



**SOLID WASTE ADVISORY COMMITTEE (SWAC) MEETING**  
ISLAND COUNTY PUBLIC WORKS DEPARTMENT, SOLID WASTE DIVISION

**Monday, July 17, 2023 from 10:00 a.m. to 11:30 a.m.**

**Via Microsoft Teams**

**Join on your computer, mobile app or room device**

[Click here to join the meeting](#)

Meeting ID: 228 228 543 975

Passcode: S4p4UU

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[+1 323-433-2396,,942351210#](#) United States, Los Angeles

Phone Conference ID: 942 351 210#

**- A G E N D A -**

<b>Meeting Topics</b>			<b>Outcomes</b>
1.	Call to Order	10:00	Action
2.	Roll Call, Determination of Quorum, and Approval of Minutes	10:00 - 10:05	Action
3.	Public Comment Period	10:05 - 10:10	Information
4.	Operations Update	10:10 - 10:20	Discussion
5.	Coupeville Transfer Station Update	10:20 – 10:40	Action
6.	Camano Transfer Station Update	10:40 - 10:55	Discussion
7.	Transfer Station Funding Options	10:55 – 11:05	Information
8.	Solid Waste Legislative Update	11:05 - 11:10	Information
10.	Open Session, Announcements, Agenda Items	11:10 - 11:30	Discussion
11.	Adjournment	11:30	Action

**SOLID WASTE ADVISORY COMMITTEE**  
**Discussion Form**  
July 17, 2023

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***AGENDA ITEM 2: Roll Call, Determination of Quorum, Approval of Minutes***

**PRESENTER:** *Gynon Nash, Solid Waste Division Supervisor*

**BOARD ACTION:**  Action Item      Discussion      Information

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***COMMITTEE ROLE / ACTION REQUESTED***

Review and approve draft meeting minutes.

***ATTACHMENT(S)***

- April 17, 2023 draft SWAC meeting minutes

## ISLAND COUNTY SOLID WASTE ADVISORY (SWAC) COMMITTEE

### April 17, 2023

#### **Members Present:**

George Place, Joe Grogan, Randi Perry, Dar Christopherson, Sarah Bergquist, Liz Ketcheson, Scott Sebelsky, Andrew Riggs, Nick Harbert (Waste Management alternative), and Matt Dunyon (DTG Recycle alternative).

#### **Staff Present:**

Matt Farr, Jeff Hegedus, and Gynon Nash

#### **Others Present:**

Olivia Carros (Dept of Ecology) and Donald McDaniel (DTG Recycle)

#### **Call to Order:**

The regular meeting of the Island County SWAC was called to order on Monday, April 17, 2023 at 10:00 a.m. via Microsoft Teams meeting, by Sarah Bergquist, Chairperson.

#### **Roll Call, Determination of Quorum, and Approval of Minutes:**

Roll call determined the correct amount of a quorum. The minutes for the January 30, 2023 SWAC meeting were approved as written. The motion for approval was made by Scott Sebelsky and 2<sup>nd</sup> by Randi Perry. Motion approved - all in favor.

#### **Public Comment Period:**

None

#### **Operations Update:**

Jeff Hegedus updated the committee on operations:

- After a 4% increase in 2021, solid waste tonnage decreased by 2% in 2022. For 2023 year-to-date tonnage is down 5%
- Update on Bayview site expansion including new paving, fencing and lighting, site improvements are being implemented
- Similar expansion is in the planning stage for the North Whidbey site for next year
- Equipment replacement and repair is proceeding as planned
- Landfill monitoring and maintenance proceeding as required, no problems

#### **DTG Recycle Program Update:**

Don McDaniel updated the committee DTG Recycle's program.

- Today is the 440<sup>th</sup> calendar day of operations in Freeland
- Cleaned up Freeland site, including storm drains, to meet safety standards for employees and the public
- Mattress and Styrofoam recycling is being well received
- Accepting alkaline batteries for recycling at the Freeland location

Dar asked if alkaline batteries could be recycled through the County. Jeff explained the County does not currently recycle alkaline batteries due to the cost. The County had been accepting alkaline batteries under the MRW program and disposing them as solid waste, since alkaline batteries do not contain heavy metals and are not considered MRW. The change was made to honestly represent what happens to alkaline batteries accepted by the County. The discussion continued with Dar and Liz voicing concerns about mixed messaging regarding recycling on Whidbey Island such as some places taking Styrofoam and batteries and some not. Jeff noted that the difference is what the County accepts for recycling vs what private companies such as DTG accept. Don added that DTG has been putting out the message as well that they are independently owned. Future discussion between the County and DTG may result accepting alkaline batteries from the County for recycling.

