of recyclable materials were recycled. 36,638 tons were landfilled, and 5,642 tons

were sent to the Pope/Douglas Waste to Energy facility. Based on haulers reports, the estimated percentage of city and rural residents with solid waste collection service is greater than 99%.

It is estimated that 167.90 tons, or less than 1%, of the solid waste generated in the County was disposed of on-site. This estimate was arrived at through conversations with solid waste haulers, complaints to the County Solid Waste Administrator and in some cases, review of hauler records.

Curbside collection of solid waste and recycling is available throughout the Commission and County area. The County Board of Commissioners adopted a resolution establishing Sherburne County Solid Waste Service Area on June 15, 1993. The resolution was made part of the County's Solid Waste Management Ordinance in 1994. Because refuse collection services are available throughout the County, on-site disposal of waste previously allowed by farmers was thereby banned.

Pursuant to the County Solid Waste Management Ordinance (Ordinance), haulers providing service within the County are required to obtain a license from the County. The County licenses both MSW and demolition haulers. As of February 30, 2020, there were 32 licensed haulers operating within the County. Of the licensed haulers, 9 provide weekly collection of MSW to their customers. A list of current licensed haulers can be found at the County's website: <https://www.co.sherburne.mn.us/466/Solid-Waste-Haulers>. Contact information for these haulers is available at this website and residents can call haulers directly to get pricing for curbside disposal services.

As a financial incentive and pursuant to MN § 115A.93 MSW collection rates are volume or weight based. Typical rates for residential collection range from \$10 to over \$60 on a monthly basis and include curbside collection of recyclables. Garbage collection is generally on a weekly basis and recyclables are typically collected every other week by private haulers. The most prevalent system for collection of residential recycling is single stream by the major haulers and they haul the collected recyclables to Material Recovery Facilities (MRF's) located in the Twin Cities metropolitan area. Typical rates for commercial/ industrial collection and disposal range from \$100 - \$300 per month depending on the business and service.

An exception to that most common system is the City of St. Cloud. Their municipally run system services all single family residences in the city as well as duplexes and triplexes. Their rate system consists of a monthly 'drive-by fee' of \$7.30 which is collected with residents' utility bills. Residents can sign up for weekly 95-gallon cart service for a charge of \$26.50 per month (\$53.00 per bill every 2 months) plus a recycling/pass-by-fee. The fee for this service is included on the resident's bi-monthly City utility bill. The City provides the 95-gallon cart at no additional charge; however, the customer will be responsible for the replacement cost of the cart should it become damaged, lost, or stolen. Cart service customers must use City refuse bags for disposal of any refuse that exceeds cart capacity. Customers must also use clear City bags or self-haul options for yard-waste disposal, as yard waste cannot be placed in the cart. You must be the owner of the property where service is requested in order to sign up for the cart service. Per City Ordinance 244:15, "*all non-homestead rental properties eligible for municipal refuse service shall utilize the 90-gallon refuse cart.*"

Another exception is the City of Elk River's organized collection system. The City contracts with two licensed haulers to provide residential service within the municipality. The City charges a \$4.00 recycling fee which

residents are required to pay regardless of the size of the recycling container. Rates for trash are volume based starting at \$4.64 per month for a 32-gallon container collected bi-weekly up to \$17.04 per month for a 90-gallon cart collected weekly. Multi-sort recycling is collected the same day as garbage pickup and is \$4.00 per month. All residential homes in Elk River are required to have trash and recycling services. Stickers for extra trash maybe purchased for \$2.00 per bag. The City of Elk River also has a drop off Source Separated Organics (SSO) Program. Residents can participate in the program for free and are given collection bins for their homes to collect the food waste and drop it off at either of the two dumpsters drop off locations. One is located at the City Hall and the other is located at the Compost Site in the City of Elk River.

Collection and recycling services for the commercial, industrial and institutional sectors are conducted entirely by private sector haulers. The range of prices for commercial/ industrial collection isn't made available to the Commission or the County, haulers are free to make those bids for services directly to their potential customers.

No large-scale waste composition studies have been conducted in the Commission area or the County since the Minnesota Solid Waste Composition Study was completed in 1991 that includes generator-based data. In 2013 the State conducted a Statewide Characterization Study. A table of the results from the 2013 Waste Characterization Report are shown in Appendix 1.

It is estimated that 60% of the total MSW collected is from commercial/industrial sources and 40% is collected from residences. The percentage breakdown for recycling had a slightly higher bias towards commercial/industrial sources with haulers estimating as much as 70% coming from commercial/industrial sources and 30% from residences. It should be noted that those figures are only estimates. The estimate comes from monthly hauler reports as well as conversations with the haulers. It should also be noted that those figures have been used for some time and do not consider the national economic downturn beginning in 2008.

One constraint on the disposal market in Sherburne County is the closure of Great River Energy. Since the Waste to Energy Facility's operation closed, the County has seen an exponential increase of landfilling occurring at Elk River Landfill. The County now must focus heavily on waste reduction programs and education along with developing and implementing additional landfill abatement programs to reduce our overall dependence on landfilling.

There are some opportunities for Recycling and Source Separated Organics in Sections 7.0 and 9.0.

2.3 Construction & Demolition Debris

The Demolition Landfills located in Sherburne County estimate that 12% of the Construction and Demolition Debris (C &D) accepted for disposal is generated in the County. 2016-2019 annual report data for these facilities indicates that the County generates approximately 36,000 tons of C & D each year.

2.4 Major Solid Waste Generators

Since the number of employees does not necessarily relate to the amounts of solid waste generated, local waste haulers were surveyed to get an estimate of the largest producers of solid waste in the County, by industry type.

Because solid waste haulers treat this information as proprietary, this list does not include tonnages and is not in rank order. According to this cursory survey, haulers provided the following industry types as the major commercial, industrial, and institutional (CII) solid waste generators in the County (listed in no particular order):

- Food Stores (i.e. Grocery Store/Food Manufactures): Type of Waste - MSW
- Building Materials & Gardening, Big Box Stores and Small Scale Stores: Type of Waste - MSW
- Retail, Big Box Stores & Small-Scale Stores: Type of Waste - MSW
- Non-Durable and Durable Wholesale Distributors: Type of Waste MSW and ISW
- Fast-Food Restaurants: Type of Waste - MSW
- Full-Service Restaurants: Type of Waste - MSW
- Hotel/Motel: Type of Waste - MSW
- Public Events: Type of Waste - MSW
- Large Office Buildings: Type of Waste - MSW
- Nursing Homes: Type of Waste - MSW
- Sheburne County Jail and the St. Cloud Prison: Type of Waste - MSW
- Schools: Type of Waste - MSW

Based on hauler reports submitted in early 2019, haulers reported that 22,972 tons of MSW was collected from CII customers located within Sherburne County. Of that, 13,407 tons (58%) were collected from eastern Sherburne County and 9,564 tons (42%) were collected from western Sherburne County (Commission). Based on the same hauler reports submitted in 2019, haulers collected roughly 11,774 tons of recyclable materials from commercial businesses in Sherburne County. Below is a breakdown of types of recyclable materials collected from commercial companies in 2019.

Material Tons	Paper	Metal	Glass	Plastic	Organics	Commingled	Appliances	Electronics
	598	154	147	56	221	10,595	0.3	0.3

2.5 Solid Waste Planning History

Stearns, Benton, and Sherburne Counties last updated their Solid Waste Plans in 2010. The counties have a history of cooperation regarding solid waste issues preceding even the formal action creating the Commission in 1983. The Commission is made up of four commissioners from Stearns County and two commissioners each from Benton and Sherburne Counties. They used to meet on a regular monthly basis, but now meet as needed. The meetings are typically attended by staff from the respective Counties. Commission staff has weekly contact with the Solid Waste Administrators in each County and typically meet on a quarterly basis or informally as needed.

The Commission and the County have annually cooperated on coordination of their respective grant programs, education programs, a feasibility study conducted regarding a waste-to-energy facility, household hazardous waste programs, as well as this planning document.

Cooperation between the counties rarely encounters conflicts that defy resolution or serious impediments to the development of projects on a regional basis. For additional history please refer to the timeline below in section 3.0.

SECTION 3.0 EXISTING INTEGRATED SOLID WASTE MANAGEMENT SYSTEM

3.1 Policy & Goals

It is the County's policy to maximize landfill abatement, reducing our dependence on landfills, through waste reduction, source separated organics and recycling programs.

The goals of the Commission and the member counties are in agreement with the goals of the State of Minnesota, delineated in Minnesota State Statute 115A.02 which states *“It is the goal of this chapter to protect the state’s land, air, water and other natural resources and the public health by improving waste management in the state to serve the following purposes: (1) reduction in the amount and toxicity of waste generated; (2) separation and recovery of materials and energy from waste; (3) reduction in indiscriminate dependence on disposal of waste; (4) coordination of the solid waste management among political subdivisions; and (5) orderly and deliberate development and financial security of waste facilities, including disposal facilities.”*

Formally adopted by the Commission in 2001 was the overarching goal of the Commission which is to *“Provide an efficient waste collection system including energy generation, recycling, hazardous waste management and disposal in a cost-effective and environmentally acceptable manner.”* Prior to formal adoption, this goal was generally accepted in terms of purpose and direction of the Commission since its inception in 1983.

The Commission and Benton, Sherburne and Stearns Counties adopted a Vision Statement in 2019 which states, *“A collaborative group of Counties engaged in fostering, developing, and maintaining community relationships with a goal of identifying issues, facilitating waste reduction and maximizing landfill abatement solutions. Planning, communication, outreach, and education are the foundation to achieving the directives set forth by the members and driven by community need.”*

Secondary goals for specific program areas (i.e., Solid Waste Reduction, Education, Recycling, etc.) are included in the Policies and Goals listed at the beginning of the appropriate section in this Plan.

3.2 Solid Waste Management History

1971: MN Chapter 400, County Solid Waste Management Act passed. Counties are made responsible for solid waste planning and providing for disposal of wastes.

1976 Federal Resource Conservation and Recovery Act (RCRA). RCRA established solid waste management hierarchy:

- reduce/reuse;
- recycle;
- incineration/composting;
- landfill.

1980 Minnesota Waste Management Act, Chapter 115

- outlines county planning requirement;

- provides for grants and loans;
 - authorizes county designation ordinances.
- 1983 The Commission is created.
- 1986 The Commission passes resolution of intent to participate in Anoka County project.
- 1986 Benton, Sherburne, and Stearns Counties complete first Solid Waste Management Plans (SWMPs)
- 1987 Twenty year put-or-pay service agreement is signed with Northern States Power (NSP) to deliver 150 tons per day to the Elk River Resource Recovery Facility (ERRRF) refuse derived fuel (RDF) plant in Elk River.
- 1989 - SCORE tax is passed; provides counties with funding for waste abatement, education, recycling, and HHW.
 - ERRRF plant opens.
 - Counties implement designation ordinances.
 - The Commission purchases 120 acres in Benton County as potential landfill site.
 - Landfills in Sauk Centre, Melrose, and Paynesville close. Elk River Landfill is the only remaining MSW landfill in Benton, Sherburne, or Stearns Counties).
- 1992 The Commission signs agreement with Otter Tail County to deliver waste from western Stearns County to Fergus Falls incinerator, a “last in – first out” basis.
- 1994 -U.S. Supreme Court in Carbone decision rules that flow control violates the Commerce Clause of the U.S. Constitution.
- 1995 To encourage waste to stay within the system, a \$10 per ton rebate is paid to haulers for each ton delivered to NSP.
- 1996 - The Commission Joint Powers Agreement is amended to make each county responsible for their portion of the NSP Service Agreement based on the percentage of waste collected from each county.
 - Rebates are discontinued and tipping fee at NSP is reduced to \$45 per ton. Haulers sign short-term contracts.
 - Counties collect revenue on hauler bills and/or property tax statement to subsidize NSP tipping fee.
- 1998 - The Commission entered into ten-year contract with haulers for delivery to NSP.
 - April 1st, Stearns County adopts ordinance providing for public collection of solid waste.
 - NSP tipping fee set at non-subsidized rate.
- 2000 - The Commission agrees to assignment of service agreement from NSP to NRG Energy, Inc. (NRG).
 - NRG receives 5,000,000th ton of waste.

