

Loudon County Solid Waste Disposal Commission Meeting Minutes

Date: November 20, 2025

Meeting Type: Regular Commission Meeting

Location: Courthouse Annex Building, Loudon, Tennessee

Time: 6:00 pm EST

Chairman: Mr. Adam Waller

Attendees:

- **Commission Members Present:** Ms. Monty Ross, Mr. Gary Hendrix, Chairman Mr. Adam Waller, Mr. Andy Lawson, Dr. Steve Bartell
- **Legal Representation:** Ms. Elizabeth Murphy
- **Republic Services:** Mr. David Hollinshead, Mr. Stoddard Pickerell
- **Consulting Engineer:** Mr. Chris Cline
- **Special Presenters:** Mr. Todd Smith, Waste Away Technologies
- **Public:** Mr. Brian Viars, Mr. Richard Anklin

PUBLIC COMMENTS

Brian Viars reported ongoing litter and mud problems on roads adjacent to the landfill, providing photographic evidence of trucks with uncovered loads losing trash and blowing debris at approximately quarter-mile mark from entrance. He documented flatbed trailers losing large pieces of trash and standard refuse trucks blowing plastic and packing materials. Mr. Viars confirmed debris remained on roadway for hours and noted recent rainfall has created extremely bad mud conditions. The commission discussed enforcement mechanisms including existing \$3,000 littering fines, requirements for covered loads, and sheriff's department ticketing authority. Mr. Hendrix suggested temporary flyer distribution program at entrance to remind drivers of covering requirements. David Hollinshead committed to speaking with Teresa about enforcement, and Chairman Waller agreed to contact the sheriff's department again. The commission acknowledged residential haulers with pickup trucks and small trailers represent significant traffic volume alongside commercial trucks, with Mr. Hendrix noting some improvement in areas where cleanup volunteer Lisa Vinton has been active.

ADMINISTRATIVE ACTIONS

The commission approved October 2025 meeting minutes as presented (motion by Dr. Bartell, second by Mr. Hendrix, unanimous approval). Chairman Waller reported receiving draft FY 2023-24 and FY 2024-25 audits on Thursday requiring additional review before December presentation for approval, noting the commission will also need to select a new auditor from the state-approved list for FY 2025-26. David Hollinshead clarified the fee discrepancy from previous month, explaining fees were paid correctly as documented in worksheets with checks matching calculations, but cover letters contained incorrect information; November payment included corrected letter and Hollinshead committed to providing updated letters for September and October to finance department. The commission approved 2026 meeting schedule as presented in packet (motion by Ms. Ross, second by Mr. Lawson, unanimous approval).

TENNESSEE NATIONAL EASEMENT AMENDMENT

Ms. Murphy explained the commission previously approved a 50-foot permanent landscape buffer easement for Tennessee National but subsequent legal review identified missing ingress and egress provisions creating potential operational conflicts. Without defined access rights, Tennessee National would face conflicts regarding equipment access, truck traffic, material stacking, tree removal, and planting activities behind the buffer. The amended paperwork adds a 50-foot ingress and egress easement adjacent to the landscape buffer, with final documentation following board approval and a December 2nd meeting scheduled between Ms. Murphy and Tennessee National's attorney to finalize details. The commission approved the additional 50-foot ingress and egress easement (motion by Ms. Ross, second by Dr. Bartell, unanimous approval).

WASTE AWAY TECHNOLOGIES PRESENTATION

Chairman Waller introduced Todd Smith from Waste Away Technologies, who provided a five-minute overview of the company's waste-to-fuel technology with an option to return in January for a more detailed presentation. Founded 23 years ago in Marison, Tennessee, Waste Away is a green technology innovator that diverts 85% of municipal solid waste from landfills by converting it into clean, renewable biofuels that generate revenue for municipalities. The company's proprietary "cellulator" hydrolizer processes household waste at 365° temperature and 120-140 PSI pressure for 30 minutes, producing "cellulate"—a fluffy, mulch-like material rated by the EPA as clean biofuel for steel mills, cement kilns, paper mills, and power plants. Their anaerobic digestion process converts this solid fuel into renewable natural gas in 20-30 days compared to 10-20 years for traditional landfill gas collection. Waste Away currently operates in Nashville/Brentwood and is negotiating a 400 ton-per-day plant in Murfreesboro, with additional projects in California, Canada, Hawaii, and New Zealand. Ms. Ross asked about glass handling; Smith explained glass is used in building materials, asphalt, and road construction, noting Blount County replaced traditional aggregate with glass chips. Dr. Bartell inquired about energy return on investment analysis, which Smith confirmed has been completed with detailed data available for future discussions.