#### **Contamination Reduction Outreach Plan (CROP) Implementation:**

CROP sub-committee members: Andrew Riggs, Dar Christopherson, Jeff Hegedus, Liz Ketcheson, Olivia Carros, and George Place. The sub-committee will support WSU with data/inventory of current services as WSU implements the Year 1 CROP schedule.

Olivia reported that other Counties are in various phased from starting out and beyond. Reach out to her for grant funding sources.

#### **Coupeville Transfer Station Study:**

Jeff Hegedus updated the committee:

- Study has been revised since last SWAC meeting
- County staff is looking at middle of the road solutions
- Driving factors include aging infrastructure, bringing the transfer station up to code, and two years of use life on main compactor
- Current recommendations is to build new transfer stations just north of current transfer station (recommendation 7.1 option 3), no frills such as it's not fully enclosed but has all regulatory features.
- Current estimate 7.1 million dollars down from 9.6 million in original study.

#### **Camano Transfer Station Study:**

Jeff Hegedus updated the committee.

The County will also do a study for the Camano site. This has many challenges it's currently a drop box location operating as a transfer station, in a small area on a sloped site.

#### **Waste Organics Management:**

Olivia Carros reported:

- A lot of Island County is exempt from the Waste Organics Management law, unless curbside collection is available to businesses.
- Island County and the City of Oak Harbor are required to adopt plans
- The focus looking to 2027 is on compost ordinance.
- The Dept of Ecology has resources to help with waste organics management and are looking at requirements to see where they apply or not.

The committee decided that County staff would manage requirements and report to SWAC, therefore an Organics sub-committee was not needed at this time.

**Open Session, Announcements, Agenda Items:**

Dar Christopherson asked Jeff Hegedus how Whatcom County managed reuse facilities and recycling for building materials. Jeff responded that in Whatcom non-profits answered the call along with Habit for Humanity, Goodwill, and Thrift stores. Jeff and Dar discussed some challenges for these types of operations such as the resources required and lack of profit.

**Adjournment:**

Sarah adjourned the meeting at 11:41 a.m. The next regular scheduled SWAC meet will be July 17, 2023, beginning at 10:00 a.m.

Approved this \_\_\_\_\_ day of \_\_\_\_\_, 2023

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Sarah Bergquist, SWAC Chair

**SOLID WASTE ADVISORY COMMITTEE**  
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**AGENDA ITEM 4: Operations Update**

**PRESENTER:** *Jeff Hegedus, Solid Waste Division Manager*

**BOARD ACTION:**  Action Item  Discussion  Information

**SIGNIFICANT POINTS OR EXECUTIVE SUMMARY**

	Customer Count May			Garbage Tonnage May		Garbage Tonnage Year to Date (Jan thru May)			Recycling Tonnage May		Recycling Tonnage Year to Date (Jan thru May)		
	2022	2023		2022	2023	2022	2023		2022	2023	2022	2023	
Public @ CV				1591.30	1724.00	7432.49	7175.33	↓3.4%					
ID & City of OH @CV				2629.23	2457.23	12057.63	11313.59	↓6.2%					
50%/No Charge				24.29	60.67	115.62	164.60	↑42.4%					
Coupeville	7437	8533	↑14.7%										
Bayview	1154	1174	↑1.7%	50.02	50.02	253.10	223.30	↓11.8%	140.15	150.46	575.61	150.46	
N Whidbey	258	325	↑26%	7.52	20.89	77.92	76.60	↓1.7%	56.5	48.11	280.30	225.59	↓19.5%
Camano	3637	4097	↑12.6%	1001.51	1049.69	4707.90	4499.56	↓4.8%	52.63	70.98	346.17	337.28	↓2.3%
System Wide	12486	14129	↑13.2%	5303.87	5362.50	24644.66	23452.98	↓4.9%					

After a 4% increase in 2021, solid waste tonnage decreased by 2% in 2022. For 2023, year-to-date tonnage is down 4%. Customer counts are up 13% over 2022.

Operations proceed as normal. Currently, the main Coupeville compactor is shut down for four days for repair to the hopper and installation of electrical panel to allow for emergency backup power generator connection. Approximately 9250,000 gallons of biosolids have been land applied and the septic lagoon has been emptied. Approximately 600 tons of yard waste have just been grinded and hauled for composting. Moderate risk waste convenience sheds have now been replaced and updated at all Oak Harbor, Coupeville, Camano Island and Bayview locations. The moderate risk waste grant with the Department of Ecology has been approved for the next biennium. SCS Engineers is now conducting an assessment of the Camano Island solid waste transfer station operational capacities, similar to the study completed at Coupeville. Landfill monitoring and maintenance proceeds routinely as required. Contracts with both Republic Services and Waste Management expire at the end of 2024 and will soon require going to bid, along with procuring services to implement the next required five year Comprehensive Solid Waste and Moderate Risk Waste Management Plan.