- 2001 - The Commission signs agreement to deliver waste to an incinerator in Perham, MN beginning in 2003.
 - The Commission has a planning session and sets goal of controlling waste by ordinance or contract and the continuation of waste to energy.
- 2002 - Elk River Landfill begins operating a methane gas recovery system which converts landfill methane gas to electricity.
- 2003 - The Commission begins delivery of 6,500 tons per year from West Sherburne County to Perham.
 - NRG emerges from Chapter 11 bankruptcy.
 - Wenck Associates, Inc. and Alternative Resources, Inc. (ARI) are hired to do a feasibility study of a 500-ton waste-to-energy facility for the Commission planning area. The report is done in October.
- 2004 - Wenck Associates, Inc./ARI do Critical Issues Study of developing a burner next to the St. Cloud Wastewater Treatment Plant.
 - The Commission adopts a resolution giving a five (5) year notice to NRG that the Commission intends to work with NRG, Great River Energy (GRE) and the other Counties to determine its role in resource recovery.
 - Vonco Demolition Landfill, located in Big Lake Township, reached its permitted capacity.
 - Vonco II Demolition Landfill, located in Becker Township, begins operation.
- 2005 - Wenck/ARI do Refined Feasibility Study of a 250-400 ton per day facility.
 - ARI begins to draft RFP for a 250 ton per day facility.
 - GRE tells the Commission they are looking at purchase of NRG or doing their own processing work or RFP is stopped.
 - The County approves resolution to approve and adopt an updated Solid Waste Management Plan.
- 2006 - The Commission agrees to assignment of Service Agreement from NRG to Resource Recovery Technologies (RRT).
 - Pope/Douglas Solid Waste Management (Pope/Douglas) approaches The Commission about delivery to their facility in Alexandria.
- 2007 - U.S. Supreme Court rules in Oneida-Herkimer that designation is legal for publicly owned facilities.
 - Stearns County notifies other Counties that they do not intend to extend the Perham agreement beyond 2009.
- 2008 - The Commission and Pope/Douglas Boards meet to discuss 20-year delivery agreement.
- 2009 - RRT Service Agreement ends August 18th.
 - Perham Agreement ends September 1st.
 - The Commission and Pope/Douglas enter into short term delivery agreement.
 - The Commission passes resolution of intent to enter into 20-year delivery agreement with Pope/Douglas.

- The County enters into a MSW Processing Agreement with RRT for the continuation of processing of MSW generated in East Sherburne County. The agreement pays a \$20/ton direct subsidy to RRT and a \$12/ton rebate to haulers that have contracted directly with RRT. This agreement set to expire August 20, 2010.
- 2010 - The County approved to extend the MSW processing agreement with RRT until December 31, 2012.
 - GRE purchases ERRRF and Becker Ash Landfill from RRT.
- 2016 - Full Circle Organics Discontinues Operations.
- 2016 - Tri County applied for a grant through MPCA for funding to research and develop an Ag Plastics Recycling Program
- 2017 - Revolution Plastics begins delivering dumpsters to farmers located in the Tri-County area who generate large film plastic. Collection and transportation are free through 2018.
- 2018 - Revolution Plastics begins charging for Ag Plastic collection. Tri County Solid Waste drafts RFQ to haulers willing to collect Ag Plastics and transport it to Waste Management in Sauk Center where it is bailed.
- 2019 - GRE closes and discontinues operations at the ERPP, ERRRS, and Becker Ash Landfill.
- 2019 - Northern Metals Recycling relocated to the City of Becker and obtained a County license for the construction and operation of a processing facility that accepts motor vehicles, covered electronic devices major appliances and other types of ferrous and non-ferrous metals for recycling.
- 2020 -The Commission enters into a new allocation agreement with Pope/Douglas to send 50,000 tons of waste annually to the Pope/Douglas Waste to Energy Facility in Alexandria through 2025.

3.3 Existing Resource Recovery Facilities

Due to the closure of Great River Energy’s Resource Recovery Program in Sherburne County, there are no longer any existing Resource Recovery Facilities in Sherburne County. The Commission amended their allocation agreement with Pope/ Douglas Waste to Energy facility to send 50,000 tons of The Commission’s waste annually from 2020-2026. For each year from 2027 to 2031, Contracted Waste shall be 50,000 tons, provided that the Commission and the PDJSWMB (Pope Douglas Joint Solid Waste Management Board) will have the option to reduce contract waste by up to 5,000 tons each year in total.

Effective January 1, 2020 and ending January 1, 2026, Sherburne County’s allocation for MSW delivery (within the Tri-County service area), and liability for any potential shortfall of MSW delivery, shall be as shown below:

- 2017 – 2021: 5,265 Annual Tons
- 2022 – 2026: 4,095 Annual Tons
- 2027 – 2031: 2,925 Annual Tons

These deliveries are reflected in the GVT located in appendix 6 of this document. Benton and Stearns County will be responsible for the remaining 50,000 tons. An allocation agreement between The Commission will be re-evaluated for 2027-2031. It is estimated that Sherburne County will deliver about 2,925 tons of MSW annually from western Sherburne County for the years 2027-2031.

3.4 Land Disposal Facilities

The following Land Disposal Facilities are used for MSW that is generated in the County (data can be found in the Goal Volume Table in Appendix 6):

- A. The Elk River Landfill is a Sanitary Landfill located at 22460 Highway 169 NW, City of Elk River and Livonia Township, Sherburne County, Minnesota. The Elk River Landfill is owned and operated by Elk River Landfill, Inc., a subsidiary of Waste Management of North America, Inc. The Elk River Landfill has two distinct disposal areas consisting of an MSW/ISW disposal area and a Demolition Landfill. Elk River Landfill operations are permitted by the MPCA under solid waste permit number SW-74 and licensed by the County pursuant to the Ordinance. The majority of the County’s MSW is landfilled at this facility.
- B. The Pine Bend Landfill is a Sanitary Landfill located at 2495 East 117th Street, City of Inver Grove Heights, Dakota County, Minnesota. Pine Bend Landfill is owned and operated by Republic Services. Pine Bend Landfill operations are permitted by the MPCA under solid waste permit number SW-45 and licensed by Dakota County pursuant its Solid Waste Management Ordinance.
- C. The East Central Solid Waste Sanitary Landfill is located at 1756 180th Avenue Mora Minnesota. The East Central Solid Waste Sanitary Landfill is owned and operated by the East Central Solid Waste Commission and is permitted by the Minnesota Pollution Control Agency under solid waste permit number SW-17.

The following Land Disposal Facilities are used for MSW ash that is generated in the County:

- A. Ash from MSW that is generated from the Commission area and produced at the Pope/Douglas incinerator, which is described in Section 11.2 of this Plan, will be landfilled at the Ash Monofill located in Section 6, Solem Township, Douglas County, Minnesota. The Ash Monofill operations are permitted by the MPCA under solid waste permit SW-410.

The following Land Disposal Facilities are used for C&D that is generated in the County

- A. The Elk River Landfill is also a construction and demolition Landfill located at 22460 Highway 169 NW, City of Elk River and Livonia Township, Sherburne County, Minnesota. The Elk River Landfill is owned and operated by Elk River Landfill, Inc., a subsidiary of Waste Management of North America, Inc. The Elk River Landfill has two distinct disposal areas consisting of an MSW/ISW disposal area and a Demolition Landfill. Elk River Landfill operations are permitted by the MPCA under solid waste permit number SW-74 and licensed by the County pursuant to the Ordinance.

B. Vonco II is a construction and demolition landfill along with an industrial solid waste landfill. This facility is located in Becker Township at 15259 140th Ave SE. Vonco II is owned and operated by Vonco II, LLC. The facility also has a pad available to accept Source Separated Organic Material which they are permitted to do so through the State. Vonco II landfill is also licensed by the County pursuant to the Ordinance.

3.5 Costs of Operating & Maintaining the System

The Commission and the County do not own or operate any land disposal facilities or transfer facilities; therefore, no operational or maintenance costs are associated with these facilities.

3.6 Summary of Achievements, Opportunities, Challenges, & Problems

The Commission and the County have achieved significant improvements in the solid waste system since the passage of the first SWMPs in 1986. A single curbside recycling program at that time existed in the City of St. Cloud, whose recycling rates achieve around 5%. Initial recycling goals of 15% were envisioned in the original Solid Waste Plan. Currently the Commission and the County achieve approximately a 40-50% recycling rate.

HHW programs were non-existent at the time of the original SWMPs, while today a permanent facility, cooperatively funded by the member counties, operates in St. Cloud. Stearns County operates a mobile HHW program and annually assists the County with a mobile collection event in the City of Clear Lake, Santiago Township, the City of Zimmerman, and Baldwin Township. In addition, the County organizes several other mobile collection events in the County using Veolia Environmental Services.

Programs operated almost entirely by the private sector provide recycling programs for not only traditionally recycled materials like paper, cardboard, glass and plastic; but also tires, batteries, motor oil, antifreeze, pallets, appliances and electronic waste. Some of these efforts are occasionally aided by a grant from the counties, but for the most part operate independent of government funding.

Yard waste composting programs are operated both by the private sector and municipalities. Nearly every community of 2,500 or more residents has a yard waste drop off program. Many of these municipal programs received initial startup grants from their host county, but only a single program in the County (serving the cities of Elk River, Big Lake, Becker, Zimmerman and their surrounding communities) receives ongoing financial support for operations. To offset costs associated with the grinding of wood and yard waste and their dependence of county SCORE grants, the cities of Elk River and Zimmerman began a compost-user permit program in August of 2010. Recently the cities decided to forgo the option to allow large commercial users into the yard waste sites due to operational costs, safety concerns, and out-of-county tree diseases that could potentially spread to Sherburne County.

The County along with the Commission will be challenged to continue to improve a mature integrated solid waste management system. With the closure of GRE, the Commission continues to pursue and consider other resource recovery and waste-to-energy opportunities. This will be on-going during the period of this plan.

The County has a long-standing policy of supporting those activities that provide for landfill abatement. Sherburne County will continue to support the efforts to send waste to the Pope/Douglas Waste to Energy Facility. During 2009-2019, over 148,732 tons of the County's MSW was processed, providing for renewable

energy and greatly reducing our need for landfills. One challenge the County has encountered is the closure of Great River Energy and as such, will spend much of the 10-year planning period focusing on developing and implementing additional landfill abatement programs to reduce and divert County generated waste that was sent to Great River Energy from the landfills.