VULTURE CONTROL PROGRAM

Chairman Waller reported minimal vulture activity currently per USDA contractor feedback, with no significant charges being incurred and limited capturing required, though the contractor anticipates increased activity during spring season with regular monitoring continuing.

ENVIRONMENTAL MONITORING

Stoddard Pickerell reported second semi-annual groundwater sampling scheduled for first week of December, largely replicating previous year's protocol with addition of southwest and southeast springs on Purdy property using simplified notation. TDEC identified impacts requiring quarterly monitoring for 1,2-dichlorobenzene and naturally occurring contaminants (arsenic, zinc, cobalt) at southwest spring (Purdy springs), with one sampling event conducted collecting two samples though limited data currently available for origin determination. Dr. Bartell raised strategic questions about monitoring well placement relative to groundwater flow direction shown in Figure 1, noting wells MW-11A and MW-2 appear misaligned with indicated flow, substantial distance between MW-2 and MW-3, and questioning whether current network provides rigorous characterization of potential off-site contaminant movement, acknowledging budgetary constraints but noting design wouldn't meet research program standards. Stoddard explained

groundwater flow follows topographic gradient with potential aquifer pressure variations, current configuration meets TDEC point-of-compliance requirements (upgradient/downgradient), and vendor changes implemented with CEC no longer conducting reporting or sampling to obtain fresh expert perspectives. Dr. Bartell questioned temporal variability adequacy of quarterly/semi-annual sampling for trace metals influenced by suspended particulate, pH, and conductivity, noting dramatic concentration changes between turbidity levels. Stoddard acknowledged well health importance, noting many wells purge dry during sampling and new vendor requirements include well redevelopment, damaged casing/pad replacement, and sediment clearing to obtain representative screen interval data. Ms. Murphy requested additional information for commission review including well depths, current groundwater levels, and sampling depth specifications, which Stoddard confirmed Republic can provide. Ms. Ross asked about sampling schedule flexibility; Stoddard explained rainstorms shouldn't directly influence groundwater sampling, proposed shifting from traditional June/December schedule (which creates holiday and vacation laboratory logistics problems) to April-May and October-November rotation, noting current schedule appears traditional rather than regulatory requirement. Ms. Murphy noted southwest spring's quarterly monitoring represents progression toward potential non-compliance—"not a great thing, but not nothing"—recommending commissioners review November 4th TDEC summary, prepare December questions, and request additional information from Republic, suggesting Chris Cline would face challenges and additional costs analyzing extensive hydrological information that Republic can likely provide more efficiently. New vendors include Weaver Consultants (Nashville) conducting sampling and Egan Associates (Canton, Ohio) producing reports and assessment monitoring analysis.

INFRASTRUCTURE PROJECTS

Stoddard reported test pit excavation on Module C and D closure anchor trench to verify designs match permitted specifications, with elevation discrepancies discovered showing actual elevations higher than design documents (potential survey variance or benchmark issues), positively implying waste relocation at toe of slope may be less extensive than anticipated, with Chris Cline kept informed though minimal progress since last discussion as methodical excavation continues toward installing toe drain system and completing winterization. Both new cell modules are holding leachate successfully and can pump themselves dry with rainstorms adding some influence requiring supplemental on-site pump, awaiting final TDEC screen with Chairman Waller noting TDEC is reviewing Republic's approximately 600-page report with completion expected soon enabling new cell opening. The leachate storage tank is holding properly, controlled, and fully recertified with all systems operational. Borrow pit testing completed last week showed very few refusals (limited to northwestern hill portion), testing focused south of ephemeral stream showed no impacts with some soil moisture but no obvious water signs, indicating really viable soils across property outside northwest corner refusal area providing excellent soil availability for closure and operational needs. The commission authorized Republic Services to file rezoning application for two parcels adjacent to landfill from A1/A2 Agricultural to Community Facility District for private soil borrow area exclusively for landfill, which must proceed through County Planning Commission review and County Commission approval (motion by Mr. Lawson, second by Dr. Bartell, unanimous approval).

STORMWATER MANAGEMENT

Pond One remains typically dry with no issues; Pond Two remains plugged with material backed out from east ditch, with late October sampling during rainstorm producing turbid samples showing compliant pH, ammonia, and nitrogen but spiked TSS due to rain event timing and slightly elevated COD indicating

ongoing reactions, with new sample collected this week before rains for more representative baseline, TDEC receiving all results with commission copied, and closure project including comprehensive remediation through four-bay construction, complete mucking/cleaning, and new riser structure installation while monitoring and interim remediation continue.