**COMMITTEE ROLE / ACTION REQUESTED**

**ATTACHMENT(S)**

**SOLID WASTE ADVISORY COMMITTEE**  
**Discussion Form**  
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**AGENDA ITEM 5: *Coupeville Transfer Station Update***

**PRESENTER:** *Jeff Hegedus, Solid Waste Division Manager*

**BOARD ACTION:**  **Action Item**      **Discussion**      **Information**

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**SIGNIFICANT POINTS OR EXECUTIVE SUMMARY**

In preparation for and in conjunction with the upcoming replacement of the main compactor, SCS Engineers has been contracted to assess the Coupeville Solid Waste Complex transfer station overall operational capacities. The engineering assessment provides an analysis of the capacity of the transfer station to meet current and future needs, and presents options and cost estimates of pairing facility needs with implementation of compactor replacement. The draft study was completed and delivered on January 19, 2023 and revised on April 13, 2023.

At the June 21, 2023 Board of County Commissioners regular Work Session, the results of the SCS Engineers April 2023 Coupeville Transfer Station Assessment Study were presented, along with staff recommendations of identified options.

**COMMITTEE ROLE / ACTION REQUESTED**

- Compactor recommendation

**ATTACHMENT(S)**

- Board of County Commissioners June 21, 2023 Work Session Presentation



**Island County Public Works**  
*Connie Bowers, P.E., Director and County Engineer*

P.O. Box 5000, Coupeville, WA 98239  
 Ph: Whidbey 360-679-7331 | Camano 360-387-3443 | S Whidbey 360-321-5111  
 Email: ConnieB@islandcountywa.gov | [www.islandcountywa.gov](http://www.islandcountywa.gov)

**M E M O R A N D U M**

June 21, 2023

**TO:** Board of County Commissioners – Island County  
**FROM:** Fred Snoderly, Assistant Director, Public Works  
**RE:** Solid Waste Transfer Station Assessment Study

Public Works will present a PowerPoint presentation to discuss the results of the Solid Waste Transfer Station Assessment Study performed by SCS Engineering.

The Transfer Station is nearly thirty years old and has provided needed essential services for Island County residents. There are significant issues identified in the study that need to be addressed.

- The existing compactor was purchased used and has been discontinued by the manufacturer. Normal life expectancy of a compactor is twenty years. Purchased in 2010
- The size and condition of the tipping floor doesn't allow for growth or storage requirements. The leachate collection system is failing, and the canopy cover and push wall have been damaged over time.
- There are significant site constraints at the current station due to the small area and capacity that create safety and operational problems.

**Options:**

- Do nothing. Compactor failure imminent, within next two years.
- Purchase new compactor and repair issues with tipping floor and structure. Does not address safety concerns due to site constraints, provide storage area during interruption of normal operations or allow for future growth. Estimated cost \$2 million.
- Purchase new compactor, expand existing tipping floor 50 feet to the south, relocate utilities and drainage system. Doesn't provide for additional storage during interruptions to normal operations. Limited future growth. Estimated cost \$3 million.

- Build larger 10,000 SF facility to the north complete with new compactor. Provides for future growth for 20 years. Eliminates congestion and safety issues. Estimated cost \$ 7.1 million.

Staff recommendation: Purchase compactor now and modify existing site to fit until new site is complete.

Build new 10,000 SF facility. This allows for 20 years of future growth and provides needed storage during interruption to normal operations.