SECTION 4.0 PROPOSED INTEGRATED SOLID WASTE MANAGEMENT SYSTEM

4.1 Proposed System

The proposed system does not differ from the existing system in any obvious way. As stated earlier, The Commission will continue to send 50,000 tons of the Commission’s waste annually from 2020-2026 to the Pope Douglas Incinerator. For each year from 2027 to 2031, Contracted Waste shall be 50,000 tons, provided that the Commission and the PDJSWMB (Pope Douglas Joint Solid Waste Management Board) will have the option to reduce contract waste by up to 5,000 tons each year in total. Effective January 1, 2020 and ending January 1, 2026, Sherburne County’s allocation for MSW delivery (within the Tri-County service area), and liability for any potential shortfall of MSW delivery, shall be as shown below:

- 2017 – 2021: 5,265 Annual Tons
- 2022 – 2026: 4,095 Annual Tons
- 2027 – 2031: 2,925 Annual Tons

Benton and Stearns County will be responsible for the remaining 50,000 tons. An allocation agreement between The Commission will be re-evaluated for 2026-2031. It is estimated that Sherburne County will deliver about 2,925 tons of MSW annually from western Sherburne County 2027-2031. Pope/Douglas has the additional advantages of having a front-end sorting line for the capture of recyclables and long term contracts with steam users.

4.2 Goals

Goals haven’t appreciably changed over the last two decades and remain as summarized in Section 3.1. It is the intention of the Commission and the County to continue in assisting the private sector in their activities in waste reduction, recycling, and solid waste operations. The Commission and the County intends to continue to provide services not provided by the private sector, primarily in the areas of waste reduction, education, HHW management, Organics Recycling, and waste to energy opportunities. In this mature integrated solid waste management system goals tend to be focused on maintaining existing systems, like our historically high recycling rates, without dramatic changes in programs or policies.

Needs have been identified in some areas such as promotion of recycling in schools and multi-family dwelling units, ongoing education regarding waste reduction, investigation of source-separated organics in the Commercial/Industrial/Institutional (C/I/I) sector, and will continue to be investigated by Commission and County solid waste staff. Existing program plans for their future and any new programs being contemplated are listed in the corresponding sections in this document, specifically Sections 5 – 18.

The County recognizes that waste reduction is a primary activity in landfill abatement efforts. Waste reduction and reuse is identified as the highest priority waste management method in MN § 115A.02 (b). Primary efforts in waste reduction will be made in public education, volume-based pricing established by state statute, public and private purchasing policies, and support of appropriate waste reduction activities at the state and local levels. Sherburne County’s is reliant upon the private sector for the collection, and disposal of solid waste. With a major

regional landfill located within the County, market competition becomes a challenge for implementing further landfill abatement initiatives, programs and policies.

4.3 Objectives

The Commission and the County is cognizant of the need to monitor waste volumes and develop a plan for waste management at the end of the Pope/Douglas agreement. Since the Pope/Douglas agreement ends in 2031 it provides for some time to investigate and develop further waste to energy alternatives.

The County will also continue to seek opportunities for increasing landfill abatement.

4.4 Land Disposal Systems

Throughout the planning period it is apparent that land disposal will to some extent be necessary. That portion of the MSW stream that is not recycled, incinerated or managed in some other way will continue to be landfilled. The landfills used by Commission and County haulers are typically the facilities mentioned in Section 3.4 of this Plan.

SECTION 5.0 WASTE REDUCTION

5.1 Policies & Goals

The Commission and the County plan to continue existing programs and implement additional source reduction activities consistent with the MPCA’s criteria for Source Reduction Credit. The County hopes to achieve a 1% waste reduction rate per capita from the inception date of this Plan through the ten-year planning period. The County plans to track this through data collected for the annual SCORE Report. Measurement of waste reduction has some inherent problems. A measurable reduction in one year is impossible to measure in subsequent years. In addition, the mere fact of reduced waste volumes is often explained by the closing of businesses or an economic downturn rather than the actions of a government program or policy. This became apparent during the Covid-19 pandemic. Despite these constraints, the County still feels waste reduction programs are important and will maintain their existing programs listed below.

5.2 Existing Solid Waste Reduction Practices

The County uses the following solid waste reduction practices (listed in no particular order):

- A. Require haulers to use some form of volume-based pricing
- B. Promotion of material exchange and reuse programs on various evolving platforms
- C. Site visits to businesses and institutions
- D. Promote membership in Reuse MN
- E. Promote membership in Waste Wise (a Minnesota Chamber of Commerce program)
- F. Speaking engagements at schools, businesses, service clubs, and through the Chamber of Commerce in the three (3) counties
- G. Make SCORE grant money available for waste reduction and reuse programs/projects
- H. Participate in Cities and Counties Involved in Source Reduction and Recycling (CISRR) programs.
- I. Household battery collection at the Stearns County HHW facility and Mobile HHW Events
- J. Legacy Grant Program which provides Townships and Municipalities monetary incentives to consider using building products and materials that contain post-consumer recycled materials.
- K. Subsidize recycling costs for municipal clean up events.
- L. The Environmental Educator, a direct quarterly newsletter sent to all County residents, that focuses on waste reduction/ reuse programs and projects.
- M. Annual advertisement campaign for Reduceyourwaste.org with Stearns County

5.3 Specific Programs to be Developed

Besides maintaining the existing practices listed above, the Commission and the County will investigate the possibility of fix-it clinics. The Commission and the County will also put more educational programs out to the public on waste reduction and re-use. Responsible Persons will be Commission and County Solid Waste Staff. Annual staff time to manage solid waste reduction practices is located in Appendix 4 and 5 of this plan.

5.4 Program Budget

A complete County solid waste program budget is located in Appendix 2.

5.5 Schedule of Implementation

The activities listed under the existing practices of Section 5.2 of this Plan are ongoing programs without identifiable starting and ending dates.

SECTION 6.0 SOLID WASTE EDUCATION

Waste education in the region is conducted by numerous organizations in addition to Commission and County efforts. Only those practices conducted by Commission or County solid waste staff are listed below. Some aspect of waste education is conducted by waste haulers, recycling collectors, schools, business training sessions, local media outlets, e-waste collectors, area universities, the Chamber of Commerce, composters, city and township staff and retailers including hardware stores and grocery stores among others.

6.1 Policies & Goals

It is the Commission's and the County's intention to continue waste education efforts at current levels throughout the planning period.

6.2 Existing Solid Waste Education Practices

The County uses the following solid waste education practices (listed in no particular order):

- A. Most activities in Section 5.2 of this Plan have waste education components
- B. Distribution of waste reduction and recycling information to each school located within the County.
- C. Arranging for speakers and educational performances for schools, businesses, and service clubs
- D. Providing periodic news releases to local papers once every three months.
- E. Opportunities to recycle are advertised annually in local papers and the County's Environmental Educator, a quarterly direct mail newsletter sent to each County resident.
- F. Opportunities through the Commission and the County for tours and field trips to Solid Waste facilities
- G. The Waste Wizard Tool on the County website informs County residents about proper ways to dispose of bulky items, problem materials, and hazardous waste. It also has an educational game which can be used through schools to educate children on how to properly dispose of items.
- H. Commission and County websites include information on recycling, yard waste, HHW Collection, and additional solid waste reduction resources
- I. Make funds available through periodic grants for waste education activities
- J. Environmental Learning Center located at the Elk River Landfill (recycling demonstrations, Methane-to-Energy Plant tours)
- K. Display booths at County Government Center, County Fair, and Wellness Expos.

6.3 Specific Programs to be Developed

Commission staff will develop recycling information to be posted to the Tri-County Facebook page every 3 months. The link to this page is: <https://www.facebook.com/StearnsCounty>. This recycling education will be coordinated with REC guidelines. The Commission with the County's assistance will develop environmental programs for colleges in the Tri-County area and work with solid waste facilities to schedule tours where students can learn about disposal operations. Annual staff time to manage solid waste education programs is located in Appendix 4 and 5 of this Plan.

6.4 Program Budget

A complete County solid waste program budget is located in Appendix 2

6.5 Schedule of Implementation

These are ongoing activities that, for the most part, do not have starting and ending dates however, the recycling outreach proposed can begin immediately.

SECTION 7.0 RECYCLING

The private sector operates almost all recycling programs in the Commission area and County. Notable exceptions are the City of St. Cloud municipal MSW and recycling collection; and programs for Household Hazardous Waste which are outlined in Section 17 of this Plan. We rely on this information from private recycling facilities. The Sherburne County Solid Waste Ordinance Section 4.7 A. (Mandatory Collection) requires all County licensed haulers to provide recycling services to all residential, commercial and industrial customers. Therefore as population increases recycling will also increase. Haulers who collect waste generated within the County are required to apply for a license to haul annually. On this license application, the requirement to offer recycling services to all customers is listed and haulers renewing their license are required to submit their annual recycling volumes to the County for the previous year. This is how the County tracks their annual recycling volumes.

7.1 Policies & Goals

The Commission and the County's goal are to promote and maintain the existing system listed in section 7.2. It is the County's goal to achieve a combined recycling rate of 54% during this ten-year Plan. Programs specified in Section 7.3 of this Plan will help achieve this goal.

7.2 Existing Practices

The County uses the following recycling practices:

- A. The County has a waste wizard tool on its website which can be helpful for residents to search for local proper disposal options for specific materials. The link to this tool can be found at:
<https://www.co.sherburne.mn.us/1082/Recycling-Tool>
- B. Sherburne County subsidizes recycling costs for municipal recycling day events. Recycling day events are listed on the County website located at: <https://www.co.sherburne.mn.us/408/Recycling-Events> These events are offered annually to residents as a means to properly recycle bulky waste items.
- C. Residents and businesses may call the Commission or County solid waste staff for further assistance.
- D. In addition to curbside recycling programs, private drop off centers are also available for residential/commercial use. A list of these facilities can be found at:
<https://www.co.sherburne.mn.us/BusinessDirectoryII.aspx?lngBusinessCategoryID=29>
- E. The Commission and the County subsidize the disposal costs for Ag Plastic recycling for farmers and larger generators of film plastic. Interested parties who would like to participate in the program can contact the Tri-County Solid Waste Coordinator at <https://www.stearnscountymn.gov/1393/Tri-County-Solid-Waste-Management-CommisF>. In 2005 the County Board of Commissioner's mandated by ordinance that all licensed haulers shall provide curbside recycling services to all residential, commercial, and industrial customers located within the County. At a minimum, the following materials shall be collected: aluminum; steel; newspaper; clear, brown, and green glass; plastics, corrugated cardboard, and office paper.
- G. Sherburne County's recycling tonnage for the past five years is as followed (SCORE Reports 2015-2019)
 - 2015 – 45,281 tons recycled materials

- 2016 – 38,398 tons recycled materials
- 2017 – 39,728 tons recycled materials
- 2018 – 41,696 tons recycled materials
- 2019 – 39,113 tons recycled materials

7.3 Specific Programs to be Developed

Sherburne County has been working on developing a recycling assistance program for local small businesses to apply for recycling receptacles and signage to maximize landfill abatement using County Solid Waste Staff time to administer the program and SCORE dollars to purchase the recycling containers. The program policy was developed at the end of 2020 and the program was approved by County Board February 16, 2021. Businesses will be able to apply for the program beginning May 3, 2021. More information about this program can be found at: <https://www.co.sherburne.mn.us/1204/Small-Business-Recycling-Bin-Grant-Progr>

Businesses applying for the grant will be asked to provide the following information:

- Project Description (e.g. the business would like to add three recycling receptacles to the main lobby, two recycling receptacles in the break room, and two receptacles at each of the two front door areas).
- Describe project implementation plan (e.g. host trainings for maintenance staff and employees).
- Include specific time frames for project phases (e.g. one week before receptacles are delivered, conduct employee and maintenance staff trainings).
- identify how success will be measured (e.g. maintenance staff will be able to identify accepted recyclables and how to place in the outside recycling container)
- What measures will be taken to ensure contamination will be limited (e.g. maintenance staff will identify contaminants, trainings, etc.)
- Describe how this project will be sustained (e.g. review customer or employee participation quarterly, review signage, host trainings annually, etc.)

