



Wake County

301 South McDowell Street
Raleigh, NC

Meeting Minutes Board of Commissioners

Monday, September 14, 2020

2:00 PM

Wake County Justice Center

Work Session - Meeting Held Remotely

Meeting Called to Order: Chairman Greg Ford

Chairman Ford called the meeting to order and welcomed everyone. He shared an overview of today's agenda.

Present: 7 - Chairman Greg Ford, Vice-Chair Vickie Adamson, Chair Matt Calabria, Commissioner Susan Evans, Commissioner Jessica Holmes, Commissioner Sig Hutchinson, and Commissioner James West

Others Present: Travis Hitchcock, GFL Environmental, Inc; Thomas McCormick, Chairman, Centennial Authority; Jeffrey Merritt, Executive Director, Centennial Authority; John House, Chief Financial Officer, Centennial Authority; Mayor Dick Sears, Town of Holly Springs; Councilwoman Christine Kelly, Town of Holly Springs; Shawn McGrath, Councilman, Town of Holly Springs;

1. Agenda

Attachments: [09-14-2020 Work Session Agenda.pdf](#)

2. Wake County Comprehensive Solid Waste Management Plan and South Wake Landfill Odor Control and Management Plan

Attachments: [Comprehensive Solid Waste Management Plan - Presentation.pdf](#)
[Topic Summary.pdf](#)
[Wake 2020 Comprehensive Solid Waste Management Plan.pdf](#)
[SWLF Odor Management Control Plan 09-08-20 FINAL.pdf](#)
[Q&A from 3-9-20 BOC Work Session.pdf](#)
[General Q&A about SWLF.pdf](#)
[South Wake Timeline thru 2020.pdf](#)

Mr. John Roberson, Solid Waste Director, shared an overview of today's

presentation.

He shared the per capita demolition and construction waste information.

- County's per capita disposal rate is increasing at a slightly higher rate than peer counties, primarily due to strong construction starts and the generation and disposal of C&D waste.
- Wake
- Wake County Per Capita Disposal MDW and C&D Disposal Rate Compared to North Carolina's GDP
- Wake County's per Capita C&D waste disposal rate closely follows North Carolina's per capita Gross Domestic Product (GDP).

He shared the recycling and yard waste trends.

On a per capita basis, the residents of Wake County have demonstrated a modest increase in recycling. Each resident of Wake County is **recycling about 1 additional pound each year**, on average.

Mr. Roberson shared the local government recycling percentages.

Collectively, the local governments of Wake County have slightly increased the percentage of waste recycled since 2011 with an overall increase of 3.7 percent.

He shared the impact of increased waste reduction and diversion rates on Solid Waste Land Fill (SWLF) Life.

For each year that the landfill is extended, the local governments could collectively expect to **save at least \$6M to \$7M annually** in avoided disposal cost. The savings are even higher when factoring in the annual rebate that the SWLF Partners receive.

He shared the estimated cost range for future waste management options.

He shared regional North Carolina landfill disposal options within 100 miles of Wake County.

North Carolina Landfill Tipping Fee Comparison. Disposal costs

remain very low in Wake County compared to other areas of the State, driven by a SWLF tipping fee that is among the lowest the State. The SWLF rebate further reduces the cost.

He shared the future transfer station scenarios chart which showed an estimated maximum daily average capacity of 1,275 tons per day.

Commissioner West asked where the other transfer stations are located. Mr. Roberson said they are located in Garner, North Raleigh, and near the Wake/Durham County line.

Vice-Chair Adamson thanked Mr. Roberson for his presentation. She asked if odor is an issue at the transfer stations. Mr. Roberson said there is a certain amount of odor associated with the transfer sites.

He shared the long-term waste management options.