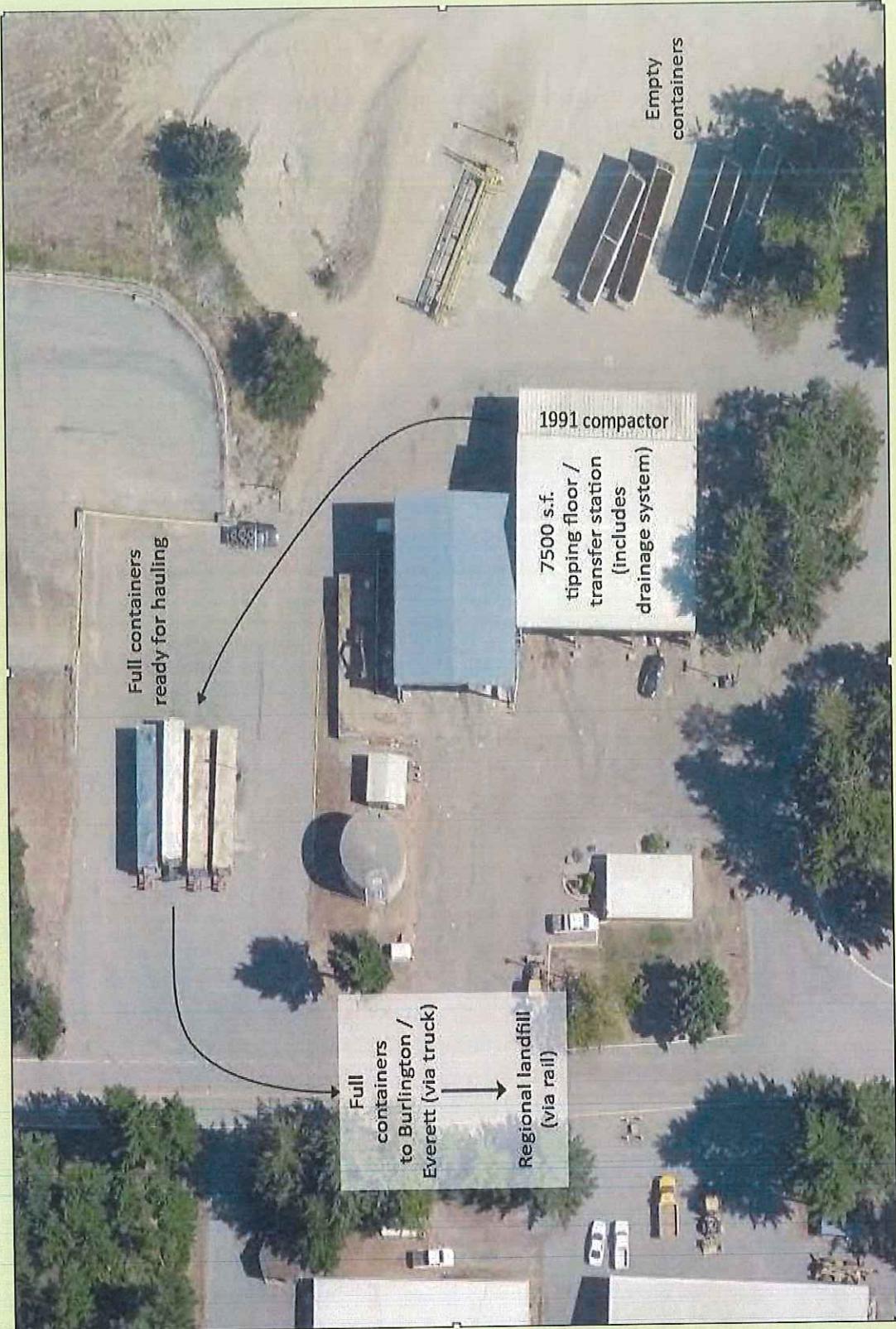
# Transfer Station Assessment Study



► June 2023

## Background Information

- The Coupeville Transfer Station was built in the early 1990s and shows signs of nearly thirty years of service.
- The tipping floor has an approximate area of 7500 square feet with a drainage system to collect liquids from the received solid waste.
- A solid waste compactor sits at the end of the tipping floor where solid waste is pushed and compacted into shipping containers.
- When full, the containers are hauled to the Burlington or Everett Railroad terminal and transported to the regional landfill in Yakama.
- The compactor was built in 1991 and was purchased used in 2010. Life expectancy is 20 years. Replacement/repair parts are hard to find.



Coupeville  
Transfer  
Station  
Built in 1991

## Assessment Overview

- Site Observations: General observations and any operational issues/challenges.
- Capacity Evaluation: Focuses on how the current infrastructure and processes are set up to support future demand of the solid waste system.
- Compactor Analysis: Based on information and data from vendors, alternatives to existing compactor, technical specifications and estimated costs.
- Efficiency Evaluation: This section focuses on the operational efficiency in the current infrastructure and processes, identifies issues and associated possible solutions.
- Recommendations: Recommendations associated with key findings are presented in this sections. Includes budgetary opinion of cost for the identified solutions.