JURISDICTIONAL WATERS DISCUSSION

Chairman Waller requested Chris Cline, Stoddard Pickerell, and Dr. Bartell conduct on-site property walk to examine jurisdictional water features before December decision-making. Chris Cline provided comprehensive chronological summary: January 2022 CEC report determined pond area as perennial stream (year-round flow supported by groundwater) based on water presence seven days post-rain with aquatic life evidence, though report noted stormwater pond upstream; Barge report classified stream crossing Tennessee National property as intermittent (seasonal wet weather/dry season flow); HH&T report determined borrow area stream mostly ephemeral (rain-dependent with potential groundwater influence), with professional distinction between ephemeral and wet weather conveyance remaining unclear. Critical finding shows all three sections are disjointed with gaps containing no water features. Cline explained two-part analysis required: stream type (TDEC jurisdiction) and jurisdictional status (Army Corps jurisdiction), noting 2024 Army Corps rule change means disconnected sections cannot be classified as jurisdictional with upstream disconnected portions no longer considered jurisdictional, raising questions about how disjointed creek sections exist downstream of perennial stream yet aren't classified perennial. Cline noted 2022-2025 timeframe shows significant on-site and surrounding area changes warranting TDEC re-evaluation of entire stream system, with CEC's 2022 report noting stormwater pond upstream of perennial classification (small 152-foot section that shifted somewhat as pond moved east), emphasizing need to definitively determine if perennial classification still applies since maintaining that status would require TDEC jurisdictional oversight, potential ARAP permit, and stream mitigation/relocation dependent on future landfill expansion landscape. Stoddard explained borrow area submittal addressed ephemeral stream with hydraulic termination data showing no groundwater intrusion substantiated by test pits, potentially disconnecting essentially all previously deemed jurisdictional streams from subject site, with plans to replicate study on subject site for confirmation of disconnected features and assurance stormwater ponds are surface water capture (not spring-fed), noting TDEC allows wet weather conveyance proof through mid-February to mid-April site visits. Ms. Murphy provided critical legal clarification distinguishing state and federal frameworks, explaining streams traveling underground may be treated as streams by state without jurisdictional/navigable waters determination, with that language moving discussion to Clean Water Act coverage representing huge debate area, but state's primary concern is stream removal/burial permitting with mitigation credit rather than jurisdictional status, emphasizing "no net loss" rule requiring compensation for removed stream footage, noting state doesn't use perennial/ephemeral distinctions (federal framework) but rather wet weather conveyance versus stream requiring permit, with state issuing permits under federal program delegation following their own rules, cautioning commission against covering features without proper permits while developers historically tried changing laws to avoid stream permits. All parties agreed three-person site visit will inform proper permitting approach with findings reported December 18th.

TDEC INSPECTION - NOVEMBER 19, 2025

Yesterday's 1:00 PM inspection identified one AOC with two components: massive 40-foot scale removed from new interior slope above modules one/two (buried approximately two decades) created void space

with French drain installation in progress and leachate visible from void area flowing into new lined cell (no human health concern, visibility issue only until waste placed), with contractor authorized for disposal reportedly scrapping metal; and east ditch remaining plugged continuing as AOC until properly fixed and operating per permit with December resolution targeted. November inspection report included in packets with December packet also included for online posting.

ROAD PAVING PROJECT

David Hollinshead and Stoddard provided comprehensive update: catch basins delivered today weighing approximately 50,000 pounds combined with grates, robust infrastructure designed for heavy commercial traffic with three installations planned for maximum sediment capture; 1,000 linear feet paving from scales to 100 feet past wheel wash (approximately 20% mile, similar to street sweeping area). Revised start date Friday December 6th (delayed from post-Thanksgiving to allow clearing anticipated holiday MSW volume increase) with up to 10-day duration including weather contingency, completion target December 15th, full operation December 16th. Weekend intensive work includes road excavation, catch basin/grate installation, paver preparation, with lane-by-lane construction (outbound first requiring catch basins, inbound second), one lane operational throughout, professional flaggers managing traffic with staging area on hill preventing Highway 72 backups, controlled departure flow maintaining operations. Heavy-duty cattle guard-style grates engineered to support all truck types, capture sediment before public roads, and facilitate maintenance access. Chairman Waller noted project addresses Brian Viars' longstanding permanent solution request; Viars expressed hope while maintaining skepticism about dumping in mud. Upon TDEC certification (anticipating rapid turnaround), waste placement begins immediately in new cells with Teresa's fluffing materials identified and staged; new backside road constructed wrapping northern portion; entire backside mulch pile ground with Teresa using mulch on top deck keeping underlying dirt in place and reducing tracking (incremental improvement in phased approach); tipping pad north of pond constructed with complete rock, crush-and-run, matting, covering preventing dirt interaction during tipping with no mud running anticipated once trucks reach paved road; some backside hill dirt interaction from strong solid ground not contributing to tracking; loose cover material on top deck identified as primary source. Stoddard acknowledged phased approach: "Obviously it's a problem that won't be solved by one or two steps. It requires a process with adjustments over time happening in phases, with the goal of limiting it as much as possible. This is what we feel is the best approach for what we can do this year."