- *In Progress*
 - *Continue to Evaluate and Implement Strategies that Extend the Life of the Landfill*
 - In addition to the waste reduction and diversion strategies, increasing the landfill side slopes is a relatively low cost, but effective way to gain several years of additional landfill life.
 - *Continue to Consider Energy from Waste as a Potential Method of Waste Disposal Before the South Wake Landfill Begins to Reach Capacity*
- *Near Term (5 years)*
 - Because of the potentially long lead time associated with identifying a sufficient waste stream, siting, designing, permitting, negotiating an energy contract, procurement, financing, constructing, and startup testing of an energy from waste facility, this option deserves thorough consideration at least 7 to 10 years in advance of when it is actually needed.
- *Agree on the Criteria that are Important to the Selection of the Next Long-Term Waste Management Option*
 - Short and long-term cost; greenhouse gas and priority pollutant emissions; power generation; revenue from power and environmental attributes; sociodemographic impacts; vehicle collisions and worker safety; and resiliency and other factors should be considered and prioritized to effectively evaluate and select the next long-term waste management option.

Mr. Roberson shared information on recycling and reuse. He shared information on education and outreach regarding recycling. He shared the recommended actions for special wastes such as mattresses and oversized tires. Mr. Roberson shared recommended actions to address illegal litter and waste transfer. He shared recommended actions for program costs and funding.

Chairman Ford asked that Mr. Roberson share the entire report with the Board of Commissioners.

Chairman Ford asked for the cost of a machine to shred mattresses. Mr. Roberson said the average cost is \$800,000 to \$1,000,000.

Commissioner Evans asked if there are sufficient locations for recyclable materials.

Mr. Roberson said there are sufficient locations. He said prior to 2017, a large amount of recyclables were shipped to China. He said China stopped accepting recyclables due to not having a proper way to dispose of it. He said most of the recyclables are distributed across the Southeast United States.

Commissioner Holmes said there are several organizations in the county that may accept the used mattresses.

Mr. Roberson said that has been attempted, but the sanitation process was not feasible.

Commissioner West asked about solar farm panel disposal when they become old.

Commissioner Hutchinson requested Mr. Roberson to do a presentation for the Growth and Sustainability committee early next year.

Chairman Ford asked about the status of offering rebates or incentives for recycling.

Mr. Roberson said the plan is to create a fund to look more closely at future waste disposal needs.

Vice-Chair Adamson asked Mr. David Ellis, County Manager, how the cost would be allocated for a new transfer station.

Mr. Roberson said the cost would be allocated out of the Solid Waste budget.

Mr. Roberson presented information on the Solid Waste Landfill odor management. He shared the agenda for the topics to be discussed.

Topics and Agenda:

- Q&A from/after March 9th BOC work session
- Timeline of the landfill
- On-site Landfill Manager Change
- Process of Dirt/Soil cover (w/ tarps) only nightly coverage
- Envirosuite system fully integrated
- Review of Recommendations from Odor Management & Control Plan (report included)
- Piloting Bio-Catalyst (report to be completed by 9/18)
- Conclusions

He provided a chart of updated questions and answers from the March 9th meeting, which were included with the meeting packet.

He shared general questions and answers that have been discussed since the March 9th meeting.

- Questions raised since March 9th meeting - document included, summary below:
 - How are landfill tipping fees established?
 - How does the system of rebates work for SW Partners?
 - Can the SLWF Municipal Partnership ILA be dissolved and if so, what are the impacts?
 - Enforcement of contract provisions?
 - What contracts/ILAs are there between the County and Holly Springs regarding the landfill?

He provided information on the early closing of the South Wake Landfill.

Can the SWLF Close Early?

- Current projections for landfill to remain open until 2040+
- Municipalities in Wake County benefit from significantly reduced costs by having the SWLF (2 to 3 times more costly to ship waste out of county)
- ILA would have to be dissolved (all parties must agree) - unlikely due to cost impacts to all Partners

Mr. Travis Hitchcock, GFL Environmental, Inc. shared information on the Sampson County landfill. He said they experience many of the same issues as Wake County.

Mr. Roberson shared information on the timeline of the South Wake Landfill.