Education will be key for gaining participation in this program. As such, the County is working on developing a semi-annual newsletter that will be sent directly to all businesses advertising the Business Recycling Grant and also providing businesses with useful information on recycling and waste reduction. The County believes that commercial recycling is an un-tapped source for diverting more recyclable materials from the landfill. As stated previously in this Plan, 2019 hauler reports indicated that haulers collected a total of 22,971 tons of MSW and 11,772 tons of recyclable materials from businesses located in Sherburne County. The MPCA’s Waste Characterization Study of 2013 tells us that about 49.1% of the MSW state-wide consists of paper, plastic, metal, and glass. A copy of this Study is located in Appendix 1 of this Plan. Based off this information, the County believes that roughly 11,278 tons of recyclable materials generated at businesses is still making its way to the landfill. The County knows that capturing this 11,278 tons immediately is not probable however, with education and outreach to businesses about the business recycling program the County’s goal is to see a 4% increase in the rate of total recycling during the term of this Plan. This increase is reflected in the Goal Volume table located in Appendix 6 of this document.

The Commission and the County will push REC recycling guidelines to develop more consistent recycling information through the County website, direct quarterly educational newsletters, and reaching out directly to schools, businesses, and institutions, specifically targeting businesses who generate a lot paper, plastic, metal, and glass. If initial interest in the Business Recycling Program isn’t successful, then Department staff will reach out directly to businesses to gage more interest.

Responsible persons include Commission and County solid waste staff, solid waste haulers, retailers, drop-off recycling facilities, non-profit organizations, and private citizens. Annual staff time to manage recycling programs is located in Appendix 4 and 5 of this Plan.

7.4 Program Budget

A complete County solid waste program budget is located in Appendix 2.

7.5 Schedule of Implementation

Most of the programs listed above have been going on for some time and, as such, do not have “starting” and “ending” dates. The proposed business recycling program is intended to begin the spring of 2021.

SECTION 8.0 YARD WASTE PROGRAMS

8.1 Polices and Goals

The Commission and the County recognize MN § 115A.931 which prohibits the placement of yard waste in mixed municipal solid waste. The Commission and the County's intent is to separate yard waste from MSW to the best extent possible, and to manage it in a responsible and nuisance free manner.

8.2 Existing Practices

Municipal yard waste drop-off facilities are the predominant method of management. Existing municipal yard waste drop-off facilities are listed on the County's website at <https://www.co.sherburne.mn.us/418/Compost-Facilities-Yard-Waste-Facilities> . The County does not operate these facilities but does assist them with grants which are considered on an annual basis. The Cities of Becker, Big Lake, Elk River, and Zimmerman operate each site individually.

Estimated levels of participation at municipal yard waste drop-off sites located within the County is approximately 30-35% of the population. At times, fresh mulch may be available to customers on a first come first serve basis. Mulch is also used at local parks, trails, and playground areas. Estimated levels of onsite backyard composting within the County is approximately 35%.

The City of St. Cloud operates the only curbside collection program for residential yard waste. They collect yard waste at a charge of \$1.25/per bag with weekly pickup on a seasonal basis. Tri -County Organics of St. Cloud also accepts yard waste at their facility and markets its compost and other products to local companies and residents.

In addition to the Municipal Yard Waste Drop-off sites, the MPCA permits and the County licenses and inspects two privately owned and operated yard waste compost facilities. A list of all private and public yard waste compost facilities is located on the County's website at: <https://www.co.sherburne.mn.us/418/Compost-Facilities-Yard-Waste-Facilities>. Private industries market their product to area farmers, greenhouses, and nurseries. All compost sites located within the County follow MPCA Rules and the County's Ordinance.

Sherburne County's Estimated Yard Waste Collection from 2015-2019

- 2015 - 7,729 tons
- 2016 – 6,491 tons
- 2017 – 6,834 tons
- 2018 – 1,880 tons
- 2019 – 4,072 tons

8.3 Specific Programs to be developed

Tri-County Commission and the County will explore the opportunities to apply for grants to purchase a shredder to help with wood waste in the three Counties also, allowing the opportunity to rent or lease the shredder out to other surrounding counties. One of the major challenges the municipal yard waste drop-off sites experience, is the cost that goes into annual grinding and hauling of wood waste. A Tri-County owned grinder would help to greatly reduce annual operation and disposal costs. Responsible persons necessary to manage yard waste programs is County solid waste staff, municipal facility operators, and private operators. Annual staff time to manage yard waste programs is located in Appendix 4 and 5 of this Plan.

8.4 Program Budget

A complete County solid waste program budget is located in Appendix 2.

8.5 Schedule of Implementation

Yard waste programs are proposed to be maintained and have already been implemented.

SECTION 9.0 SOURCE SEPARATED ORGANIC MATERIALS COMPOSTING

9.1 Policies and Goals

The Commission and the County will study the feasibility and reasonableness of instituting programs of source-separated organics in the commercial and institutional sectors in conjunction with existing private sector operators and developers of composting facilities in the area. The Commission and the County will work with State Department of Transportation to incorporate the use of source separated organic compost material into their project specification requirements. The composting of source separated organics is not a large part of the Commission or the County's integrated solid waste management system however it is the County's goal through the establishment of the proposed programs listed section 9.3 to increase organics recycling rate to 7% during the term of this Plan. This goal is reflected in the GVT in Appendix 6 of this document.

9.2 Existing Practices

The City of Elk River organizes a drop-off collection program where residents can bring food waste to two different dumpster locations (one at the yard waste drop off site in Elk River and the other is located at the City Hall) and dispose of it in the dumpster. The organic materials are collected by Randy's Sanitation and trucked to a transfer station in Brooklyn Park, MN where they are consolidated until they have a full load. From there, the materials are delivered to Specialized Environmental Technologies (SET) compost facility located in Rosemount, MN. SET places the material in windrows over an air line to aerate the material, they turn and grind the product with a carbon source (leaves, etc). They end up with a very nice soil product which is sold to the Minnesota Department of Transportation and landscaping businesses. 46.67 tons of source separated organics were collected and composted through the City of Elk River's program during 2019. The Commission and the County are monitoring this program to evaluate its effectiveness.

If a private facility would like to operate a source separated organics compost facility within the County, the facility shall be licensed pursuant to the County Solid Waste Ordinance.

9.3 Specific Programs to be developed

The County, in cooperation with the Commission, will be investigating various opportunities for organics recycling programs specifically in schools, businesses, and institutions. The Commission provided letters of support to Pope Douglas for their Source Separated Organics composting facility. If feasible, the County will investigate the opportunity to send source separated organic material to the Pope Douglas SSO facility.

The Commission with the support of the County, is pursuing an EA grant awarded from the State to purchase a de-packager for organic material to be disposed of at the City of St. Cloud's Waste-Water Treatment Plant. The plant has a digester on site. The de-packager would allow for large volumes of food waste to be removed from packaging and put in the digester which would generate energy. This is a pilot project which will be assessed through the planning period. If successful, more waste will be diverted to the digester in the Tri-County area.

The Elk River drop-off program serves as a successful model for residential organics collection and the County intends to expand this program to the other cities such as Becker, Big Lake, Zimmerman and possibly to some of the surrounding townships. The City of Elk River reported 310 households participating in the Source Separated Organics Recycling Drop-off Program in 2019; roughly 30 tons of organics is captured through this program annually. It is estimated the average household generates about .1 ton of organics per year. There was a total of 33,188 households in Sherburne County as of 2019. The County's goal is to see 25% of these households participating in an organic drop off program by the end of this 10-year Plan through education and outreach to residents. SCORE dollars will be used to help subsidize the cost of the program so that it is more appealing for participation. The success of this program could potentially divert 830 tons per year of organic waste from the landfill.

Much like the business recycling program explained in Section 7.3, the County will be exploring the opportunities to develop a Source Separated Organics Assistance Program that would be available to schools, institutions, and large food waste generators. A large program like this is dependent on transportation and infrastructure availability. The County has been involved in frequent discussions with Anoka County and Vonco II (permitted for SSO disposal) about the possibility of the facility re-opening to collect source separated organic material. Also, like business recycling, the County sees organics recycling as an un-tapped source of material that could also be diverted from the landfill in the County. As a part of this Source Separated Organics Assistance program the County will be conducting waste audits at schools, institutions and large food waste generator businesses. This information will help the County develop a baseline for the amount of organics generated.

The MPCA's Waste Characterization Study of 2013 tells us that about 31% of our MSW is composed of organic material. Right now, the County is landfilling about 37,000 tons of waste per year. From the information given, it is estimated about 11,000 tons of this waste is organic waste and could be captured through a combination of all three of these proposed programs. The County understands that diverting this waste won't be immediate but a gradual process through outreach, education and assistance. To gain participation in these programs, the County will continuously advertise these programs in the quarterly Environmental Educator, and direct mailers to business, schools, and institutions. Once these programs become available, the County will develop a link on the County website where all this information will be available for residents and businesses to access. Staff will also reach out to schools and businesses directly to inform them about these new programs and lend assistance in implementing them.

Responsible persons to manage source separated organic composting programs are Commission and County solid waste staff and private operators. The County staff time necessary to manage SSOC programs is Located in Appendix 4 and 5 of this Plan.

9.4 Program Budget

A complete County solid waste program budget is located in Appendix 2.

9.5 Schedule of Implementation

Within the first three years of this adopted Plan, County staff will propose these programs to County Board for consideration.

SECTION 10.0 MSW COMPOSTING

10.1 Policies and Goals

The Commission and the County have no plans to pursue MSW Composting at this time.

10.2 Existing Practices

Currently, no practices exist for MSW Composting. This has not been a point of emphasis in the system since the failure of the Re-Comp MSW composting facility in St. Cloud in the 1990's.

10.3 Specific Programs to be developed

No programs are being proposed at this time. If a private facility would like to operate a MSW Compost Facility within the County, the facility shall be licensed pursuant to the Ordinance. Responsible persons to manage MSW composting programs would be County solid waste staff and private operators. There are currently no staff hours being devoted to MSW composting.

10.4 Program Budget

A complete County solid waste program budget is located in Appendix 2.

10.5 Schedule of implementation

Potential programs will be researched as needed during the planning period and a schedule of implementation will be developed if a potential program is identified.

SECTION 11.0 SOLID WASTE INCINERATION AND ENERGY RECOVERY

11.1 Policies and Goals

The County continues to support current waste to energy programs such as Pope/Douglas. From 2022-2026 the County will send 4,095 tons annually to the Pope/ Douglas Waste to Energy Facility. An allocation agreement will be re-evaluated for 2027-2031. It is estimated that Sherburne County will deliver about 2,925 tons of MSW annually from western Sherburne County 2027-2031. MSW that is not processed or incinerated for resource recovery will be landfilled at state permitted facilities. The County ensures this waste is delivered through hauler contracts established through The Commission. The Tri-County Solid Waste Coordinator tracks hauler deliveries monthly and reports these delivers to the three counties.

