

WINNEBAGO COUNTY PROGRAM EVALUATION QUESTIONNAIRE
Developed - April 2007

SCHEDULED REVIEW DATE: August 6, 2007

DEPARTMENT: Solid Waste

DEPARTMENT MISSION STATEMENT: Provide a competitive, cost-effective Solid Waste Management system for processing over 219,000 tons of solid waste and over 10,000 tons of recyclables from Winnebago County customers annually. The Solid Waste Management Board owns and operates the Sunnyview Landfill (active), Snell Road Landfill (closed), Recycling and Solid Waste Transfer Facility, Household Hazardous Material (HHM) Facility and Landfill Gas Collection/Utilization Facilities.

PROGRAM: Solid Waste Disposal

1. **Describe the program, its purpose and goals.** To provide a competitive, cost-effective solid waste disposal operations for Winnebago County customers/municipalities. Currently part of the 25-year Tri-County Regional Program/Agreement with Brown and Outagamie Counties (2003 through 2027). Since the Sunnyview Landfill is currently operational, we are mandated by NR 445 (air) and NR 500 (solid waste), Wisc. Admin. Code for operations/monitoring. Currently in the third year of providing "host landfill" disposal for the Tri-County Regional Program. During 2006, the Sunnyview Landfill disposed of over 583,000 tons of solid waste.
2. **Who is the program intended to serve? How many are served?** The program is intended to service all municipalities within Winnebago County. Also currently provides solid waste disposal for Columbia County in addition to the Tri-County Regional Program.
3. **Are the program benefits long-lasting and essential to the service populations?** Yes, currently benefits Winnebago County customers by keeping solid waste disposal fees low as part of the Tri-County Regional Program.
4. **Is this program directly or indirectly related to or does it support any other program in this department or another department? If so, how?** Solid waste disposal operation supports the other department programs through revenues derived from customer user fees. It is also directly related to Landfill Gas Collection/Utilization program through state solid waste and air program mandates.
5. **How does this program make the department or county government more effective or efficient, including any intergovernmental relationship?** Through an innovative intergovernmental relationship (Tri-County Regional Program) implemented for solid waste disposal in 2003, Winnebago County has been able to remain competitive in the solid waste industry while maintaining low disposal fees for Winnebago County customers.
6. **How do you determine/measure if this program has been effectively provided and implemented?** Bottom line is for revenues to offset expenses so solid waste disposal fees remain low for Winnebago County customers.
7. **Could the county cost-effectively subcontract this program?** At this point in time, no. History has shown that when public solid waste facilities are no longer in the business, the private solid

waste companies increase disposal fees over time, which costs more for all County customers (users) in the long run. The City of Fond du Lac exited the solid waste disposal business several years ago and their disposal costs doubled almost immediately.

8. **State the numerical ranking of this program compared to all programs in your department and briefly explain.** #1 - main revenue source for the department.
9. **Are there current alternatives to this program available in the community? Can this program be provided through alternative arrangements with other providers (i.e. private entities, other County departments, other governmental units)?** Currently, no other communities within Winnebago County offer this service. Private solid waste facilities are located in adjacent counties, but this option would end up costing Winnebago County users more in the long run. Competition keeps disposal fees low.
10. **If this program were eliminated, what would be the ramifications for the County (i.e., added risk, liability or legal issues)?** Liability/legal issues related to breaking the 25-year Tri-County Regional Program/Agreement. Since the SWMB currently owns and operates two landfill facilities, Winnebago County would still be responsible for the closure and long-term care costs of both facilities in perpetuity.
11. **What is the program impact and effectiveness related to the program cost? (Provide data if available.)** Target is for the program to develop enough revenues to offset other program expenses allowing the overall department to “break even”, and keep solid waste disposal fees low. Current program operated at a surplus of \$430,036 for 2006.
12. **Is this program currently duplicated by another county department or provider in the community?** No.
13. **What are your ideas for finding efficiencies in your Department (i.e. reducing duplication of services, better use of technology, reducing waste of resources, opportunities for partnering, opportunities for combining programs, personnel, functions etc, time-saving ideas, identifying ‘sacred cows’ etc.)? (Note – this question will not be scored).** The Solid Waste Department as a whole is always looking for opportunities to improve efficiency. The first opportunity presented itself with the implementation of the Tri-County Regional Program for solid waste disposal in 2003. We are continuously evaluating the current department staffing and future needs as personnel attrition takes place – internal consolidation is a natural progression. Also, continued discussions with other Tri-County Regional Program partners during facility transition timeframes to determine if further regional personnel consolidation is possible to increase competitiveness.