South Wake Landfill Timeline

1990 - Land purchased for future landfill
1994 - ILA with Holly Springs approving landfill
1999 - Initial DEQ Permit to construct
2001 - Finalized DEQ Permit to construct SWLF
2005 - ILA with municipal partners for use of SWLF
2006 - Contract established with Waste Industries (GFL)
2007 - Construction of SWLF started
2008 - SWLF opened in February

25-year design life (2033) at 450,000 tons/year (with certain assumptions for density and cover ratio)

- 2008/2013 - 400,000 tons/year (recession related)
- 2013/2019 - grows to 500,000 tons/year
- 2021 - Projected at 520,000 tons
 - Total landfill size is 179 acres
 - 75 acres are in operation
 - 20 acres permanently closed in 2018/19

Mr. Hitchcock shared information on the South Wake Landfill Manager transition.

South Wake Landfill Manager Transition

- On August 1st, 2020, GFL Introduced a new General Manager for South Wake Landfill
- George Metcalf Introduction and Background
 - Joined Waste Industries/GFL in 2014 as a General Manager
 - Fresno State University Alumni - Bachelors Degree in Agricultural Science
 - George has 18+ years of experience managing Landfills, Transfer Stations and Landfill construction
 - From 2002-2014 George managed six waste facilities (three landfills/three transfer stations) averaging over 10,000 tons of waste daily
 - Prior to his relocation to South Wake, George managed several landfills in the State of Tennessee for GFL

He shared the conversion to dirt/soil cover. He said GFL has purchased a significant amount of new equipment since March. He said the cost of the equipment through August, 2020 is \$2.1 million.

Mr. Hitchcock shared photos of some of the new equipment.

Conversion to Dirt/Soil Cover (with tarps)

- Since 7/28/20 GFL has achieved closure at night with the application of dirt/soil and tarps only
- From 2008 through 7/28/20 GFL utilized other State compliant forms of Alternate Daily Cover
 - Posi Shell an approved form of ADC was the primary material used with the addition of the County's Latex Paint
 - In late 2019 GFL conducted a pilot of another form of ADC called Rusmar foam which did not meet our expectations
- GFL has adjusted operational practices to significantly reduce the waste placement area during operating hours
 - The area of exposed waste must be managed closely to ensure a timely closure with dirt/soil and tarps
- A few examples demonstrating closure with posi-shell versus with dirt/soil and tarps have been provided in the next few slides

He shared additional information on process changes since the March meeting.

He shared photos of the site in Apex, NC.

Mr. Hitchcock said GFL has made a lot of progress in the past six months and they are committed to finding a solution to the odor issue.

Chairman Ford thanked Mr. Hitchcock for his presentation and all the progress made in recent months. He said he visited Holly Springs recently and the smell was horrific. He said at different times during his visit, the smell was worse than others.

Ms. Christine Kelly, Holly Springs Council member, said living with the odor in Holly Springs is difficult. She said she disagrees with the report and said extending the life of the landfill is not in the best interest of the Holly Springs residents.

Ms. Kelly said the report does not adequately address the issues. She feels Holly Springs is not adequately represented in regards to addressing the odor issues. She asked for an alternative to waste disposal in Holly Springs.

Chairman Ford said the county understands the urgency of the issues and will continue to work towards a solution.

Mr. Roberson said he has additional information to share regarding odor control. He said odors are an issue in various parts of the county that aren't related to landfills.

Mr. Roberson shared impacts of eliminating Posi-Shell.

- County collects over 1 million lbs. of latex paint each year
- Until 2017, almost all latex paint collected was used in Posi-Shell and considered a re-use/recycling effort by DEQ
- As of July 2020, all latex paint collected will be disposed of (hardened via mixing with sawdust, etc.) in order to help with odor control at SWLF at significant additional cost

He shared information on the Envirosuite Software.

Envirosuite Software

- eNoses installed late 2019 (3 on-site)
- New weather station (data reported every minute) installed in Feb. 2020
- Odor Reporting tool implemented March 6, 2020
- Provides both historic and predictive modeling of wind speed/direction with topographic information applied
- Graphically presented data

He shared a slide of the predictive weather tools.

Mr. Roberson shared information on the odor reporting tool. He shared an odor data report for recent weeks. He said he expects that the tarps will significantly reduce the odor during the overnight hours.

He shared odor mitigation strategies.