11.2 Existing Solid Waste Incineration and Energy Recovery Facilities

The Commission's MSW may be transported to Pope/Douglas's Mass Burn Facility located at 2115 Jefferson Street, Alexandria, Minnesota, Douglas County. The Pope Douglas Waste to Energy Facility is a modular mass burn facility currently operating with three modules. The modules can be replaced in their entirety. The WTE is permitted to process 240 tons per day (TPD). The facility has a waste pit that holds a maximum of 700 tons of waste. A grapple picks up the waste from the pit and loads it into the incinerators. It is then burned at 1,800°F. During the incineration process 76,000 M pounds per hour of steam at 160 pounds of pressure is generated.

The steam is sold through contractual agreements to the following entities:

- 3M manufacturing plant for heating and production purposes.
- Douglas County Hospital for heating, cooling and production purposes.
- Alexandria Technical and Community College for heating purposes.

Through the contracts the price of the steam is tied to the price of natural gas and can fluctuate on a monthly basis. The contracts basically state that Pope/Douglas will charge the entities 85% of what it would have cost them to produce steam for themselves. Excess steam that our customers do not use is utilized in this way:

- Used by PDSWM Resource Recovery Facility/Materials Recycling Facility for heating purposes.
- 500 kilowatt per hour of electricity is produced and used by the WTE.

During 2019, approximately 415,000 M lbs of steam were produced. Of that, PDSWM sold 175,766 K lbs of steam, with 130,711 K lbs sold to 3M and 45,055 K lbs to the Douglas County Hospital. Additionally, 4,905.82 mwh of electricity was also generated during 2019 and was used in-house at the Pope/Douglas Facility.

The Pope/Douglas WTE generated 17,475.41 tons of ash in 2019 and anticipates an increase relative to the increase of tons of garbage taken in. The Pope/Douglas Solid Waste Management Ash Landfill, located in Douglas County, began taking ash from the WTE December 5, 1994. The landfill incorporates 80 acres of land, located 20 miles west of Alexandria, on Minnesota Highway 27 and approximately 1/3 mile north on Township Road, in the N 1/2 of the SW ¼ of section 6, T127N, R40W, Solem Township. The ash landfill is permitted by the MPCA under Permit #SW-410, was reissued in 2020, with the addition of a metal recovery facility, organics transfer station and yard waste composting. It is anticipated that the ashes generated from the WTE will continue to be deposited at this landfill throughout the planning period.

11.3 Environmental and Public Health Impacts

It is the policy of Pope/ Douglas to take whatever actions are economically feasible in accordance with best available technology to reduce the toxicity and quantity of ash from the WTE, as well as reducing the quantity of processing residuals that require disposal. In order to reduce the quantity and toxicity of the incinerator ash, the PDJSWMB will continue to implement all directives of the Solid Waste Management Plan, including those created as a result of the SCORE (Select Committee On Recycling and the Environment) legislation.

11.4 Specific Programs to be Developed

As mentioned previously, an allocation agreement will be re-evaluated for 2027-2031. Annual staff time for administration of solid waste incineration and energy recovery is located in Appendix 4 and 5 of this Plan.

11.5 Program Budget

A complete County solid waste program budget is located in Appendix 2.

11.6 Schedule of Implementation

Agreements between the Commission and Pope/Douglas have already been established.

SECTION 12.0 LAND DISPOSAL OF MIXED MUNICIPAL SOLID WASTE

12.1 Policies and Goals

It is a long standing policy of the County to support actions which reduce our county's dependence on indiscriminate landfilling. However, it will be a fact that landfills in some form will be part of our integrated solid waste management system throughout the planning period.

The schedule for delivery of MSW to Pope/ Douglas allows for growth to occur in Pope/ Douglas and as their demand for their facility increases our deliveries will decrease.

The County will continue to explore additional opportunities and implement programs to reduce our dependence on landfills such as but not limited to, waste reduction initiatives, source separated organics, and furthering recycling initiatives as specifically mentioned in sections 5.3, 7.3, and 9.3 of this Plan.

MSW haulers under contract with the Commission to deliver a prescribed amount of waste to the Pope/Douglas Waste to Energy Facility. When their monthly requirements are fulfilled, they are free to deliver the remaining MSW to the licensed facility of their choice.

Land Disposal Facilities located in the County have been and will continue to be regulated under the County Solid Waste Ordinance.

12.2 Existing Land Disposal Facilities

There are no closed MSW land disposal facilities located in the County. Neither the County nor the Commission own or operate any MSW landfills and rely on privately owned and operated landfills for MSW disposal. The following active land disposal facilities have been and may be used during the planning period to dispose of MSW generated in the County:

- A. The Elk River Landfill is a Sanitary Landfill located at 22460 Highway 169 NW, City of Elk River, Minnesota, Sherburne County. The Elk River Landfill is owned and operated by Elk River Landfill, Inc., a subsidiary of Waste Management of North America, Inc. Elk River Landfill operations are permitted by the MPCA under solid waste permit number SW-74 and licensed by the County pursuant to the Ordinance. Much of Commission and East Sherburne County waste that is not processed or incinerated is landfilled at this facility. During 2018 and 2019, approximately 38% - 49% of the MSW generated annually in the County has been disposed at Elk River Landfill. The following table shows the total MSW disposed at the Elk River Landfill from 2015-2019:

	2015	2016	2017	2018	2019
Total (tons) (Includes Sherburne Co)	251,869	261,068	253,214	236,791	428,532
Sherburne Co. (tons)	29,224	25,440	26,625	39,683	28,508

- B. The Pine Bend Landfill is a Sanitary Landfill located at 2495 East 117th Street, City of Inver Grove Heights, Dakota County, Minnesota. Pine Bend Landfill is owned and operated by Republic Services. Pine Bend Landfill operations are permitted by the MPCA under solid waste permit SW-45 and licensed by Dakota County pursuant to its Solid Waste Management Ordinance. The County does not have records on waste information for Pine Bend Landfill, however, 0-2% of the MSW generated in the County annually has been landfilled at Pine Bend Landfill. More information can be found in the GVT located in Appendix 6.
- C. The East Central Solid Waste Sanitary Landfill is owned and operated by the East Central Solid Waste Commission. The facility is permitted by the Minnesota Pollution Control Agency under solid waste permit number SW-17. The County does not have records on waste information for The East Central Solid Waste Sanitary Landfill however a recent survey to the Landfill indicated that 129.59 tons of Sherburne County generated MSW was landfilled there in 2019. More information can be found in the GVT located in Appendix 6.

12.3 Environmental and Public Health Impacts

The County solid waste staff continuously evaluates environmental and health impacts of Elk River Landfill pursuant to the Ordinance. Reports and other information are available in the County's Zoning Administration Department. Numerous inspections by State and County solid waste staff of Elk River Landfill have occurred during the past five years. The County and the State are aware of a contamination plume migrating from the Elk River Landfill. In 2019, Sherburne County received a Corrective Actions Alternative Report from Waste Management attempting to identify the scope of the ground water contamination plume and the extent of the contaminates. The report suggests corrective action options for mitigating the plume. A copy of the Corrective Actions Alternative Report may be obtained through the Sherburne County Zoning Department. The Landfill is required to submit as a part of its annual operating report, its annual water monitoring results to the State and County. The County reviews these reports during the licensing process and in administering and enforcing licenses.

12.4 Specific Programs to be Developed

No specific programs are proposed to be developed. Responsible persons to regulate Land Disposal Facilities in the County are County solid waste staff. The annual staff time necessary to maintain regulation of Land Disposal Facilities is located in Appendix 4 and 5 of this Plan.

12.5 Program Budget

A complete County solid waste program budget is located in Appendix 2.

12.6 Schedule of Implementation

Opportunities will be researched as needed during the planning period and a schedule of implementation will be developed if a potential program is identified. At this time there are not opportunities or potential programs identified.

SECTION 13.0 WASTE TIRE DISPOSAL AND RECOVERY

13.1 Policies and Goals

Tire collection is managed by private tire retailers and/or recyclers with occasional assistance from County grant programs either specifically targeted at tires or indirectly through community grants for clean-up days. The only tire processor in the area is 1st State Tire Recycling in East Bethel (Anoka County) where processed tires are marketed for use in road construction, crumb rubber applications and as fuel in plants licensed to use tire-derived fuel. It is the intent to continue to support private sector activities in this policy area.

13.2 Existing Practices

The Commission and the County make referrals to private sector collectors through the County's public education programs. The County does not have any known un-permitted tire dumps or piles located within the County. Please refer to the Goal Volume Table (Appendix 6) for Sherburne County's ten (10) year recycling percentage objective. The number of tires recycled in Sherburne County during the past five (5) years is located in Appendix 7 of this plan.

13.3 Specific Programs to be Developed

It is not anticipated that there will be any new programs developed in the 10-year planning period. Ordinance compliance is ongoing. Responsible persons in tire management include private sector collectors and processors. County solid waste staff is responsible for regulation of the Solid Waste Ordinance which includes proper waste tire management. The annual staff time necessary to maintain tire management programs is 0.05 full-time County employee equivalents and 0.1 full-time Commission employee equivalents.

13.4 Program Budget

A complete County solid waste program budget is located in Appendix 2.

13.5 Schedule of Implementation

It is not anticipated that any new programs will be implemented during the ten-year planning period.

SECTION 14.0 ELECTRONIC PRODUCTS

14.1 Policies and Goals

Electronics collection programs are managed entirely by the private sector and some non-profits, with occasional grants for specific programs or improvements by the County. State programs for electronics, requiring manufactures responsibility, have had a significant positive effect. It is the intent to continue to support private sector activities in this policy area.

14.2 Existing Electronic Products Management Practices

There are four MPCA permitted and County licensed electronic “collectors” located within the County: Lake State Recycling located in the City of Elk River; Central Appliance Recyclers located in Haven Township; B & E Recycling Station located in the City of Elk River; and the Elk River Landfill located in the City of Elk River/Livonia Township. The facilities are also licensed and inspected for Solid Waste Ordinance compliance by County staff.

Most cities and townships located in the County subsidize the collection and recycling of electronic products at annual Recycling Day Events.

Electronic drop off sites are listed on the county website

at: <https://www.co.sherburne.mn.us/BusinessDirectoryII.aspx?lngBusinessCategoryID=29>

Please refer to the Goal Volume Table (Appendix 6) for Sherburne County’s ten (10) year recycling percentage objective. The amount of electronic products recycled in Sherburne County during the past five (5) years is located in Appendix 7 of this plan.

14.3 Specific Programs to be Developed

It is not anticipated that there will be any new programs developed in the 10-year planning period. Ordinance compliance is ongoing. Responsible persons in electronics management include private sector collectors and processors, and County solid waste staff responsible for regulation of the Ordinance. The annual staff time necessary to maintain electronic products management is located in Appendix 4 and 5 of this Plan

14.4 Program Budget

A complete County solid waste program budget is located in Appendix 2.

14.5 Schedule of Implementation

It is not anticipated that any new programs will be implemented during the ten-year planning period.

SECTION 15.0 MAJOR APPLIANCE MANAGEMENT

15.1 Policies and Goals

Appliance recycling programs are managed by the private sector assisted occasionally by county grants for site improvements, equipment, or clean-up day events. It is the intent to continue to support private sector activities in this policy area throughout the planning period.

