

# Town and County of Nantucket Select Board • County Commissioners

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C. Elizabeth Gibson  
Town & County Manager

***AGENDA FOR THE MEETING OF THE  
SELECT BOARD  
FEBRUARY 7, 2022 - 4:00 PM  
REMOTE PARTICIPATION VIA ZOOM  
NANTUCKET, MASSACHUSETTS***

Join Zoom Meeting

<https://us06web.zoom.us/j/87929313316?pwd=R1hRaFdOZEtFVnVINzFqVHByd2NKUT09>

Meeting ID: 879 2931 3316

Passcode: 757510

- I. LONG-TERM SOLID WASTE PLANNING WORKSHOP***
- II. ADJOURNMENT***



**Town & County of**  
**NANTUCKET, MA**

**Workshop on Solid Waste Management  
for Nantucket Island  
Presented to the Nantucket Select Board  
on Zoom and Open to the Public**

**7 February 2022**



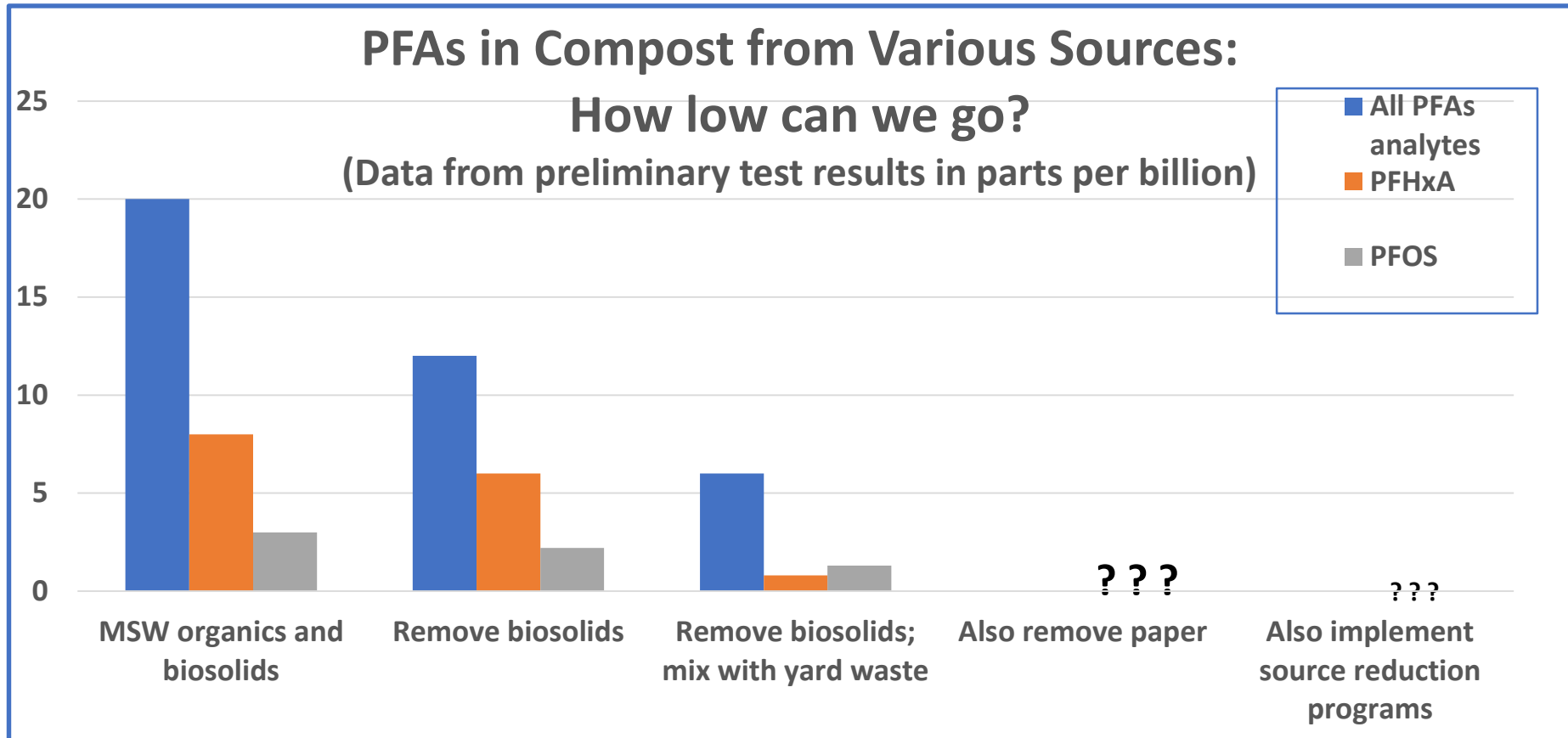
## Workshop agenda

- |   |            |
|---|------------|
| 1. Introduction/Updates                                       | 5 minutes  |
| 2. Solid waste program budgets: SWEF and capital requests     | 10 minutes |
| 3. Waste reduction: programs and priorities                   | 30 minutes |
| 4. Collection/recycling: colored bags, paper diversion, & MRF | 30 minutes |
| 5. Composter/Transfer Station: Town ownership vs. site lease  | 40 minutes |
| 6. Wrap-up: goals and topics for next meeting                 | 5 minutes  |



## Solid Waste Program Updates and Context

1. Composter: PFAS tests and trials
2. NRNC plastic pilot: Trashology, ReGen, others
3. Landfill closure: alternative and scenarios



The sampling, testing and reporting were performed independently by Waste Options Nantucket. Town Administration was provided the information for review on 2/1/2022.



## NRNC Plastic Pilot Tests



Waste  
plastic



Electricity for  
the Composter



Drop-in  
marine diesel





## Landfill closure process

- Closure schedule is indefinite
- Closure design depends on PFAS assessment and on-site disposal of PFAS-contaminated material
- Alternative cover designs could reduce cost and need for sand
- Sand might be recovered from existing stockpiles
- Design might reflect post-closure uses





## Solid Waste Enterprise Fund Operating Budget

Over \$12.7 million for FY2023 proposed  
(vs. \$10.7 million for FY2022)

- NRNCs and C&D waste shipped off-island
- Structural operating deficit