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PROGRAM: Landfill Gas Collection/Utilization

14. **Describe the program, its purpose and goals.** To collect and beneficially utilize landfill gas from the Sunnyview Landfill (active) and Snell Road Landfill (closed) facilities, in compliance with the state mandated solid waste (NR 500) and air (NR 445) program requirements. Program is an extension of the solid waste disposal program – one cannot exist without the other. Goal is to generate revenues through innovative utilization projects to offset program expenses.
15. **Who is the program intended to serve? How many are served?** Program is a state-mandated requirement that based on SWMB utilization decisions, is indirectly serving Winnebago County utility customers with electric “green” power. Also currently benefits the Winnebago County Highway Department and Sheriff’s Office/Law Enforcement Center by providing a low cost heating options.
16. **Are the program benefits long-lasting and essential to the service populations?** Program will be operational for as long as a significant quantity of landfill gas is being produced; however, the benefits are likely non-essential to Winnebago County.
17. **Is this program directly or indirectly related to or does it support any other program in this department or another department? If so, how?** Directly related to solid waste disposal program – one cannot exist without the other. Revenues generated from electric power/landfill gas sales are used to offset other program expenses (if available).
18. **How does this program make the department or county government more effective or efficient, including any intergovernmental relationship?** Revenues generated from electric power sales are used to offset program expenses. Surplus revenues (if any) can be used to offset other department program expenses and allow solid waste disposal fees to remain low. Interdepartmental relationships for landfill gas utilization allow Winnebago County to reduce utility (natural gas) costs through direct use of landfill gas and engine/generator waste heat.
19. **How do you determine/measure if this program has been effectively provided and implemented?** As long as the current program projections exceed the avoided costs of collecting and flaring the landfill gas, it is an effective program for the department.

20. **Could the county cost-effectively subcontract this program?** Not really without affecting the bottom line – subcontracting the work to a private entity wouldn't provide the same economic benefits that exist with the current program.
21. **State the numerical ranking of this program compared to all programs in your department and briefly explain.** #2 – state mandated program that is an extension of the solid waste disposal program. One cannot exist without the other.
22. **Are there current alternatives to this program available in the community? Can this program be provided through alternative arrangements with other providers (i.e. private entities, other County departments, other governmental units)?** Program service could be subcontracted to a private entity/developer, but not without a negative impact to the overall department bottom line.
23. **If this program were eliminated, what would be the ramifications for the County (i.e., added risk, liability or legal issues)?** It wouldn't make economic sense – state mandated program would end up costing Winnebago County more money and have an overall negative effect on solid waste disposal fees.
24. **What is the program impact and effectiveness related to the program cost? (Provide data if available.)** As long as the current program exceeds the avoided costs of collecting and flaring the landfill gas, it is an effective program for the department. Currently operating at a \$416,142 deficit for 2006.
25. **Is this program currently duplicated by another county department or provider in the community?** No.
26. **What are your ideas for finding efficiencies in your Department (i.e. reducing duplication of services, better use of technology, reducing waste of resources, opportunities for partnering, opportunities for combining programs, personnel, functions etc, time-saving ideas, identifying 'sacred cows' etc.)? (Note – this question will not be scored).** The Solid Waste Department as a whole is always looking for opportunities to improve efficiency. We are constantly evaluating the current technologies available and implementing when economically feasible.