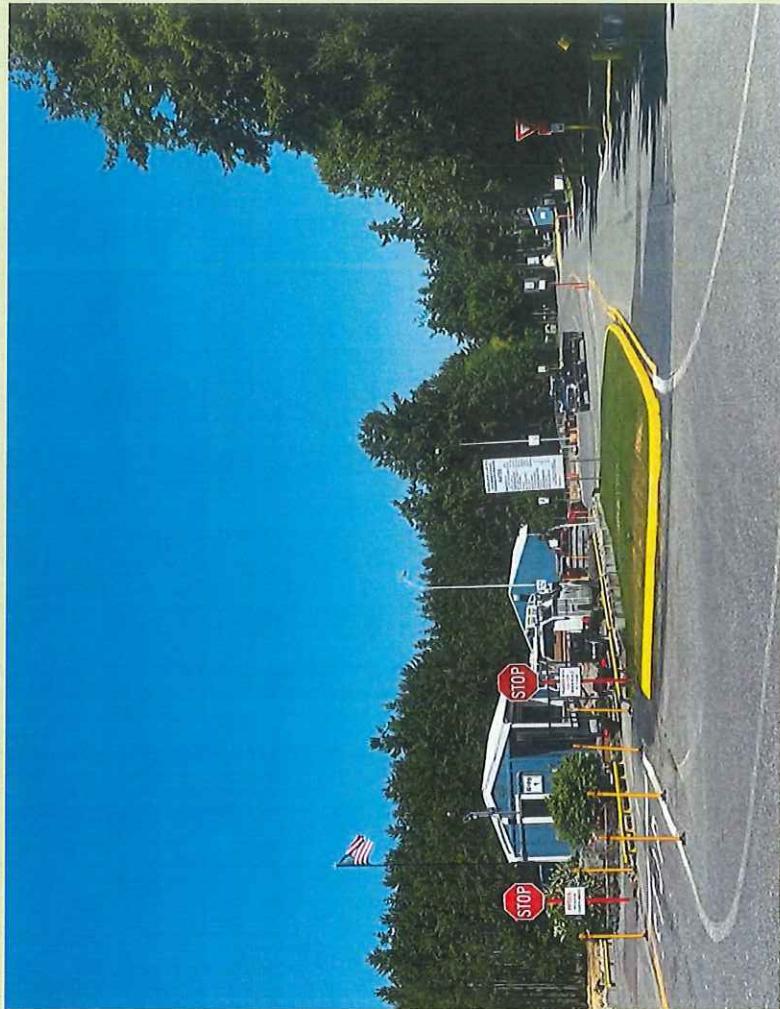
## Site Observation

- Compactor Condition. 30 years old. Discontinued. Spare parts are a challenge. Increasing maintenance needs.
- Building Damage. Steel Columns, aluminum roof panels, concrete push wall and fence, canopy shows signs of aging. Occurs during top loading process.
- Tipping floor pavement is damaged.
- Stormwater and Contact Water Drains are damaged or permanently filled.
- Design Limitations. Office building in front of tipping floor impacts traffic flow.

## Capacity Evaluation for the next 10 years

- Number of trips and tons delivered. Busiest 90-day period during 2022
- Inbound trips and tons per hour.
  - Minimum, maximum, and average.
- Outbound trips and tons per hour.
  - Minimum, maximum, and average.
- Assumed that the increase in the number of trips and tons parallels the projected population growth on Whidbey population from 2022 to 2023.
  - 1.25 percent 2022-2023 or 15% over 10 years.

## Scale System Capacity Evaluation



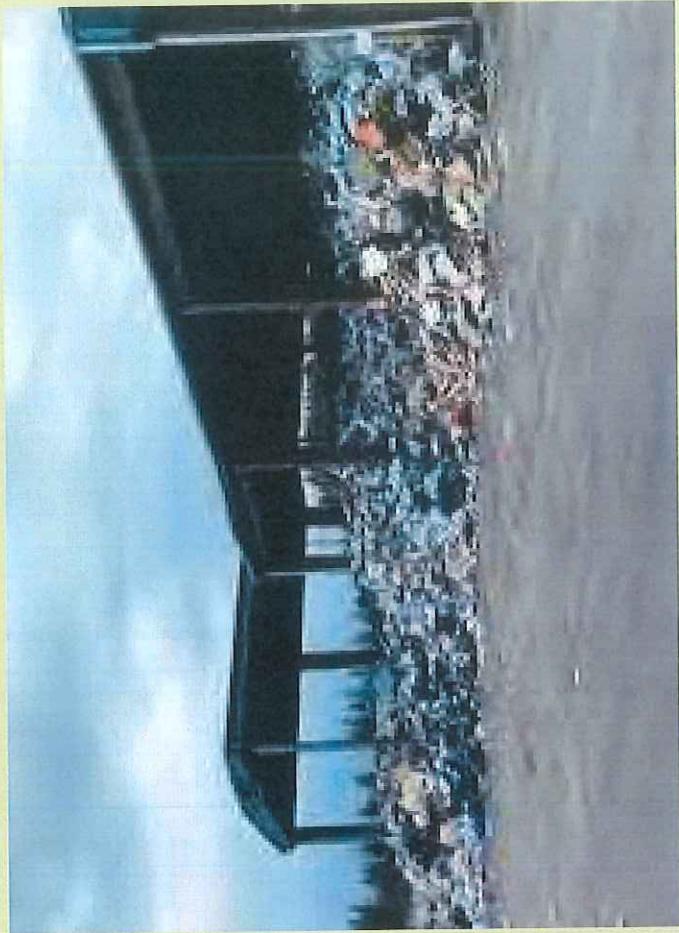
- Weighted average scale time is 45 seconds per vehicle or 80 vehicles per hour (VPH).
- Estimating a 15% increase by 2033 the average VPH would be 92.
- Increased queue times causes traffic to back-up to facility entrance.

