



**RIVANNA SOLID WASTE AUTHORITY**  
695 Moores Creek Lane • Charlottesville, Virginia 22902 • (434) 977-2970

**RSWA BOARD OF DIRECTORS**  
**Minutes of Special Meeting**  
**October 23, 2018**

A special meeting of the Rivanna Solid Waste Authority (RSWA) Board of Directors was held on Tuesday, October 23, 2018 at 2:00 p.m. in the 2<sup>nd</sup> floor conference room, Administration Building, 695 Moores Creek Lane, Charlottesville, Virginia.

**Board Members Present:** Mike Gaffney, Trevor Henry, Jeff Richardson, Liz Palmer, Paul Oberdorfer, Kathy Galvin and Mike Murphy.

**Board Members Absent:** None

**Staff Present:** Bill Mawyer, Katie McIlwee, Phil McKalips, Liz Coleman, Alisa Cooper, David Rhoades, Michelle Simpson, Scott Schiller, Lonnie Wood, Russ Blankentstein, Jennifer Whitaker, Andrea Terry, Tom Freeman and Dave Tungate.

**Also Present:** Kurt Krueger – RSWA Counsel, members of the public, and media representatives.

***1. CALL TO ORDER***

Mr. Gaffney called the meeting to order at 2:02 p.m.

***2. MINUTES OF PREVIOUS BOARD MEETING***

***a. Minutes of the Special Meeting of the Board of September 25, 2018***

Dr. Palmer stated that she had sent Ms. McIlwee corrections to the minutes, including proper spelling of the word “leachate.”

**Dr. Palmer moved to approve the minutes of the RSWA September 25, 2018 meeting as amended. Mr. Oberdorfer seconded the motion, which passed 7-0.**

***3. RECOGNITION***

There were no recognitions presented.

42 **4. EXECUTIVE DIRECTOR'S REPORT**

43  
44 Mr. Mawyer introduced new employees: Russ Blankenstein, Assistant Manager, Solid Waste  
45 Divison; Alisa Cooper, Payroll and Benefits Coordinator; and Robert Wood, Operator/Attendant,  
46 Ivy Transfer Station (not present).

47  
48 Mr. Mawyer reported that the Household Hazardous Waste and Bulky Waste Amnesty Days had  
49 gone well in the fall, with more than 700 vehicles bringing household hazardous waste products,  
50 179 bringing furniture and mattresses, and 289 vehicles bringing appliances – with the bulky  
51 waste totaling more than 17 tons of material.

52  
53 Mr. Mawyer stated that Mr. McKalips had developed a pumpkin recycling program – a  
54 “pumpkin smash” to be held at the McIntire Recycling Center on November 10, 2018. He stated  
55 that the post-Halloween pumpkins would be collected there and then shipped to Black Bear  
56 Composting in Crimora.

57  
58 Mr. Mawyer noted that the RSWA Board would meet earlier the following month – on  
59 November 13, 2018 – to accommodate the Thanksgiving holiday.

60  
61 Dr. Palmer commented that she appreciated the MUC report format, particularly how many  
62 customers crossed the scales as it spoke to customer service.

63  
64 Mr. Mawyer noted that in Attachment 7B, the Operations Center Report, Mr. McKalips had  
65 provided more information regarding City and County participation in the HHW Event.

66  
67 Dr. Palmer asked if the Ivy Materials Utilization Center Report and Recycling Operations  
68 Update would be provided with every Board meeting packet.

69  
70 Mr. Mawyer confirmed that they would.

71  
72 He also stated that staff was pondering new names for the Ivy MUC.

73  
74 Dr. Palmer suggested that they have a contest.

75  
76 **5. ITEMS FROM THE PUBLIC**

77  
78 Mr. Gaffney invited items from the public.

79  
80 Mr. John Martin of Free Union addressed the Board and stated he had lived in the County for 21  
81 years and paid for trash to be picked up at his house, and several times a year he had a need for  
82 extra things to be taken to the landfill for disposal – and it cost him \$7, but could not afford \$16,  
83 if he were from outside the County. Mr. Martin stated that it was convenient and was a pleasant  
84 trip to the landfill, but emphasized that City residents did not have an affordable option and they  
85 were punished because their elected officials could not agree. He urged the Board to end the  
86 problem now, adding that there was no reason why City residents could not enjoy using the Ivy  
87 MUC.