COMMUNITY SERVICE INITIATIVE

David Hollinshead announced Republic Services' Thanksgiving turkey distribution program attributable to new area president's (January 2025 position change) more philanthropic orientation: Monday November 25th at 11:00 AM partnering with Mayor Harris in City of Loudon distributing 75-100 turkeys, then 1:00 PM at Lenoir City Housing Authority partnering with Mayor Aikens distributing 100 turkeys, aiming to enhance community presence and provide charitable support for families needing Thanksgiving assistance. Chairman Waller commended Republic Services for excellent community service contribution.

FINANCIAL MATTERS

The commission approved payment of \$18,800 to Ms. Murphy for June through September 2025 legal services with invoice breakdown showing litigation and non-litigation categories distributed to commission for records (motion by Mr. Lawson, second by Dr. Bartell, unanimous approval). Chairman Waller noted all

engineering report items (tonnage, financials, summaries) were discussed throughout meeting during relevant agenda sections with no additional questions raised.

November 2025 Action Items

Item	Responsible Party	Target Date	Status
Enforce load covering requirements	Hollinshead/Teresa	November 21	Immediate
Contact sheriff re: litter enforcement	Chairman Waller	Before December	Pending
Provide corrected fee letters (Sept/Oct)	Hollinshead	December	Pending
Present 2023-24 and 2024-25 audits	Chairman Waller	December 18	Scheduled
Select FY 2025-26 auditor	Commission	December 18	Pending
Finalize TN National easement	Murphy/TN National	December 2	Scheduled
Waste Away detailed presentation	Todd Smith	January 2026	Optional
Second semi-annual groundwater sampling	Weaver Consultants	First week Dec	Scheduled
Provide well depth/groundwater data	Republic Services	December	Committed
Jurisdictional waters site visit	Cline/Pickerell/Bartell	Before Dec 18	Scheduled
File borrow pit rezoning application	Republic Services	ASAP	Authorized
Begin road paving project	Republic Services	December 6	Confirmed
Complete road paving	Republic Services	December 15	Target
Turkey distribution events	Republic Services	November 25	Scheduled
Obtain TDEC new cell certification	Republic Services	Ongoing	Under Review
Resolve east ditch AOC	Republic Services	December	Target
Resolve scale removal AOC	Republic Services	December	Target
Module C&D anchor trench verification	Republic Services	Ongoing	In Progress
Pond Two four-bay construction	Republic Services	During closure	Planned

Next Meeting
Date: December 18, 2025

Time: 6:00 p.m.

Location: Loudon County Annex Building

Anticipated Discussion Items:

- **Road paving completion report and effectiveness evaluation**
- **Jurisdictional waters site visit findings and permitting recommendations**
- **Second semi-annual groundwater monitoring results**
- **Well depth and groundwater level data presentation**
- **East ditch and scale removal AOC resolution status**
- **New cell TDEC certification update**
- **Borrow pit rezoning application status**
- **Module C&D closure progress**
- **Pond Two remediation status**
- **FY 2023-24 and FY 2024-25 audit approvals**
- **FY 2025-26 auditor selection**
- **Waste Away detailed presentation (if requested)**
- **Litter and mud enforcement effectiveness**

Meeting adjourned at approximately 8:30 p.m. by motion from Mr. Hendrix, seconded by Mr. Lawson. Motion approved unanimously.

***Minutes respectfully submitted by Monty Ross, LCSWDC Interim Secretary
Chairman: Adam Waller, Loudon County Solid Waste Disposal Committee***

Note: Full video of LCSWDC meeting available at: Loudon County Solid Waste Disposal Commission Meeting, November 20, 2025 (youtube.com)