Odor Mitigation strategies actionable solutions summary

- Assess potential to install horizontal collectors, slope collectors, sacrificial wells, shallow direct-push wells, vertical well target piles, caisson bottom-up wells, etc. for LFG extraction
- Assess potential to install near-surface collectors and additional bottom-of-cell LFG infrastructure
- Adding odor masking/neutralizing agent "mistlers" to certain equipment
- Applying odor neutralizing agent to select incoming waste collection/transfer vehicles
- Installing additional final cap ahead of schedule

- Installing interim cover systems such as exposed geomembrane cover
- Use of hybrid final cover systems
- Identification and curtailment of odorous wastes and restricting hours for this material to be delivered
- Regular odor assessment of incoming waste loads
- Regular voluntary SEM events at the working face (use of Drone technology?)
- Ambient air sampling at off-site locations
- Cover integrity monitoring on non-closed areas of landfill
- Hiring staff to oversee odor-related activities
- Expanded public notification of landfill activities using a 3rd party PR or communication group

Mr. Roberson shared information on the Bio-Catalyst pilot project.

Bio-catalyst pilot program

- Eco-Cat Product
 - *“The product increases dissolved oxygen (DO) and reduces odors and most importantly, will shift the biological conditions that produce odors”.*
- Initiated on April 6, 2020 and concluded on August 31st
- Over 2300 observations performed.
- Numerous variables to consider
- Operations, Atmospheric, and Seasonality are key factors
- Report is still under development - to be completed by 9/18/20

He shared the conclusions.

Conclusions

- Landfill (County & GFL) have implemented multiple proactive odor abatement initiatives under 7 primary categories
 - OMCP identifies approximately 30 distinct actionable solutions (improvements of current strategies or new strategies) within the 7 categories
- Landfill (County & GFL) have initiated multiple monitoring programs, air dispersion modeling, odor reporting tools or community outreach protocols.
 - OMCP identifies approximately 20 distinct actionable solutions (current programs or new programs)
- Landfill has invested millions in infrastructure, equipment, technology platforms and other resources related specifically to odor management and control

- Efforts are still underway to continually improve - immediate next steps:
 - LFG system expansion
 - Hiring an Outreach Coordinator to provide better communication
 - Expansion of surface emissions monitoring (SEM) into Phase 2A and potential use of drone technology for additional SEM efforts
 - Continued piloting of various odor masking &/or neutralizing products
 - Full evaluation of interim cover systems for areas not in regular use
 - Incorporate “bottom-of-cell” LFG system infrastructure in Phase 2B

Chairman Ford thanked Mr. Roberson for explaining action steps. He said it is a complex issue and communicating the plan to the public is an important step going forward.

Chairman Ford asked for clarification on the request for additional staffing. Mr. Roberson said some would be county employees as well as GFL employees.

Mr. David Ellis, County Manager, said he will work with our Communications Department on relaying information to the Town of Holly Springs.

Commissioner Hutchinson thanked Mr. Roberson for his presentation. He said this is a complex issue and he thanked Mr. Hitchcock and GFL staff for their diligence in addressing them.

Commissioner Calabria said it is important to recognize the work being done to address this issue. He expressed concern with the number of odor reports.

Commissioner West said staff is committed to addressing this issue. He said it is important to see a timeline of progress. He said he is supportive of the plan.

Commissioner Evans said she spends a fair amount of time in Holly Springs and confirmed that the odor is a real issue. She thanked staff and GFL for their diligence in addressing this issue.

Commissioner Evans said at the time the landfill was opened, Holly

Springs was not as developed as it is today. She said it is important for all residents of the County to have an adequate quality of life. She said sharing the issues with all municipalities is very important.

Vice-Chair Adamson asked Mr. Ellis to contact Town Managers to see how they feel about increased tipping fees to help mitigate this problem.

Commissioner Holmes said it is important to set metrics and measure success.

Mayor Dick Sears, Town of Holly Springs, said he appreciates the time and effort spent on addressing this issue.

Mr. Shawn McGrath, Town of Holly Springs Council member, thanked everyone for working together to address this issue. He said it is important to find a way to co-exist.

Mr. Ellis said he will continue to relay information to the Board of Commissioners as it becomes available.