15.2 Existing Appliance Management Practices

There are four licensed appliance recyclers located within the County that includes Lake State Recycling located in the City of Elk River; Central Appliance Recyclers located in Haven Township; B & E Recycling Station located in the City of Elk River; and the Elk River Landfill located in the City of Elk River/Livonia Township. The facilities are also licensed and inspected for Solid Waste Ordinance compliance by County staff.

Appliances are also collected at city/township clean-up day events; these events are partially supported by county grants.

Appliance drop-off sites are listed on the county's website at:

<https://www.co.sherburne.mn.us/BusinessDirectoryII.aspx?lngBusinessCategoryID=29>

The anticipated annual amounts of that will be recycled during the planning period may be found in the Goal Volume Table located in Appendix 6 of this document. The amount of major appliances recycled in Sherburne County during the past five (5) years is located in Appendix 7 of this plan.

15.3 Specific Programs to be Developed

It is not anticipated that there will be any new programs developed in the 10-year planning period. Ordinance compliance is ongoing. Responsible persons in major appliance management include private sector collectors and processors and County solid waste staff responsible for regulation of the Ordinance. The annual staff time necessary to maintain appliance management programs is located in Appendix 4 and 5 of this Plan.

15.4 Program Budget

A complete County solid waste program budget is located in Appendix 2.

15.5 Schedule of Implementation

It is not anticipated that any new programs will be implemented during the ten year planning period.

SECTION 16.0 AUTOMOTIVE MERCURY SWITCHES, MOTOR VEHICLE FLUIDS AND FILTERS, LEAD ACID AND DRY CELL BATTERIES MANAGEMENT

16.1 Policies and Goals

With the oversight of County staff regarding Ordinance compliance, management of these items is a private sector activity. It is the intent of the county to continue to monitor private sector activities regarding Ordinance compliance with minimal involvement outside of the HHW programs described later in Section 17.0 of this Plan.

16.2 Existing Practices

Auto retailers, service centers, salvage yards, and item specific retailers such as HANS Foreign Auto Parts, Rite Away Auto, Inc., and East Side Oil Company, among others manage the materials referenced in this section

The County also offers residents hazardous battery collection at mobile HHW events scheduled annually where the majority of these materials are collected. The County also refers residents to the permanent HHW facility located in Stearns County.

16.3 Specific programs to be Developed

It is not anticipated that there will be any new programs developed in the 10 year planning period. Ordinance compliance is ongoing. Responsible persons for management include private sector collectors, processors and County solid waste staff responsible for regulation of the Ordinance. The annual staff time necessary to maintain these programs is located in Appendix 4 and 5 of this Plan.

16.4 Program Budget

A complete County solid waste program budget is located in Appendix 2.

16.5 Schedule of Implementation

These are ongoing programs. It is not anticipated that any new programs will be developed during the ten-year planning period.

SECTION 17.0 HOUSEHOLD HAZARDOUS WASTE (HHW)

17.1 Policies and Goals

The County and Commission are cognizant of the importance of removing HHW from the waste stream. Section 7.6 E. of the Sherburne County Solid Waste Ordinance prohibits Hazardous Waste as defined by the Minnesota Pollution Control Agency to be deposited in landfills. As such, the County has developed and continues to provide opportunities for County residents to properly dispose of their Household Hazardous Waste. These opportunities include at least 8 mobile HHW collection events annually and a year-round option to bring HHW to the Stearns County Hazardous Waste facility. A link to explore more information about this is listed in section 17.2 of this Plan.

17.2 Existing Practices and Programs

Because the private sector does not provide management options for materials generally categorized as HHW, the Commission operates a permanent drop-off facility in St. Cloud.

The County contracts with Veolia Environmental Services, Blaine, MN and Stearns County Mobile HHW Unit to conduct approximately eight (8) collection events annually at various locations throughout the whole County. To accommodate resident's schedules, some of these events are hosted on the weekends.

Waste volumes collected at these events over the last 5 years is reflected in Appendix 7 of this Plan.

It is the intent of the Commission to continue to operate the permanent facility throughout the planning period. The same can be said for the County's annual collection events.

The Commission Facility is located at 3601 5th St S Waite Park. It is open year-round, Monday through Friday and offers Saturday drop-off hours twice a month.

The County has a link that residents can access to learn about more options on how to properly manage HHW: <https://www.co.sherburne.mn.us/456/Household-Hazardous-Waste>

17.3 Specific programs to be Developed

Ordinance compliance is ongoing. Responsible persons for HHW management include Commission and County solid waste staff. The annual staff time necessary to maintain HHW management programs is located in Appendix 4 and 5 of this Plan.

17.4 Program Budget

A complete County solid waste program budget is located in Appendix 2.

17.5 Schedule of Implementation

It is anticipated that the permanent Commission HHW Facility, as well as, the mobile collection units will be operated throughout the ten-year planning period.

SECTION 18.0 CONSTRUCTION AND DEMOLITION DEBRIS (C & D)

18.1 Policies and Goals

Pursuant to the Ordinance, all C &D shall first be referred to approved and permitted demolition debris landfills.

18.2 Existing Practices

All C & D is designated to an approved and permitted MPCA demolition debris landfill. Neither the County nor the Commission own or operate a C & D Landfill and rely on privately owned and operated landfills.

There are two (2) active C & D landfills within the County including Elk River Landfill (MPCA Permit No. SWF-74), located in the City of Elk River/Livonia Township and Vonco II Landfill (MPCA Permit No. SWF-580), located in Becker Township. Sherburne County staff monitors for compliance pursuant to the Ordinance at both landfills on a regular basis.

Vonco Landfill (MPCA Permit No. SWF-353), located in Big Lake Township, is a closed C & D landfill located in the County. County staff monitors this landfill on a regular basis.

One-time demolition debris disposal permits from MPCA and the County may be issued with an approved exemption notification permit from the County. Specific criteria must be met to qualify for exemption.

18.3 Specific programs to be Developed

The County plans to continue its current program with no substantial anticipated changes during the planning period. Responsible persons for C & D management include County solid waste staff. The annual staff time necessary to license and regulate C &D landfills is located in Appendix 4 and 5 of this Plan.

18.4 Program Budget

A complete County solid waste program budget is located in Appendix 2.

18.5 Schedule of Implementation

This program is an ongoing program that will not require a specific schedule of implementation.

SECTION 19.0 SOLID WASTE ORDINANCE

19.1 Status of Solid Waste Ordinance

The Sherburne County Solid Waste Ordinance (County Ordinance #180) was adopted by the County Board of Commissioners on November 16, 2010. The Ordinance provides for regulation that includes but is not limited to generation, storage, collection of solid waste; hauler licensing; solid waste facility licensing; industrial solid waste management; and land treatment of wastes. A link to Ordinance # 180 may be found in Appendix 3 of this Plan.

19.2 Ordinance Amendments

This ordinance has and continues to be amended as needed. The annual staff time necessary to monitor and enforce the Ordinance is reflected in Appendix 4 and 5 of this Plan.

SECTION 20.0 SOLID WASTE STAFF

20.1 Existing County & Commission Staff

County Staff – The County solid waste staff consists of four and a half (4.5) full-time employees from the Zoning Office, which includes thirteen (13) full-time employees. The solid waste staff is assisted by one full-time assistant County Attorney. 4.5 full-time County employees are currently responsible for the solid waste management programs identified in this plan. County staff times are incorporated within this Plan, specifically Section 5.0 – 18.0 and can be found in Appendix 5

Commission Staff – The Commission staff consists of 1.25 full-time employees. Commission staff times and duties are attached as Appendix 4.

The County’s and the Commission’s anticipated ten (10) year budget may be located in Appendix 2 of this document.

20.2 Future staffing needs

There are no anticipated staff changes in the future, staffing will be evaluated on an on-going basis. Staffing needs are currently being met.

SECTION 21.0 SOLID WASTE PROGRAM FUNDING

21.1 Policies & Goals

It is the policy of the County to financially support existing and proposed solid waste programs in this plan. Solid Waste programs are funded in a combination of SCORE block grant funding and the required County matching funds.

21.2 Existing Solid Waste Program Funding Practices

The County intends to support its system through existing funding sources which include:

- A. Miscellaneous License Fees
- B. SCORE Grant Funding
- C. A complete County solid waste program budget, including revenues, is located in Appendix 2. Subsidies provided for the processing of County waste into RDF may found in Section 11.1 of this Plan.

SECTION 22.0 PLAN REVIEW AND TEN-YEAR PLAN

A Plan containing overall Commission goals and polices will be drafted by Commission staff with assistance of the respective Counties' Solid Waste Administrators. That document will be reviewed and ultimately recommended to the member Counties by the Commission at a duly advertised public meeting.

Following that recommendation, the draft Plan will be forwarded to Sherburne, Stearns, and Benton Counties where staff will make county specific additions to the document. Each County will conduct a process of their choosing, in accordance with applicable statutes regarding public hearings. Each County, upon completion of that process and approval from their respective County Boards will forward their draft Plans to the MPCA for review and recommendations.

The County will continue to improve its solid waste management system in the future. These improvements are an ongoing process. Review of this plan to develop an annual work plan will occur during development of the County's annual solid waste budget. The County plans to begin work on an update to this plan nine years from the date of approval of this plan and will submit a draft update nine and one-half years from the approval of this plan.

SECTION 23.0 GOAL VOLUME TABLE

The County has developed a goal-volume table in a format approved by the MPCA. The goal volume table projecting waste volumes on a static basis as required by the MPCA is included in this plan in Appendix 6. The County, as indicated in Section 5 of this plan, hopes to achieve a 1% waste reduction per capita during this 10-year planning period by pushing program development and waste reduction efforts that incorporate the waste management hierarchy that the MPCA is required to implement. The County believes that if waste reduction was reflected in the goal volume table, the cumulative goal volume table would provide the MPCA with helpful and perhaps more accurate goal volume data.

SECTION 24.0 SOLID WASTE FUNDING / PROJECTED TEN YEAR BUDGET

Throughout the planning period Sherburne County plans to continue or possibly increase its level of commitment to solid waste management. The County's overall solid waste management program is comprehensive, integrated, and proactive. Sherburne County will support present programs and address new issues as they arise. Program funding is discussed below.

The Sherburne County budget assumes:

- Increase in population as indicated on the Goal Volume Table
- Inflation rate as listed on the budget
- Continuation of the SCORE funding program

The ten-year Sherburne County Solid Waste Budget is attached as Appendix 2.

SECTION 25.0 ALTERNATIVES TO PROPOSED SYSTEM

The Commission and the County have an integrated solid waste management system which includes waste to energy, numerous recycling programs, a lined MSW landfill, lined demolition landfills, a household hazardous waste facility, volume-based pricing, and public education programs. The likelihood of major operational difficulties varies depending on the facility or program.

In the event that the proposed system is not developed or has major operational difficulties, Commission staff, with the assistance of the Solid Waste Administrators in Sherburne, Stearns, and Benton Counties will develop both short-term and long-range plans to be presented to the Commission followed by consideration by the individual County Boards. It is anticipated that if Pope/Douglas becomes inoperable for any reason, other nearby waste to energy facilities will be contacted regarding the possibility of MSW deliveries. Failing that option, licensed landfills in Sherburne, Dakota, and Morrison counties would be contacted.

Annually during the duration of the Pope/Douglas agreement, the Commission will monitor available capacity in both the short-term and long-term. As that agreement anticipates ending Commission MSW deliveries by 2031, it will be crucial that the delivered tons are monitored and alternative plans, including the possibility of construction of more processing capacity, be developed.