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PROGRAM: Recycling Transfer Facility

27. **Describe the program, its purpose and goals.** Provide competitive, cost-efficient recycling services/operations for customers/municipalities in Winnebago County. Currently part of the 25-year Tri-County Regional Program/Agreement with Brown and Outagamie Counties (2003 through 2027) for paper and commingled container recycling. Winnebago County operates a drop-off collection recycling transfer facility, where paper is shipped to Outagamie County for processing and commingled containers are shipped to Brown County for processing. Also provides drop-off collection opportunities for off-site processing of household and agricultural hazardous materials, unused/unwanted pharmaceuticals and computer/electronics for Winnebago County residents.
28. **Who is the program intended to serve? How many are served?** The program currently serves 15 of the 21 municipalities in Winnebago County for paper and commingled container recycling. Also serves all participating Winnebago County residents for household and agricultural hazardous material, unused/unwanted pharmaceuticals and computer/electronics recycling opportunities.
29. **Are the program benefits long-lasting and essential to the service populations?** Yes.
30. **Is this program directly or indirectly related to or does it support any other program in this department or another department? If so, how?** Program surplus revenues (if any) are used to support other department programs.
31. **How does this program make the department or county government more effective or efficient, including any intergovernmental relationship?** Through an innovative intergovernmental relationship (25-year Tri-County Regional Program) implemented for recycling in 2002, Winnebago County eliminated its processing facility and converted the building into a transfer facility for paper and commingled containers resulting in an overall reduction in labor costs. Single stream recycling evaluation continues whereby additional efficiencies could be realized by the Tri-County Regional Program, to further reduce recyclable material processing fees.
32. **How do you determine/measure if this program has been effectively provided and implemented?** Bottom line – keeping recyclable material processing fees low. In addition, all 15 communities currently meet or exceed the WDNR's NR 544 minimum standards for effective recycling programs.

33. **Could the county cost-effectively subcontract this program?** Possibly, but the lack of competition could drive recyclable material processing fees higher in the long run.
34. **State the numerical ranking of this program compared to all programs in your department and briefly explain.** #3 – recycling by municipalities that are designated as a “responsible unit of government” (RUG) is a state mandate. Since Winnebago County is not designated as a RUG, there is no state mandate for Winnebago County to provide this service to its customers. However, when Winnebago County entered into the 25-year Tri-County Regional Program, all participating municipalities provided a tonnage commitment to Winnebago County, and in turn, Winnebago County agreed to provide adequate processing capacity for all such recyclables.
35. **Are there current alternatives to this program available in the community? Can this program be provided through alternative arrangements with other providers (i.e. private entities, other County departments, other governmental units)?** Only real option would be with a private recycling company – however, recyclable material processing fees would likely increase over the long term.
36. **If this program were eliminated, what would be the ramifications for the County (i.e., added risk, liability or legal issues)?** The initial ramification would be financial, but the long-term effect might involve additional pressures on the solid waste disposal system. Once private solid waste/recycling company gains control of the recyclable materials with a community, the solid waste stream is the next thing they go after. Then the financial impacts would be huge to all Winnebago County customers (increased fees).
37. **What is the program impact and effectiveness related to the program cost? (Provide data if available.)** Currently operating at a surplus of \$6,828. Impact/effectiveness isn't shown in financial terms – assistance to 15 of 21 communities with recycling programs is invaluable service.
38. **Is this program currently duplicated by another county department or provider in the community?** No, but the private companies are always looking for an acquisition possibility. However, the private companies typically only provide curbside collection and processing, and do not offer household/agricultural hazardous material, unused/unwanted pharmaceuticals and computer/electronics recycling programs.
39. **What are your ideas for finding efficiencies in your Department (i.e. reducing duplication of services, better use of technology, reducing waste of resources, opportunities for partnering, opportunities for combining programs, personnel, functions etc, time-saving ideas, identifying ‘sacred cows’ etc.)? (Note – this question will not be scored).** The Solid Waste Department as a whole is always looking for opportunities to improve efficiencies. The first opportunity presented itself with the implementation of the Tri-County Regional Program for recycling in 2002. The Tri-County Regional Program is currently evaluating the possibility of a single stream recycling processing facility in order to secure material and remain competitive in the industry.