Chairman Ford said it is important to maintain accountability and follow through.

Chair Ford called for a 10 minute recess at 4:20 p.m.

The meeting went into recess.

The meeting reconvened at 4:34 p.m.

3. PNC Arena Long-Term Planning and Tri-Party Agreement Update

Attachments: [Arena Update Slides.pdf](#)
 [Centennial Authority-PNC Arena Financial Plan.pdf](#)
 [22nd Amendment Signed.pdf](#)

Ms. Denise Foreman, Assistant County Manager, provided an update on the PNC-Arena Long Term plan.

She shared a timeline of the project to date. She said the tri-party agreement will be considered at a future meeting.

She shared the current status of the tri-party agreement.

Current Status

- Negotiating 6th Amendment to Tri-Party Agreement
 - Key terms:

- Establish use, term and timing of \$9M allocation for 2020 - 2029
- Establish joint review of facility, leases, etc. to determine path forward beyond 2029
- Amend payment timing for existing 7% administrative allocation to support cash flow
- Clarify sponsorship revenue language from prior agreements
- Brief County Commission and Raleigh City Council
- Finalize Agreement for Consideration by Parties in early October

Mr. Jeff Merritt, Executive Director, Centennial Authority, shared the PNC Arena plan.

He shared the enhancements that are planned for the PNC Arena.

PNC Enhancement Options

- Improved Concession Options
- Additional Space for Fan Engagement
- Improvements to Back-Of-House Space
 - Dressing Rooms
 - Kitchens
 - Storage
- Upgrades to PNC Arena Entrances & Concourses
- Improve Traffic Flow

He shared several photos of the proposed enhancements.

Mr. Merritt shared a summary of the PNC Arena Financial plan amendment.

PNC Arena Amendment 22 Financial Plan

Maintain PNC Arena as a State-of-the-Art Destination:

- Bring High-Impact Events to Wake County (NCAA Tournament, NHL All-Star Game)
- Attract Top-Tier Touring Events/Shows
- Enhance NC State Men's Basketball
- Retain the Carolina Hurricanes

\$9 Million From Amendment 22 to:

- Assume A Portion of Arena Operating Expenses Resulting From Lease Extension With the Carolina Hurricanes
- Maintain On-Going CapEx Master Plan Program
- Implement Improvement Projects Identified by Enhancement

Master Plan and Market Survey

How Will the Authority Allocate the \$9 Million Annually?

- \$4.3 Million to Meet Operational Requirements (Utilities, Maintenance)
- \$2.3 Million to Maintain On-Going CapEx Master Plan
- \$2.4 Million to Fund Enhancements

PNC Enhancement Options

- Improved Concession Options
- Additional Space for Fan Engagement
- Improvements to Back-Of-House Space
 - Dressing Rooms
 - Kitchens
 - Storage
- Upgrades to PNC Arena Entrances & Concourses
- Improve Traffic Flow

Summary:

- \$4.3 Million for Additional Operating Expenses Resulting from Lease Extension
- \$2.3 Million for On-Going Capital Maintenance
- \$2.4 Million for Enhancements

Mr. Thomas McCormick, Chairman, Centennial Authority, said once the plans are finalized, they will be presented to the board of commissioners for consideration.

Commissioner Holmes asked Mr. McCormick if there were any concerns from Centennial Authority board members. Mr. McCormick said the board fully supports this plan.

Chairman Ford asked for an update on the elevators. Mr. McCormick said the project is underway.

Vice-Chair Adamson asked Ms. Foreman if \$9 million is still a reasonable amount for this project.

Ms. Foreman said the county and the city are comfortable with the \$9 million.

Commissioner Hutchinson said that the planning needs to be fifty years out in order to plan for future needs.

Commissioner West echoed Commissioner Hutchinson's recommendation

for planning for the future and suggested a joint committee.

Vice-Chair Adamson asked if there is a long term commitment from the Carolina Hurricanes to remain in Wake County.

Mr. McCormick said there is a commitment from the Hurricanes through 2029.

Vice-Chair Adamson asked about the impact of COVID-19 on these plans.