The recycling system in the Commission is almost exclusively a private sector activity. The only exceptions are the City of St. Cloud's collection service and the Counties' grant programs. If recycling markets deteriorated to the point of suspension of collection by the private sector, SCORE funds could be used to a greater extent to subsidize recycling services.

Demolition landfills, used oil, battery recycling, waste tire management, electronic waste management, and collection of used appliances are all likely to continue with minimal public sector involvement and no alternatives are currently being developed.

The HHW Facility is anticipated to continue operations throughout the planning period as directed by the Commission.

SECTION 26.0 ENVIRONMENTAL AND PUBLIC HEALTH THREATS

26.1 On-Site Disposal

The County works to discourage and prevent on-site disposal of MSW through educational promotion and enforcement of the Solid Waste Ordinance and MPCA rules. All MSW must be properly disposed of at a permitted solid waste facility. Solid waste must be properly stored in accordance with the Ordinance and may not be stored for a period of longer than two (2) weeks without approval by the Solid Waste Administrator. Solid wastes suitable and stored for recycling may be contained if stored in an acceptable manner that avoids risk to public safety and otherwise complies with the Solid Waste Ordinance.

26.2 Illegal Disposal

The Non-Permitted Site Cleanup Program is a cost share program intended to help residential property owners who have old dumps or illegal waste materials on their property afford the costs to clean up their land with program funds that can be used for removal, disposal and contract costs. This program creates an affordable opportunity for residential property owners to clean up waste sites that are, or have the potential for, contaminating soils, vulnerable groundwater, and may be in violation of the Ordinance. In addition, the program provides an incentive to improve the natural aesthetics and value of a land parcel. A Non-Permitted Site Cleanup Program Application may be found on the County website.

County staff has and will continue to investigate complaints regarding the illegal disposal of MSW. Staff works with landowners who are found to be in violation of the Ordinance. If voluntary compliance is not achieved, staff may refer the case to the Sheriff's Department for citation or to the County Attorney's office for legal remedies.

SECTION 27.0 SOLID WASTE FACILITY SITING PROGRAM

At this time, there are no new facilities proposing to site within Sherburne County. Proposed facilities may apply for siting in accordance with State, County, and local regulations. Existing facilities may expand as needed pursuant to State, County, and local regulations.

SECTION 28.0 PUBLIC PARTICIPATION

The overall policies and goals of the Commission and the County are considered, and public input is welcomed at their duly advertised meetings. Public participation in the development of this Plan will be conducted by each member County again after County specific additions to the Plan are added.

Sherburne County Planning and Zoning Administration is open for public review of records. This is where records of written letters on problems/violations are kept. In terms of the major solid waste system, records are also kept at the Commission office. In addition, records regarding input by the public are available in the regular meeting minutes of the Commission, County Solid Waste Advisory Committee, and the County Board of Commissioners.

Public hearings are held as needed for relevant solid waste facility activities and ordinance amendments. Notifications are published in the official county newspaper and are also sent to affected stakeholders.

SECTION 29.0 MULTI-COUNTY PLANNING

As delineated in Section 2.5 of this plan; Sherburne, Benton, and Stearns Counties formalized their cooperative efforts with the creation of the Commission. The Commission is comprised of four commissioners from Stearns County and two each from Sherburne and Benton County. The Commission meets on a monthly basis. The Solid Waste Administrators from each county also meet regularly with Commission staff to coordinate efforts in planning, HHW, waste-to-energy, education, and recycling. It is anticipated that this arrangement will continue for the foreseeable future.

Table 4-6: Comparison of 2013 to the 2000 Statewide Waste Characterization Results (by Weight)

Primary Material Category	2013 Statewide	2000 Statewide
Paper	24.5%	34.3%
Plastic	17.9%	11.4%
Metals	4.5%	5.1%
Glass	2.2%	2.8%
Organic Materials	31.0%	25.7%
Problem Materials/Electronics	1.2%	1.9%
HHW/HW	.4%	0.6%
Other Waste	18.3%	18.3%

Notes: The total may not equal the sum of the material categories due to rounding. The Problem Materials/Electronics, HHW/HW, and Other Waste categories have slightly different material definitions in the 2013 Study as compared to the 2000 Study. The material category of Other Waste includes but is not limited to bulky items, textiles, carpet, and other items not classified in the other categories.

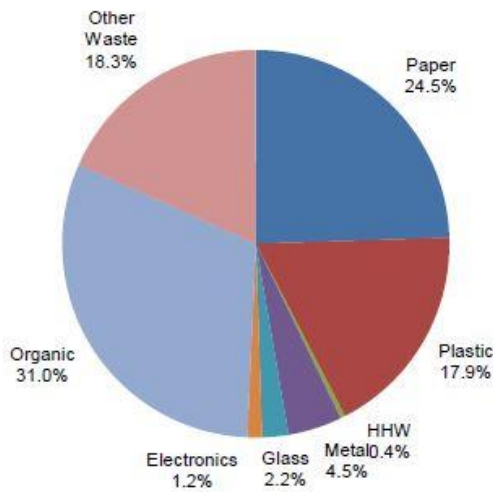


Figure 4-2: 2013 Statewide Waste Characterization Results (by weight)

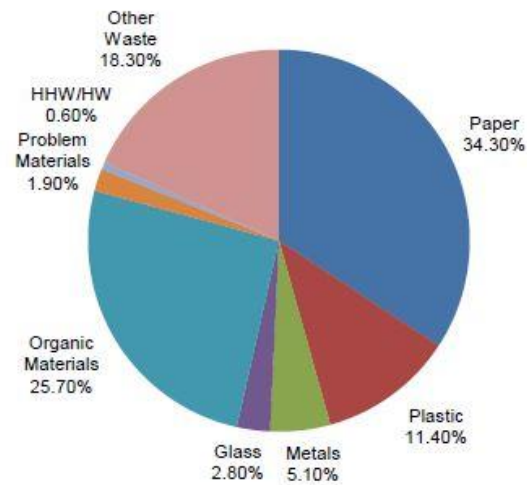


Figure 4-3: 2000 Statewide Waste Characterization Results (by weight)

APPENDIX 2

TEN YEAR SOLID WASTE PROGRAM BUDGET

Sherburne County Estimated 10 Year Solid Waste Program Budget													
YEAR	2022	2023	2024	2025	2026	5 Year Total	2027	2028	2029	2030	2031	5 Year Total	10 Year Total
REVENUES (1% annual increase)													
	<i>Budget</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>
SCORE Grant	\$ 276,986	\$ 279,756	\$ 282,553	\$ 285,379	\$ 288,233	\$ 1,135,921	\$ 291,115	\$ 294,026	\$ 296,966	\$ 299,936	\$ 302,936	\$ 1,484,979	\$ 2,620,900
HHW PaintcareFunds	\$ 20,000	\$ 20,200	\$ 20,402	\$ 20,606	\$ 20,812	\$ 82,020	\$ 21,200	\$ 21,230	\$ 21,443	\$ 21,657	\$ 21,874	\$ 107,224	\$ 189,244
License Fees	\$ 25,000	\$ 25,250	\$ 25,503	\$ 25,758	\$ 26,015	\$ 102,525	\$ 26,275	\$ 26,538	\$ 26,803	\$ 27,071	\$ 27,342	\$ 134,030	\$ 236,555
Misc. Landfill Fees	\$ 2,644,000	\$ 2,670,440	\$ 2,697,144	\$ 2,724,116	\$ 2,751,357	\$ 10,843,057	\$ 2,778,871	\$ 2,806,659	\$ 2,834,726	\$ 2,863,073	\$ 2,891,704	\$ 14,175,033	\$ 25,018,090
Greater MN Landfill Fees	\$ 2,500,000	\$ 2,525,000	\$ 2,550,250	\$ 2,575,753	\$ 2,601,510	\$ 10,252,513	\$ 2,627,525	\$ 2,653,800	\$ 2,680,338	\$ 2,707,142	\$ 2,734,213	\$ 13,403,019	\$ 23,655,531
Solid Waste Service Charge (Not Applicable)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Misc. Other Revenue	\$ 238,619	\$ 241,005	\$ 243,415	\$ 245,849	\$ 248,308	\$ 978,578	\$ 250,791	\$ 253,299	\$ 255,832	\$ 258,390	\$ 260,974	\$ 1,279,286	\$ 2,257,864
Total Program Revenues	\$ 5,704,605	\$ 5,761,651	\$ 5,819,268	\$ 5,877,460	\$ 5,936,235	\$ 23,394,614	\$ 5,995,597	\$ 6,055,553	\$ 6,116,109	\$ 6,177,270	\$ 6,239,042	\$ 30,583,571	\$ 53,978,185
EXPENDITURES (1% annual increase unless noted)													
	<i>Budget</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>
Solid Waste Reduction	\$ 80,000	\$ 80,800	\$ 81,608	\$ 82,424	\$ 83,248	\$ 328,080	\$ 84,081	\$ 84,922	\$ 85,771	\$ 86,629	\$ 87,495	\$ 428,897	\$ 756,977
Solid Waste Education	\$ 85,000	\$ 85,850	\$ 86,709	\$ 87,576	\$ 88,451	\$ 348,585	\$ 89,336	\$ 90,229	\$ 91,132	\$ 92,043	\$ 92,963	\$ 455,703	\$ 804,288
Recycling	\$ 75,000	\$ 75,750	\$ 76,508	\$ 77,273	\$ 78,045	\$ 307,575	\$ 78,826	\$ 79,614	\$ 80,410	\$ 81,214	\$ 82,026	\$ 402,091	\$ 709,666
Yard Waste Programs	\$ 110,000	\$ 111,100	\$ 112,211	\$ 113,333	\$ 114,466	\$ 451,111	\$ 115,611	\$ 116,767	\$ 117,935	\$ 119,114	\$ 120,305	\$ 589,733	\$ 1,040,843
Source Separated Organic Materials ¹	\$ 80,000	\$ 84,000	\$ 88,200	\$ 92,610	\$ 97,241	\$ 362,051	\$ 98,213	\$ 103,124	\$ 108,280	\$ 113,694	\$ 119,378	\$ 542,688	\$ 904,739
MSW Composting	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Solid Waste Incineration & Recovery	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Land Disposal of Municipal Solid Waste ²	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Waste Tire Disposal & Recovery	\$ 8,000	\$ 8,080	\$ 8,161	\$ 8,242	\$ 8,325	\$ 32,808	\$ 8,408	\$ 8,492	\$ 8,577	\$ 8,663	\$ 8,749	\$ 42,890	\$ 75,698
Electronic Products	\$ 10,000	\$ 10,100	\$ 10,201	\$ 10,303	\$ 10,406	\$ 41,010	\$ 10,510	\$ 10,615	\$ 10,721	\$ 10,829	\$ 10,937	\$ 53,612	\$ 94,622
Major Appliance Management	\$ 10,000	\$ 10,100	\$ 10,201	\$ 10,303	\$ 10,406	\$ 41,010	\$ 10,510	\$ 10,615	\$ 10,721	\$ 10,829	\$ 10,937	\$ 53,612	\$ 94,622
Automotive Mercury Switches, Motor Vehicle Fluids & Filters, Lead Acid Batteries & Dry Cell Batteries Mgmt.	\$ 4,500	\$ 4,545	\$ 4,590	\$ 4,636	\$ 4,683	\$ 18,455	\$ 4,730	\$ 4,777	\$ 4,825	\$ 4,873	\$ 4,922	\$ 24,125	\$ 42,580
Household Hazardous Waste Mgmt	\$ 130,000	\$ 131,300	\$ 132,613	\$ 133,939	\$ 135,279	\$ 533,131	\$ 136,631	\$ 137,998	\$ 139,378	\$ 140,771	\$ 142,179	\$ 696,957	\$ 1,230,088
Construction & Demolition Debris ³	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Personnel Services (4.5 FTE)	\$ 776,970	\$ 784,740	\$ 792,587	\$ 800,513	\$ 808,518	\$ 3,186,358	\$ 816,603	\$ 824,769	\$ 833,017	\$ 841,347	\$ 849,761	\$ 4,165,497	\$ 7,351,855
Services and Charges (consultants, etc.)	\$ 600,000	\$ 606,000	\$ 612,060	\$ 618,181	\$ 624,362	\$ 2,460,603	\$ 630,606	\$ 636,912	\$ 643,281	\$ 649,714	\$ 656,211	\$ 3,216,725	\$ 5,677,328
Total Program Expenditures	\$ 1,969,470	\$ 1,992,365	\$ 2,015,648	\$ 2,039,805	\$ 2,064,163	\$ 8,099,981	\$ 2,076,725	\$ 2,097,492	\$ 2,118,467	\$ 2,139,651	\$ 2,161,048	\$ 10,593,382	\$ 18,693,363
NET BUDGET	\$ 3,735,135	\$ 3,769,286	\$ 3,803,619	\$ 3,841,655	\$ 3,880,072	\$ 15,294,633	\$ 3,918,873	\$ 3,958,061	\$ 3,997,642	\$ 4,037,618	\$ 4,077,995	\$ 19,990,189	\$ 35,284,822
Projected Total Waste (Assume 1% Annual Increase)	79,417	80,211	81,013	81,823	82,642	325,690	83,468	84,303	85,146	85,997	86,857	425,771	751,461
Estimated Annual Cost per Ton of Waste	\$ 24.80	\$ 24.84	\$ 24.88	\$ 24.88	\$ 24.88	\$ 24.87	\$ 24.88	\$ 24.88	\$ 24.88	\$ 24.88	\$ 24.88	\$ 24.88	\$ 24.88
Total Projected Households (Sherburne County Profile 2020)	33,771	35,043	36,315	37,587	38,859		\$ 39,248	40,504	41,760	43,016	44,272		
Estimated Annual Cost Per Household	\$ 58.32	\$ 56.85	\$ 55.50	\$ 54.16	\$ 52.91		\$ 52.91	\$ 51.79	\$ 50.73	\$ 49.74	\$ 48.92		
¹ Source Separated Organic Materials (assume 5% annual increase) ² The County doesn't own and operate a MSW Land Disposal Facility. Ordinance enforcement costs for land disposal facilities are reflected in Personnel Services and Services and Charges. ³ The County does not own and operate a C&D Landfill Facility. Ordinance enforcement costs are reflected in Personnel Services and Services and Charges													