## Receiving Bays Observations



- Four bays available.
- 5 commercial or 9 personal vehicles max.
- Reduced capacity due to concrete blocks protecting steel pillars.

## Tipping Floor Storage Capacity Evaluation



- Average 202 tons received/day.
- Receive more tonnage than we ship out.
- Recovery extends into next day.
- Estimate a 15% increase by 2033 equals 232 tons/day.

## Compactor Observations



- Thirty years old, discontinued by manufacturer.
- Spare parts are scarce.
- Breakdown frequency is increasing.

## Compactor & Tipping Floor Options

Options	Cost
► Do Nothing – Compactor Fails	► None
► Compactor Failure – Top Loading	► \$ 500,000 Plus Engineering
► Buy Compactor – Modify Footings	► \$ 2 Million.
► Buy Compactor – Expand Tipping Floor	► \$ 3.8 Million
► Build New Facility	► \$ 7.1 Million

## Option 1 Do Nothing

- The Downside:
  - Compactor failure imminent.
  - Possibly within the next two years.
  - Increased repairs.
  - Increased downtime.

## Option 2 During Compactor Failure

- Top Loading:
  - Requires modifications, removal of compactor, modify hopper and chute.
  - Purchase knuckle boom crane for tamping.
  - Estimated cost \$500,000 plus engineering.
- The Downside:
  - Labor intensive – more man hours to operate crane.
  - Compaction rates drop from 25 - 28 tons to 16 - 22 tons per container, resulting in more containers.
  - Output from facility will be lower.
  - Possible contractual obligation due to less container weight.

## Option 3 Purchase A Compactor

- Purchase New Compactor, modify existing footings.
- Estimated Cost: \$ 2 Million.
- The Downside:
  - Doesn't address safety concerns due to site constraints.
  - Doesn't provide storage area during interruptions of normal operations.
  - Doesn't allow for future growth.

## Option 4 Purchase new compactor expand tipping floor

- Repair existing tipping floor and expand by 3000 SF.
- Estimated cost: \$ 3.8 million dollars.
- The Downside:
  - Challenging construction to provide for ongoing operations.
  - Requires 4500 SF of new pavement for turning vehicles.
  - Doesn't provide storage for future growth or interruptions to normal operations.

## Option 5 Build New Facility

- Build 10,000 SF facility to the north of existing facility.
- Allows for 20 years of growth.
- Eliminates congestion and safety concerns.
- Does not disrupt normal operation during construction.
- Estimates Cost: \$ 7.1 million dollars.

► The Downside:

- Highest cost Funding



Potential  
Transfer Station  
Expansion  
Area



## Staff Recommendations

- Purchase new compactor now.
- Modify existing footings.
- Estimated Cost: \$ 2 million
- Build new 10,000 SF facility to the north of existing facility.
- Estimated Cost: \$ 5.1 million
- This provides for all future needs previously mentioned.
- Timeframe depending on securing funding

## How to pay for It?

- Approximately \$ 500K available.
- Solid Waste maintains \$ 2 million dollar fund balance, primarily for cash flow.
- Solid Waste Landfill balance of \$1.6 million.
- Researching if still required to maintain.
- Low Interest Loans. Public Works Board loan has a low interest rate of 0.86% to 1.72% for non-distressed communities.
- Repayment would be covered with increased tipping fees
- Grants. Don't qualify for identified grants.