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**6. RESPONSES TO PUBLIC COMMENTS**

Ms. Galvin thanked Mr. Martin for advocating for City residents and stated she had been pondering the issue a lot and would be asking Mr. Murphy and Mr. Oberdorfer about diverting the City's solid waste needs to Rivanna for management.

Mr. Oberdorfer responded that it would be a business decision.

Ms. Galvin stated that all business decisions needed data, information and rationale.

Mr. Oberdorfer commented that part of that was the differential rate, and the City had put together a matrix of this for both the City and County sides, with an eye toward parity and understanding that there may need to be subsidization.

Ms. Galvin suggested that there may be other aspects besides solid waste management, as they seemed to be considering this in a piecemeal fashion.

Mr. Oberdorfer responded that the City has a large item pick up and could generate numbers for that tonnage that could be applied to the model.

Ms. Galvin stated that this would help make them identical to the County.

Mr. Gaffney mentioned that Mr. Martin was pointing out just one tiny aspect of this, and Rivanna could look at this further once data was collected as to County versus City usage.

Dr. Palmer stated that the issue with this suggestion was that they would never know how many City people would have come or would not have come if there were a different program in place. She emphasized that the County had not asked the City to do anything and had not asked for any up-front funding, noting that the County assumed the liability of running the transfer station. She added that she hoped the two localities could be partners on some level and not just try to make up the difference based on the arbitrary \$9 charge. Dr. Palmer stated that she hoped the City would look at the benefits of a regional solid waste partnership on some level, and if they were to come to a situation wherein they could send their trash to the County, that would be beneficial. She added that she hoped they would be able to reduce the amount of trash, compost, and get recycling done as a community – and doing it together made much more sense for both, even if it involved subsidies.

Ms. Galvin asked if it would be possible to get this onto a City Council agenda to discuss solid waste management and the costs/benefits of a regional approach, with an increasing proportion diverted to the Rivanna authority.

Mr. Oberdorfer responded that composting factors in heavily, because without recycling they were packing the landfill.

133 Dr. Palmer stated that was a lower-cost item, but the County did have the facility and was  
134 investing in it, so that was worth something. She added that they had also been actively working  
135 with UVA, the County and Rivanna.  
136

137 Ms. Galvin stated that before Mr. Oberdofer proceeded, he would need clearance from City  
138 Council and a directive from the City Manager. She reiterated that she would like to get this on a  
139 Council agenda, with Mr. Oberdorfer directed through Mr. Murphy to do a more in-depth study  
140 regarding consolidation of a solid waste management system.  
141

142 Mr. Oberdorfer provided an example of a rate differential: non-freon appliance disposal was \$9  
143 for the County versus \$49 for the City. He added that much of this was transportation costs, and  
144 if they recovered freon there was additional expense. Mr. Oberdorfer noted that these rates had  
145 not been adjusted in several years, so this would provide an opportunity to revisit those.  
146

147 Mr. Murphy commented that it would not be any trouble to do this, as Mr. Oberdorfer had  
148 already been doing work on this and could prepare a report to be added to a City Council agenda.  
149 He pointed out that solid waste was not a revenue generator for the City and overall operated at a  
150 loss, so they would have to take that into account.  
151

152 Dr. Palmer added that it was also a part of sustainability and thus was a priority on some level.  
153

154 Ms. Galvin commented that as they were losing less by doing this, it was also a gain.  
155

156 Mr. Murphy stated that large item pickup was something that previous Councils had considered,  
157 and if they were to operate at a break-even, the rates would be very different than what they were  
158 today.  
159

160 Ms. Galvin stated that she would get another Councilor's support and would get it on an agenda,  
161 as it was obvious to her that this was an opportunity that shouldn't be missed.  
162

163 Mr. Mawyer added that staff would work with Mr. Oberdorfer to get data on capital and  
164 operating costs, as well as the service fee and volume fee.  
165