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PROGRAM: Marketing/Container Rental and Lease Program

40. **Describe the program, its purpose and goals.** Marketing program was created to maintain/increase solid waste and recycling tonnages as part of the Tri-County Regional Program. Material tonnages are the key to the overall success of the Tri-County Regional Program. Container rental and lease program was created as an extension of Marketing, by providing Winnebago County customers another option for solid waste and recycling collection/disposal.
41. **Who is the program intended to serve? How many are served?** The program was originally intended to serve Winnebago County customers. Also providing container rental/lease services to Fond du Lac County, Outagamie County and Waupaca County customers.
42. **Are the program benefits long-lasting and essential to the service populations?** Yes, as long as tonnages remain strong. Marketing is essential to the overall performance of the department.
43. **Is this program directly or indirectly related to or does it support any other program in this department or another department? If so, how?** It directly supports the solid waste and recycling programs by having an impact on tonnages. It also supports all other Winnebago County departments with their solid waste and recycling needs.
44. **How does this program make the department or county government more effective or efficient, including any intergovernmental relationship?** It allows the department to remain competitive within the industry by keeping solid waste and recycling tonnages strong and disposal/processing fees low. Also was developed to maintain interdepartment materials within the system through interfunding arrangements, further improving efficiencies.
45. **How do you determine/measure if this program has been effectively provided and implemented?** Bottom line is maintaining or increasing solid waste and recycling tonnages, and tracking growth of the container rental and lease program.
46. **Could the county cost-effectively subcontract this program?** Yes and no – it could be subcontracted but not without a likely negative impact to the overall department. The key is maintaining tonnages in order to remain competitive within the industry and keep disposal/processing fees low.

47. **State the numerical ranking of this program compared to all programs in your department and briefly explain.** #4 – it is ranked the lowest but still is vitally important to the overall success of the department and Tri-County Regional Program.
48. **Are there current alternatives to this program available in the community? Can this program be provided through alternative arrangements with other providers (i.e. private entities, other County departments, other governmental units)?** Yes – could subcontract with a Marketing Consultant, and hire a private solid waste/recycling collection firm to offer the container service to our customers on behalf of the SWMB. But this option would likely come at a significant cost to the department.
49. **If this program were eliminated, what would be the ramifications for the County (i.e., added risk, liability or legal issues)?** Risk that our current customers would potentially contract with private options for solid waste and recycling, and ultimately impact the department bottom line.
50. **What is the program impact and effectiveness related to the program cost? (Provide data if available.)** Difficult to gauge because increases (or decreases) in tonnage may be due to other market conditions and not be directly associated with the efforts of this program. Currently operating at a \$122,465 deficit for 2006.
51. **Is this program currently duplicated by another county department or provider in the community?** Marketing solid waste and recycling – not likely, other than individuals from the competing private solid waste/recycling companies. Container rentals are offered by many large and small solid waste/recycling haulers in the area.
52. **What are your ideas for finding efficiencies in your Department (i.e. reducing duplication of services, better use of technology, reducing waste of resources, opportunities for partnering, opportunities for combining programs, personnel, functions etc, time-saving ideas, identifying ‘sacred cows’ etc.)? (Note – this question will not be scored).** The Solid Waste Department as a whole is always looking for opportunities to improve efficiencies. We are currently installing a new software management system for the container rental and lease program to simplify data inputs and minimize staff time for setting up new customers.