Ms. Foreman said that the Hurricanes are still comfortable with the investment amounts, but the movement forward has slowed. She said that the funding may have to be revisited depending on how long the improvements take.

Commissioner Evans said she appreciates staff and the Centennial Authority for working together on this project. She said she is excited about the commitment from the Hurricanes.

Chairman Ford thanked everyone for their efforts and for today's presentation.

4. COVID-19 Small Business Support Update

Attachments: [Wake Forward Work Session Presentation 9-14-20.pdf](#)

Mr. Chris Dillon, Assistant County Manager, shared an update on the COVID-19 small business support grant program.

He shared the agenda for his presentation.

Agenda

- Update on Wake Forward Small Business Assistance Program
- Discuss proposed amendment to the County business relief program partnership with NC Rural Economic Development Center
- Preliminary approval to amend the contract with NC Rural Economic Development Center

He shared the background of the program.

Background

- Wake County received approximately \$194 million from the federal government to cover expenses related to local response efforts
 - Includes expenses to “directly respond to the emergency”
 - AND
 - “Second-order effects” including “economic support to those

suffering from employment or business disruption...”

- County's first priority is to ensure funding supports direct COVID response (public health and safety) for duration of event
- Funding can be used to provide support to small businesses to reimburse the costs of business interruption caused by business closures

Wake County Small Business Relief Program

- On May 4, 2020, the Board approved a \$5 million small business relief program and instructed staff to return with specific proposal
 - Interest in portion of program (at least \$1 million) being available to sole proprietors and single-owner businesses
- On May 19, 2020, the Board authorized the County Manager to enter into a contract with the NC Rural Economic Development Center to administer a small business relief program
- On September 4, 2020, the Governor signed HB 1105 “Coronavirus Relief Act 3.0” into law, amending the loan terms of the statewide small business relief program

Mr. Dillon shared the original loan criteria and terms.

Original Loan Criteria and Terms

Criteria

- Maximum Number of Employees = 100
- Loan Amount = 2 Months Revenue (up to \$50,000)
- Cannot receive more than one loan
- Business is within Wake County
- At least \$1 million of program available to sole proprietors

Terms

- 6 Months Deferred Payments at Low Interest Rate
- 48 Months of Principal & Interest at 5.5%
- No Prepayment Penalties

Updated Loan Criteria and Terms

Criteria

- Maximum Number of Employees = 150
- Loan Amount = up to \$250,000
- Cannot receive more than one loan
- Business is within Wake County
- At least \$1 million of program available to sole proprietors

Terms

- 18 Months Deferred Payments at Low Interest Rate
- 102 Months of Principal & Interest at 5.5%
- No Prepayment Penalties

He shared marketing and outreach efforts.

Marketing and Outreach Efforts

- County staff to partner with:
 - Wake County Economic Development
 - Wake County Diversity, Equity, & Inclusivity Alliance
- Promote program to entire County
 - Focus on sole proprietors and historically underutilized businesses
- Estimated cost = \$25,000
 - To be covered with CARES Act funding

He shared the statistics to date of businesses that have received aid. He shared the loans by industry and business size.

Mr. Dillon said he will be requesting revisions to the program at a future meeting.

Chair Ford said this is a perfect example of the county having an impact on local businesses.

Commissioner West asked for clarification on the \$25,000.

Mr. Dillon said the \$25,000 was for advertising. He also confirmed that the state-wide percentage of black-owned business that received assistance through this program is 3.6 percent, and the Wake County percentage is 20.6%.

Commissioner Holmes thanked Mr. Ellis, Mr. Dillon, and Ms. Emily Lucas for making this idea come to fruition.

Commissioner Holmes asked who will receive the interest from the loan payments. Mr. Dillon said the lender keeps the interest. He said the principal will be returned to the county, but there is no clear guidance on if it will be returned to the Federal Government.

Commissioner Holmes said if the principal remains with the county, she would like it to be used to support small businesses.

Adjourn

Chairman Ford adjourned the meeting at 5:41 p.m.

Respectfully submitted,

Michelle L. Cerett
Executive Assistant
Wake County Board of Commissioners