- Waste reduction and diversion can reduce costs
- Does not include new landfill fees, pay-as-you-throw or tip fees
- Recommend funding 2025-related programs: PAYT feasibility, assessment of local compost markets, etc.





## Solid Waste Program Budget: Capital requests for Town Meeting

### **MRF upgrades**

- Roof (add \$332k)
- Pad/catwalk (\$300k)
- Sprinklers (\$60k)
- Sorting equipment and de-bagger (add \$125k)

### **Other facility upgrades**

- Take-it-or-leave-it (\$260k)
- Hard-to-manage waste building (\$500k)

### **Landfill**

- Gates and fences (\$185k)
- Compost pad and stormwater(\$600k)
- Close Phase 1ABC – (**>\$14 million**)
- Value engineering of closure



## Framing data-driven waste reduction data-driven goals and metrics

- Reduce waste quantities: total and per capita
- Reduce landfill disposal: residuals, NRNC, C&D waste
- Reduce toxicity: PFAS, nitrogen/phosphorus, metals/VOCs
- Reduce carbon footprint
- Reduce litter/uncontrolled releases
- Reduce life-cycle cost of SWEF budget and capital requests



## Waste reduction programs – basis for program screening

- Landfill diversion
- Source reduction (upstream impacts)
- Toxicity reduction
- Local control and authority
- Local receptivity
- Community-led initiative
- Economic impacts

TRADE OFFS ?



## Waste reduction programs – basis for program choices

### Choice of mechanisms

- Specific product waste collection programs
- Education or incentives for product choices
- Product bans, display labelling, retailer take-back
- Pay-as-you-throw, product fees, landfill fees

### Implementation challenges

- Year-round residents vs. seasonals vs. visitors
- Staff capability
- Community participation
- Enforcement



## Collection and recycling

MRF upgrades: drop-off area, sorting station/bag-opener

- Other equipment (automation, third baler for paper)

## Colored bag program

- Drafting Scope of Services
  - 6-week period of pilot program collection
  - 900 households and 14 businesses in 'Sconset
- Developing procurement strategy (3 potential vendors identified)
- Began hauler outreach



## Colored bag pilot program

### Questions and trade-offs

- Which sorting protocol makes the most sense?
- Include businesses in the pilot program?
- Schedule – Summer vs. Fall?