APPENDIX 3 SHERBURNE COUNTY SOLID WASTE MANAGEMENT ORDINANCE

The Sherburne County Solid Waste Management Ordinance was adopted by the Sherburne County Board of Commissioner's on November 16, 2010. The complete Sherburne County Solid Waste Management Ordinance is available on-line at: <https://www.co.sherburne.mn.us/460/Ordinances>

APPENDIX 4

TRI-COUNTY SOLID WASTE MANAGEMENT COMMISSION STAFF TIME

	Coordinator	Office Specialist
Waste Reduction	0.05	
Education	0.1	0.05
Recycling Program	0.1	
Yard Waste Management	0.05	
SSO Composting	0.05	
MSW Composting		
Solid waste Incineration and Energy recovery	0.15	0.1
MSW Land Disposal facilities	0.15	0.1
Waste Tire Management	0.05	
Electronic Management	0.05	
Major Appliances	0.05	
Automotive mercury switches, motor vehicle fluids and batteries	0	0
HHW	0.1	
C&D	0.1	
SW Ordinances		
Total	1	0.25

The Commission has 1.25 full-time employees.

APPENDIX 5

SHERBURNE COUNTY SOLID WASTE MANAGEMENT STAFF TIME

Employee	Environmental Specialist	Environmental Specialist	Environmental Specialist	Planner	Solid Waste Administrator
Tasks					
Source Reduction	0.1	0.1			
Education	0.1	0.2		0.2	
Recycling	0.1	0.15			
Yard Waste	0.1	0.15			
Source Separated Organics	0.1	0.1		0.1	
Energy Recovery	0.05				
Land Disposal	0.1		0.4		
C&D	0.1		0.3		
Waste Tire	0.01				
Electronics	0.01				
Appliance Management	0.01				
Automotive fluids, mercury switches, Batteries, etc.	0.01				
HHW Management	0.1	0.1	0.1	0.1	
Ordinance Administration	0.11	0.2	0.2	0.1	
Solid Waste Department Administration					1
Total	1	1	1	0.5	1

Sherburne County Solid waste staff time for programs identified is 4.5 FTE



520 Lafayette Road North
St. Paul, MN 55155-4194

County goal volume table template for solid waste planning

Instructions: Please read "Overview and Instructions" tab prior to completing this form. Only fill out the **yellow-highlighted fields**. Please email this completed form to your MPCA Solid Waste Planner.

If you have any questions please see the Contact information tab below for contact information.

Solid Waste

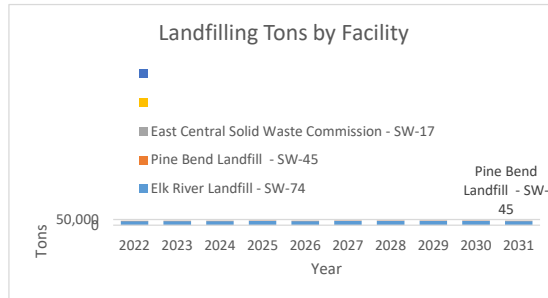
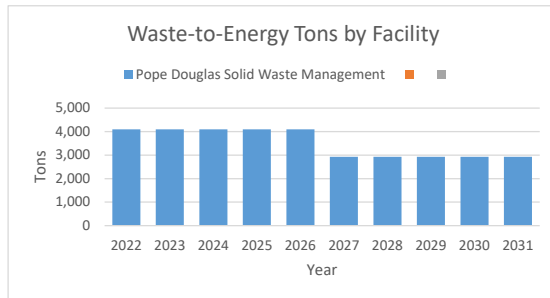
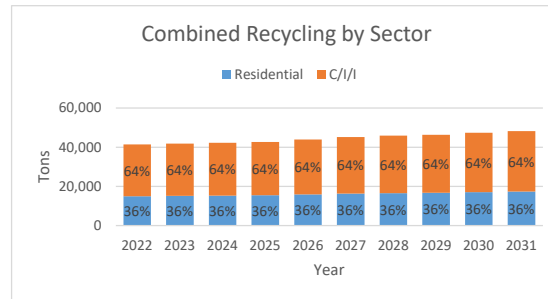
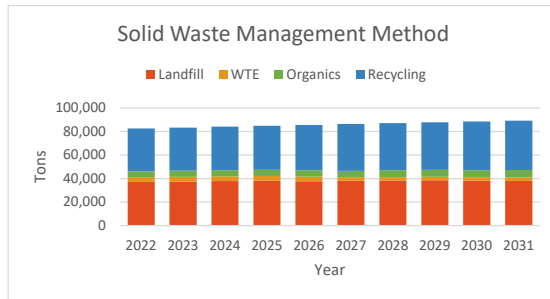
Year

Mangement Method	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Recycling	36,376	36,713	37,047	37,380	38,566	39,762	40,098	40,429	41,419	41,967
Organics	5,002	5,090	5,170	5,250	5,331	5,445	5,797	5,888	5,980	6,250
Combined Recycling Rate	50%	50%	50%	50%	51%	52%	53%	53%	54%	54%
Waste-to-Energy (minus recyclables and nonprocessibles)	4,084	4,084	4,084	4,084	4,084	2,914	2,914	2,914	2,914	2,914
Pope Douglas Solid Waste Management	4,095	4,095	4,095	4,095	4,095	2,925	2,925	2,925	2,925	2,925
Landfill	37,139	37,481	37,827	38,169	37,650	38,248	38,291	38,587	38,213	38,090
Elk River Landfill - SW-74	36,025	36,357	36,692	37,024	36,521	37,101	37,142	37,429	37,067	36,947
Pine Bend Landfill - SW-45	743	750	757	763	753	765	766	772	764	762
East Central Solid Waste Commission -	371	375	378	382	377	382	383	386	382	381
Capacity Used	39,094	39,454	39,818	40,178	39,632	40,261	40,306	40,618	40,224	40,095
On-site Disposal	70	70	70	70	70	70	70	70	70	70
Total MSW Generated	82,671	83,438	84,198	84,953	85,701	86,439	87,170	87,888	88,596	89,291

County goal volume table template for solid waste planning

Summary of Goal Volume Table for Sherburne County

Solid Waste Planner: David Crowell



Total land disposal capacity needed for waste generated in county

Waste Type	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
MSW	39,094	39,454	39,818	40,178	39,632	40,261	40,306	40,618	40,224	40,095	399,679
Industrial	36,842	36,842	36,842	36,842	36,842	36,842	36,842	36,842	36,842	36,842	368,421
Construction & Demolition	48,000	48,000	48,000	48,000	48,000	48,000	48,000	48,000	48,000	48,000	480,000
Total Capacity	123,936	124,296	124,660	125,020	124,474	125,103	125,148	125,460	125,066	124,937	1,248,100

The total land disposal capacity needed from the period of 2022 to 2031 is 1,248,100 cubic yards



520 Lafayette Road North
St. Paul, MN 55155-4194

County goal volume table template for solid waste planning

Below is the contact information for planner associated with your county. If you have any questions regarding the information requested in the form or need any additional clarification please contact them.

Planner	Email	Phone Number
David Crowell	david.crowell@state.mn.us	218-316-3855

APPENDIX 7 TIRE, APPLIANCE, ELECTRONIC, AND BATTERY REYCLING 5-YEAR HISTORY IN TONS

Banned	2015	2016	2017	2018	2019
Electronics	149.23	218.28	382.62	242.18	158.19
Major Appliances	60.73	19.4	242.11	344.15	289
Vehicle Batteries	59.83	.93	17.34	49.73	195.34
Waste Tires	15.37	84.07	91.13	187.91	202.85
PCB Ballast (lbs)	260	22	68	37	26
Flam Liquids (lbs)	8250	3850	2752	4400	6577
Asbestos Roof Coatings (lb)	55	38	29	64	0
Various Lab Packs (lbs)	9251	10634	23909	10761	16530
Aerosol Containers (lbs)	3370	2206	1509	1327	3536
Latex Paint (lbs)	31104	27594	29278	27663	44873
Cylinders (unit)	75	98	114	59	194
Mercury (lbs)	32	28	21	18	43
4' Flor (Units)	1810	1327	805	941	2122
8' Flor (Units)	268	132	64	0	876
CFL/Hid (Units)	936	766	0	9	24
Lead Acid Batteries (lbs)	2530	1879	2159	2197	2975
Oil Paint (lbs)	9650	8048	13133	6035	11091
Waste Pesticides & Insecticides (lbs)	5475	3608	3641	2743	3937