166 Dr. Palmer emphasized that she was not suggesting that the City start paying for capital costs of  
167 the transfer station, but was interested in partnering with them on waste disposal – including  
168 bulky waste and other municipal waste – as it made the system more viable.  
169

170 Dr. Palmer noted her appreciation of Mr. Martin's interest.  
171

172 Mr. Mawyer presented photos of the existing transfer station near the tent, pointing out the  
173 conveyor area and showing it being demolished. He stated that the new station had been  
174 operating for about one month.  
175

## 176 **7. CONSENT AGENDA**

### 177 *a. Staff Report on Finance*

178

179 *b. Staff Report on Ivy Material Utilization Center/Recycling Operations Update*

180

181 *c. Staff Report on Ivy Landfill Environmental Status*

182

183 *d. Staff Report on Ongoing Projects*

184

185 Dr. Palmer commented that she would like to hear more about the transfer station operating  
186 efficiently, and whether that involved truck traffic or the actual handling of material from the  
187 time it entered the station to the time it got in the top loader.

188

189 Mr. McKalips explained that David Rhoades had been making adjustments and had ideas about  
190 having a quick-drop area, with other traffic sweeping around the outside. He stated that staff had  
191 changed that around so that everyone was coming through the building, which created a single  
192 stream of traffic flow and avoided having cars run across a floor that may contain nails. Mr.  
193 McKalips emphasized that this allowed all traffic to move the same way and made it easier for  
194 operators to keep an eye on who was where. He stated that they were trying to maximize the  
195 amount of material put in every trailer and optimizing how much went out in each trailer.

196

197 Dr. Palmer asked how many lines of traffic could get in at one time.

198

199 Mr. McKalips responded that they all came around into a single line, with four active aisles plus  
200 the lane for the "citizen can," which was at the front of the facility. He stated that when you  
201 came through the side opening, you turned immediately to the left and adjacent to the wall were  
202 small roll-offs for quick disposal. He added that there were also four lanes or dumping areas in  
203 the major part of the floor where people could pull in and make disposals. Mr. McKalips stated  
204 that once that was accumulated, the traffic moved out and the equipment moved in to process it  
205 and get it in the hole, which was currently done as a batch operation. He stated that while they  
206 had to stop the flow to move material, he had not seen any wait lines accumulate.

207

208 Mr. Rhoades clarified that the worst was perhaps a five-minute wait, or perhaps seven to eight  
209 minutes if they had to do a trailer switch-out and pack down. He emphasized that this was only  
210 done about three times over an entire day period, adding that the traffic flowed very well.

211

212 Mr. McKalips stated that the wait at the old facility could be much longer, and for staff and  
213 customer use, the new transfer station was much more efficient.

214

215 Mr. Mawyer commented that they had integrated a safety aspect of this program, with Safety  
216 Manager Liz Coleman, Mr. Rhoades, and other staff sitting down together and coming up with  
217 strategies to paint lines and block off the pit. He stated that they did not want Rivanna's  
218 equipment operating with other cars in the facility, so they open the entrance to the transfer  
219 station, let people dump their loads on the floor, then close the entrance when it is time to fill the  
220 trailer, getting the trash into the container and immediately reopening.

221

222 Mr. McKalips stated that when four lanes were open, several vehicles at a time were depositing  
223 waste – accommodating as many as 50 cars – with the pile creeping out toward the front of the  
224 building.

225  
226 Mr. Henry noted that this was a change from the original design concept and it was good to be  
227 responsive, and he asked if the process could be maintained if the volume increased or whether it  
228 would revert to the original design.

229  
230 Mr. McKalips responded that he liked the way this was open, and instead of having the front  
231 neck down to a smaller opening in the building, this worked a lot better. He stated that the staff  
232 person can now be at the gate or side door and could be part of the directing of traffic and  
233 allowed others to be more functional and useful.

234  
235 Mr. Gaffney asked if staff had designed the metrics so they could measure the efficiency over  
236 time as they got busier.

237  
238 Mr. McKalips responded that they had not done a cycle time yet but were hoping to see increases  
239 in tonnage as the new facility was open, adding that they could analyze the ticket data.