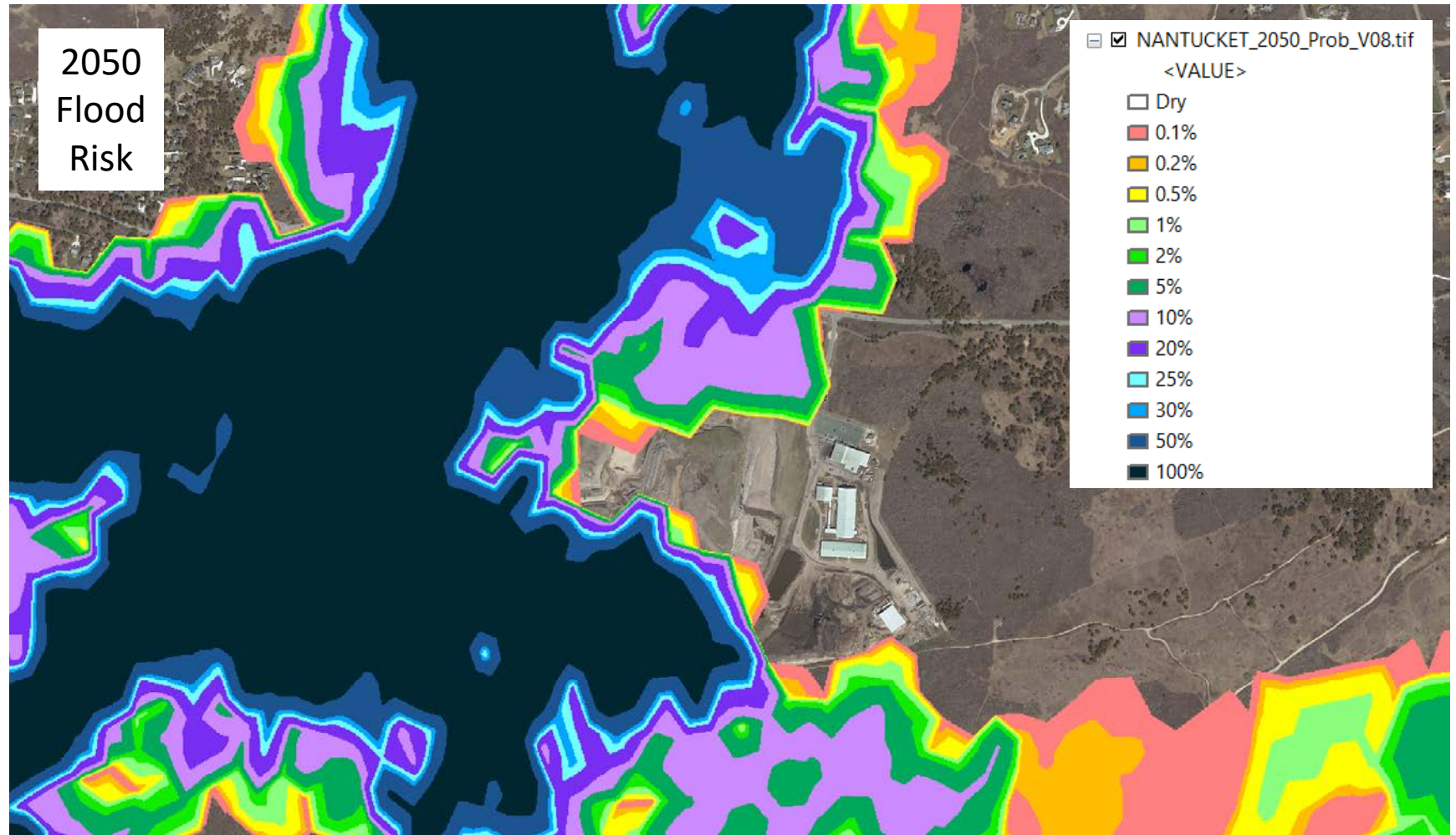






Madaket Road site  
2050 flood risk

- Existing facilities are outside dynamic flood risk area
- Stormwater needs management, but Site is not a priority inundation risk



*Source: Massachusetts Coast Flood Risk Model (MC-FRM) used in the Coastal Resilience Plan (intermediate scenario)*





Figure 1. Area of focus (in yellow) at the landfill (Google Maps)



**Madaket Road Site Facilities.**  
Photo from Nantucket Landfill  
Stormwater improvements Plan,  
Prepared for Nantucket Land  
Council, Nantucket DPW and  
WON, September 2019.