240  
241 Dr. Palmer stated she would be very interested in measuring this for commercial vehicles.

242  
243 Mr. McKalips clarified that he had reached out to the larger haulers, such as Time Disposal,  
244 Updike, and Waste Management, to let them know the facility was open. He added that if they  
245 did show up, staff would make every effort to accelerate the trip and make it efficient.

246  
247 **Dr. Palmer moved to adopt the Consent Agenda as presented. Ms. Galvin seconded the**  
248 **motion, which passed 7-0.**

249  
250  
251 **8. OTHER BUSINESS**

252  
253 *a. Presentation: Ivy MUC Master Plan – Convenience Center Layout Alternatives; Director Of*  
254 *Solid Waste, Phil McKalips*

255  
256 Mr. McKalips reported that in August, staff had presented two alternatives for a convenience  
257 center at Ivy, which was part of the development of the master plan for Ivy. He stated that the  
258 questions associated with that had related primarily to the cost of construction, and the desired  
259 outcome of the presentation was for the Board to select one of the two alternatives.

260  
261 Mr. McKalips stated that the first alternative would be located at the old transfer station facility,  
262 with only the loading dock left there currently. He explained that half of the green cans would go  
263 below on the low side of the loading dock, and the others would be on the high side – with all the  
264 compactor units on the low side so that customers did not have to be around any of the  
265 mechanical infrastructure.

266  
267 Dr. Palmer asked why the slide showed \$400K-\$700K when the Board packets stated \$700K-  
268 \$1M.

269

270 Mr. McKalips responded that there had been a discussion about that, and the cost estimate had  
271 been updated.

272  
273 He explained that a user would come into the site and would go down to the existing  
274 convenience center, which is the cardboard container, then turn on a new road back to a parking  
275 area – with the new convenience center located on the right. He stated that this would allow  
276 existing truck traffic that came back into the paved area for amnesty days to stay undisturbed,  
277 and would allow the back lot to be used for amnesty days, as well as trailer parking and other  
278 existing uses.

279  
280 Mr. McKalips emphasized that the site was somewhat fixed and would be constrained in the  
281 event of future expansion if that were necessary, and one negative aspect was that the roadway  
282 had two-lane traffic in this section of the roadway. He pointed out the traffic route to access the  
283 new transfer station, noting that a user came in the site entrance, up the hill to the scale house, up  
284 a curved road into the transfer station into the side entrance – with the traffic coming into the site  
285 and always staying to the left, with the convenience center traffic coming before the scales and  
286 going to the right so they did not cross.

287  
288 Mr. McKalips explained that the second alternative would come into the site from the same  
289 location, come down the road currently used for truck traffic past the truck parking area, and to a  
290 convenience center located at the far end of the asbestos disposal area. He stated that traffic  
291 leaving would circle around, come up behind the barn across a new road, and exit to the site –  
292 with the new transfer station to the left. He emphasized that this would keep convenience center  
293 traffic separate, but where it would cause potential conflicts would be amnesty days, as all that  
294 traffic would be comingled with convenience center traffic. Mr. McKalips noted that there could  
295 be some potential time delays with people arriving to use the center.

296  
297 Mr. McKalips stated that in December 2017, he had prepared a cost for a convenience center  
298 located at the Ivy MUC of \$312K for the facility at the alternative #1 location. He explained that  
299 he presented the information in August and the Board had asked for better cost estimates, so staff  
300 went to the consultant, Arcadis – which provided costs that were all above \$1 million. He stated  
301 that in looking at this, he felt that it was hard to justify spending 1/3 of the transfer station costs  
302 on just the convenience center, so they arrived at \$700K-\$1M and ended up revising them again  
303 to get to the lower levels presented. Mr. McKalips added that his original estimate from a year  
304 ago may be missing something, but he did not think it would be at that level.

305  
306 Dr. Palmer commented that the Board had asked for staff to develop a convenience center that  
307 would be the ideal center so it could be used as a model for other areas, but at the same time, it  
308 would be pretty difficult to sell a \$700K center. She asked how they would get to the point where  
309 they narrowed down the actual cost and how they could make it more saleable.

310  
311 Mr. McKalips responded that the step would be to proceed down the path as they got someone  
312 on board to actually do a design that was a nuts and bolts approach – not just speculation. He  
313 stated that those would generate a much more refined number for the Board to consider and  
314 compare, and ultimately would have something to go to bid.

315  
316 Dr. Palmer asked why they would need a road when they already had all the asphalt.  
317  
318 Mr. McKalips responded that the road would be all new – two lanes totaling 24 feet – and it was  
319 currently just a grass hill. He stated that there was plenty of power service in the existing barn  
320 that used to run all the compactor equipment, so the new electric would be a short run, and it is  
321 largely already underlain with concrete. He mentioned that sometimes roll-offs had issues with  
322 asphalt because the asphalt gave way, and these things may not have been reflected in the  
323 consultant's estimate.  
324  
325 Mr. Mawyer pointed out that they were in the conceptual stage, and if there was a preference  
326 between the two sites, they could then get a professional to focus on the details and budget,  
327 which was an iterative process.  
328  
329 Mr. Henry asked if alternative #1 took better advantage of existing site conditions, because it  
330 seemed to be the preferred solution.  
331  
332 Mr. McKalips responded that it was staff's preferred choice because it already had the concrete  
333 and the loading dock, and it saved valuable real estate to be used for other things, making use of  
334 space that did not have much other potential use. He stated that it kept activities on the site  
335 compact from the standpoint of utilizing equipment, and it would be a manned facility so it was  
336 easy for someone to come down instead of being at the far end.  
337  
338 Dr. Palmer stated that it seemed that alternative #1 was the best option, but there would be a goal  
339 of cutting costs.  
340  
341 Mr. McKalips stated that this would be the next step.  
342  
343 Ms. Galvin asked about the composting possibilities.  
344  
345 Mr. McKalips explained that staff had the consultant put together a concept for where the  
346 compost yard would go, and his preference was to have it on the other side of the fence in front  
347 of the existing transfer station because the old cell one unlined was generally flat and would  
348 allow them to utilize labor and equipment for managing the compost. He stated that when  
349 compost was received, it would need to be mixed with mulch, and there was a loader inside the  
350 barn so it would be easy to do small amounts of work – which meant a separate person and a  
351 separate piece of equipment would not be needed.  
352  
353 Mr. Gaffney asked how much of this was on Cell 1.  
354  
355 Mr. McKalips responded that the entire footprint would be on Cell 1, with the parking area being  
356 a permeable gravel surface – but they would need to build a concrete processing floor that people  
357 would dump the compost on to then be mixed with mulch, because an earthen cover would  
358 constantly require digging. He pointed out that it would be put in the center in the green oval  
359 shown on the figure presented, and as they did not damage the cap, DEQ was amenable to it  
360 being on the cell.



361  
362 Dr. Palmer stated they were currently doing the transfer for UVA and whatever small amount of  
363 compost Rivanna got, and she asked how it would work out financially if they were doing it  
364 onsite and not trucking it off, as they would not be paying any portion of it to truck it away.  
365  
366 Mr. McKalips stated that they created mulch so they were self-supporting in terms of the other  
367 ancillary raw material needs for it, and if they could get by using staff with a few spare hours –  
368 along with the existing onsite equipment – his estimate was approximately \$20K a year in costs.  
369 He stated that this would involve hiring a company called Royal Oak to come up with their  
370 screening machine to screen all the wood back out of the mulch so it left only the compost  
371 material.  
372  
373 Mr. Mawyer mentioned that there would be a cost reduction on the compostable food waste, as it  
374 would not be shipped to Crimora.  
375  
376 Dr. Palmer asked if that was reflected in the \$20K estimate.  
377  
378 Mr. McKalips responded that they did not make any adjustments to the expense, so it was not a  
379 net calculation, and they could set a tipping fee to offset it.  
380  
381 Mr. Mawyer commented that there was also a revenue component for the compost if they were  
382 going to sell that, and that must be factored in. He stated that the capital costs reflected in the  
383 packet were estimated at \$70K, which was considerably lower than what the consultant  
384 developed at \$100K.  
385  
386 Dr. Palmer asked what Rivanna was currently getting from UVA for the transfer.  
387  
388 Mr. McKalips responded that it was 500 tons per year as of last year, and they paid \$178 per ton,  
389 with RSWA paying \$152 per ton for Black Bear to take it away. He stated that 500 tons cost the  
390 RSWA about \$20K per year.  
391  
392 Mr. Oberdorfer asked what storm water controls were required.  
393  
394 Mr. McKalips responded that he had been told they did not need any additional controls, as they  
395 already tested storm water because of the transfer station and the fact it was a landfill – and when  
396 it came to permitting, they may up some of the analytes Rivanna was testing for, but that would  
397 only be \$100-200 per year. He stated that his intention was to not do as much earth work as the  
398 consultant had suggested, because it would be a fairly small composting operation at 500 tons  
399 per year.  
400  
401 Dr. Palmer commented that this was the beauty of doing it on a landfill, and she would be  
402 interested in taking this further to see what Rivanna staff could work out and what UVA would  
403 be willing to do – including possibly paying some of the up-front capital costs.  
404