**Madaket Road Site Facilities  
operated by Waste Options  
Nantucket(WON)**

- Composter
- MRF/drop-off area
- Transfer Station (12)
- Landfill (not shown)

**Town agreement with WON  
(Waste Services Agreement  
or WSA) schedule to end  
November 30, 2025**

1. Shell Recycling Drop-Off  
2. Free Compost, Top Soil, Mulch, and Shells  
3. Boy Scouts' Aluminum Can Drop-Off  
4. Take-It-or-Leave-It

5. Residential Drop-Off

- Recyclable, Compostable, and Non-Recyclable/Non-Compostable Wastes
- Fluorescent Bulbs
- Batteries
- Scrap Metal
- Invasive Plants
- Ash/Soot

**LEGEND**

6. Scale House (bring items below to Scale House)

- 7. CRTs (Electronics)
- 8. Mattresses
- 9. Refrigerators, Freezers, A/C units
- 10. Tires
- 11. Scrap Metal
- 12. Construction & Demolition Waste
- 13. Mixed Excavation Waste
- 14. Wood
- 15. Brush
- 16. Leaf & Yard Waste

Hover over the QR code with your phone camera to visit our Nantucket Solid Waste and Recycling Website

Have a question on where something goes? Hover over the QR code with your phone camera to check our Waste Items A-Z List

**TOWN OF NANTUCKET  
RECYCLING FACILITY  
AND  
LANDFILL ENTRANCE**



## Town option to purchase the Composter

- Per Waste Services Agreement (WSA), Amendment No.1, Item 4

*“Waste Options, Inc., agrees that it will negotiate in good faith with the Town to extend the operation of the Agreement at the end of the 25 year period. If an agreement cannot be reached, the Town will have the option to purchase the facility for One Million (\$1,000,000) Dollars or fair market value, whichever is less.”*

- The WSA is scheduled to terminate on November 30, 2025.
  - Town Counsel has advised the WSA cannot be extended unless the Town conducts a new procurement process and gets approval at Town Meeting.
  - If no extension and no purchase, Waste Options has 180 days to remove the Composter.
1. Should the Town exercise the WSA option to buy the “facility” in 2025?
  2. What is included in “the facility”? Buildings and fixed equipment, but not the transfer station.
  3. Should the Town negotiate to buy the Transfer Station in 2025?





## 2025 choices for the Composter and Transfer Station

	<b>Composter</b>	<b>Transfer Station</b>
Existing model	Lease the Composter site	Lease the Transfer Station site
Buy both: Town owns everything on the Site	Exercise WSA option	Negotiate purchase
Hybrid model	Exercise WSA option	Lease the Transfer Station site



## Existing business model for the Composter: ownership and roles

	Town	Waste Options
Ownership	Owns the Site and the Landfill	Owns the Composter
Roles in operations	<ul style="list-style-type: none"> <li>• Directs solid waste to the Composter</li> <li>• Supports marketing efforts</li> <li>• Provide disposal capacity for residuals (at Landfill)</li> <li>• Listed on MassDEP permits</li> </ul>	<ul style="list-style-type: none"> <li>• Accepts and processes solid waste</li> <li>• Operates and maintains all facilities and equipment</li> <li>• Manages compost and soil products</li> <li>• Manages residuals disposal</li> <li>• Complies with MassDEP permits</li> </ul>
Roles as owner	<ul style="list-style-type: none"> <li>• Liable for ACO and Site compliance</li> <li>• Monitors Landfill groundwater and surface water impacts</li> </ul>	<ul style="list-style-type: none"> <li>• Manages repairs, replacements, upgrades and technology changes</li> </ul>



## Key differences for Composter purchase vs. site lease

	Town buys the Composter	Town leases the Composter site
Procurement	<b>Simple:</b> procure contract operator	<b>Complicated:</b> not competitive unless bidders other than Waste Options can buy the Composter
Capital equipment and technology decisions	<b>Town</b> controls, plans, finances and implements	<b>Waste Options</b> controls, plans, finances and implements
Termination and end-of-term options	<b>Town decides fate</b> of Composter. Town can use as is or re-use for other purposes	<b>Waste Options decides fate</b> of Composter. Waste Options can (a) sell to the Town; or (b) remove or abandon the building/equipment



## What would the Town need to do in each case?

	Town buys the Composter	Town leases the Composter site
2022/2023	Develop <b>business terms of operating contract</b>	Develop <b>business terms of waste supply and site lease agreements</b>
2023/2024	Assess <b>Composter value and condition</b> . Confirm <b>price and scope of option purchase</b> Develop and issue <b>RFP</b> for contract operator. Award and negotiate <b>agreements</b> .	Negotiate <b>terms of third-party buy-out and asset transfer</b> if third-party is selected. Develop and issue <b>RFP</b> to select lessee. Award and negotiate <b>agreements</b> .
2024/2025	Get Town Meeting approval. Prepare for transition, including <b>plan to finance and implement capital projects</b> .	Get contract approvals at Town Meeting. Prepare for transition.
2025	Secure <b>financing</b> for purchase. Close purchase and manage transition.	Transition to new arrangements If not Waste Options, close purchase and oversee transfer of assets.





## Existing business model for the Transfer Station: ownership and roles

	Town	Waste Options
Ownership	Owns the Site	Owns the Transfer Station
Roles in operations	<ul style="list-style-type: none"> <li>• Delivers public C&amp;D waste, NRNCs and bulky waste</li> <li>• Allows C&amp;D waste delivery</li> <li>• Has Waste Options manage hard-to-manage wastes (CRTs, freon coils, tires, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>• Solicits, accepts and transfers C&amp;D waste, NRNCs and bulky waste</li> <li>• Operates and maintains Transfer Station and process/mobile equipment</li> <li>• Arranges transport to Mainland facilities</li> <li>• Manages hard-to-manage wastes</li> <li>• Complies with MassDEP permits</li> </ul>
Ownership roles	<ul style="list-style-type: none"> <li>• Liable for Site compliance</li> </ul>	<ul style="list-style-type: none"> <li>• Manages equipment and building repairs, replacements and upgrades</li> </ul>



## Key differences for Transfer Station purchase vs. site lease

	Town buys the Transfer Station	Town leases the Composter site
Procurement	<b>Complicated:</b> negotiate purchase, then procure contract operator	<b>Complicated:</b> not competitive unless bidders other than Waste Options can buy the Composter
Capital equipment and technology decisions	<b>Town</b> controls, plans, finances and implements	<b>Waste Options</b> controls, plans, finances and implements
Termination and end-of-term options	<b>Town decides fate</b> of Composter. Town can use as is or re-use for other purposes	<b>Waste Options decides fate</b> of Composter. Waste Options can (a) sell to the Town; or (b) remove or abandon the building/equipment



## What would the Town need to do in each case?

	Town buys the Transfer Station	Town leases the Transfer Station site
2022/2023	Develop <b>business terms of operating contract</b> . Identify potential contract operators.	Develop <b>business terms of waste supply and site lease agreements</b> . Identify <b>potential bidders</b> .
2023/2024	Assess <b>Transfer Station value and condition</b> . Negotiate <b>scope and price of purchase</b> . Develop and issue <b>RFP</b> for contract operator. Award and negotiate <b>agreements</b> .	Negotiate terms of third-party buy-out and asset transfer if third-party is selected. <b>Develop and issue RFP</b> to select lessee. Make award. Negotiate agreements.
2024/2025	Get <b>Town Meeting approval</b> . Prepare for transition, including <b>plan to control haul and disposition decisions</b> .	Get contract approvals at Town Meeting. Prepare for transition.
2025	Secure financing for purchase. Purchase Composter and transition to new arrangements on December 1, 2025.	Transition to new arrangements on December 1, 2025. If not Waste Options, close on buy-out and asset transfer.



## Pros and cons of ownership

### Pros

- Control operations, capital projects, technology upgrades and post-contract use
- Avoid paying for contract operator returns
- Composter building fair market value is much greater than \$1.0 million

### Cons

- Pay the purchase price: \$1 million option for Composter, Transfer Station to be negotiated
- Owner responsible for operations oversight, capital upgrades and major maintenance
- Public capital project approvals and procurement procedures