405 Mr. Mawyer stated that part of UVA's incentive was to try to become a regional system so  
406 Rivanna could get the unit price down and make it more affordable for UVA and any other  
407 partners.

408  
409 Dr. Palmer recalled that they had needed 35,000 tons to make money from it, and at the point  
410 that was evaluated, they only had 360 tons. She stated that UVA's sustainability efforts were  
411 concentrated on the food-water-energy interface, so this seemed to fit into their priorities.

412  
413 **Dr. Palmer moved to direct Rivanna staff to proceed with alternative #1. Mr. Richardson**  
414 **seconded the motion, which passed 7-0.**  
415

416 **9. OTHER ITEMS FROM BOARD/STAFF NOT ON AGENDA**  
417

418 Dr. Palmer stated that she had recently found a paper at home that was a memorandum dated  
419 2004, from Cole Hendrix as a consultant to the RSWA, with alternatives proposed at Ivy –  
420 including building a new transfer station at a cost of \$3.4 million, which was remarkably close to  
421 the actual cost.

422  
423 Mr. Henry reported that the Board of Supervisors would be evaluating an executive summary for  
424 a reduction in tipping fees from \$66 to \$55 per ton, and if approved, a letter and action would  
425 come from the Board.

426  
427 Dr. Palmer noted that it was for a two-year trial and she would have preferred a three-year trial,  
428 but it did coincide with her term on the Board. She stated that it would likely take them longer  
429 than two years because haulers would need to buy equipment, etc.

430  
431 Mr. Henry stated the length of the trial period was within the Board of Supervisor's ability to  
432 discuss.

433  
434 Mr. Mawyer stated that the RSWA would have a regular meeting in November and anticipated a  
435 fee reduction to be on the agenda, including the conclusion from the Board of Supervisors. He  
436 stated that if the Albemarle Board of Supervisors were to approve it and the RSWA approved a  
437 new fee schedule on November 13, RSWA could authorize advertisement of the public hearing  
438 in December, with an effective date to follow anytime thereafter.

439  
440 Dr. Palmer stated that she hoped it could be January 1 for a new transfer station and new tipping  
441 fee in the New Year.

442  
443 **10. CLOSED MEETING**  
444

445 There was no closed meeting held.  
446

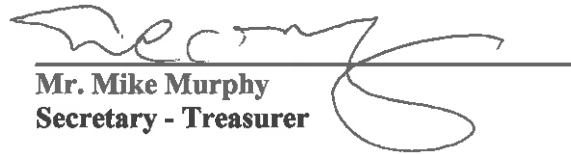
447 **11. ADJOURNMENT**  
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449 **Dr. Palmer moved to adjourn the RSWA Board meeting. Ms. Galvin seconded the motion,**  
450 **which passed 7-0.**

451  
452 **The RSWA Board adjourned its meeting at 2:53 p.m.**  
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454

455 Respectfully submitted,

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461



Mr. Mike Murphy  
Secretary - Treasurer