**SOLID WASTE ADVISORY COMMITTEE**  
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***AGENDA ITEM 6: Camano Island Transfer Station Update***

**PRESENTER:** *Jeff Hegedus, Solid Waste Division Manager*

**BOARD ACTION:**  Action Item  Discussion   Information

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***SIGNIFICANT POINTS OR EXECUTIVE SUMMARY***

SCS Engineers is now conducting an assessment of the Camano Island solid waste transfer station operational capacities, similar to the study completed at Coupeville.

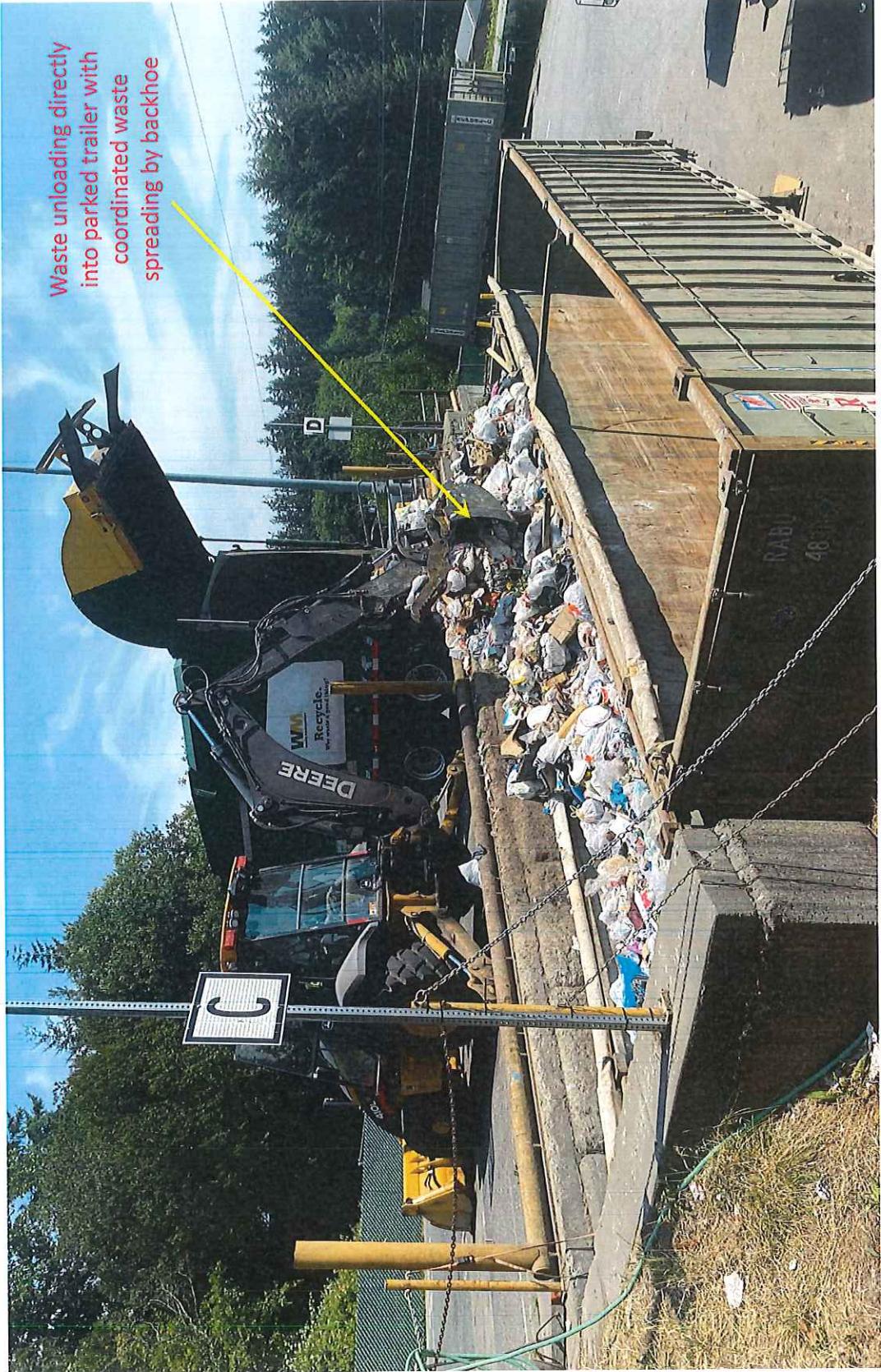
***COMMITTEE ROLE / ACTION REQUESTED***

***ATTACHMENT(S)***

- SCS Engineers preliminary photos and comments from initial site visit

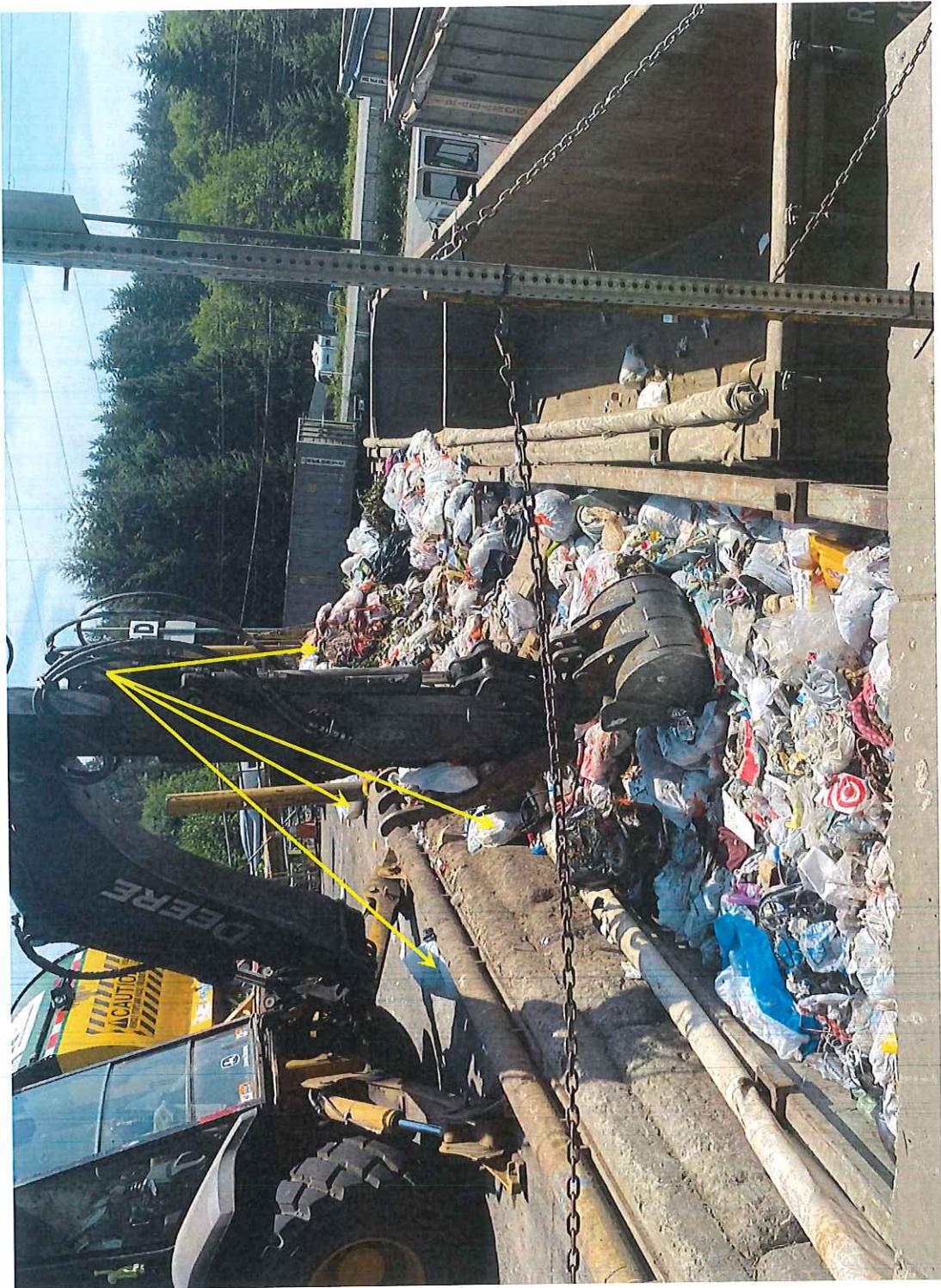
**A Few Issues Highlighted in the Photo**

1. Waste directly tipped into parked trailer. This is NOT a typical transfer station operation, and it poses a multitude of environmental, operational and Health and Safety risks.
2. Contact water from garbage truck trickles into gap between trailer and wall and this leachate is not contained.
3. Waste spillage is common and spreading waste while unloading is challenging.
4. Coordinated work between garbage truck and backhoe, parking transfer trailers back to back in tight spacing requires skills learned overtime by select County staff. Without those key staff members, TS operations maybe severely hindered.
5. See empty trailer in the background (parked parallel to road) is leaning outwards due to site slope. Covered in another Photo.
6. Tarping filled trailers is a Health and Safety Risk – Covered in another Photo.



**Photo 1. Route Garbage Truck Direct Unloading into Parked Trailer**

Photo 2. Waste Spillage Right After Unloading



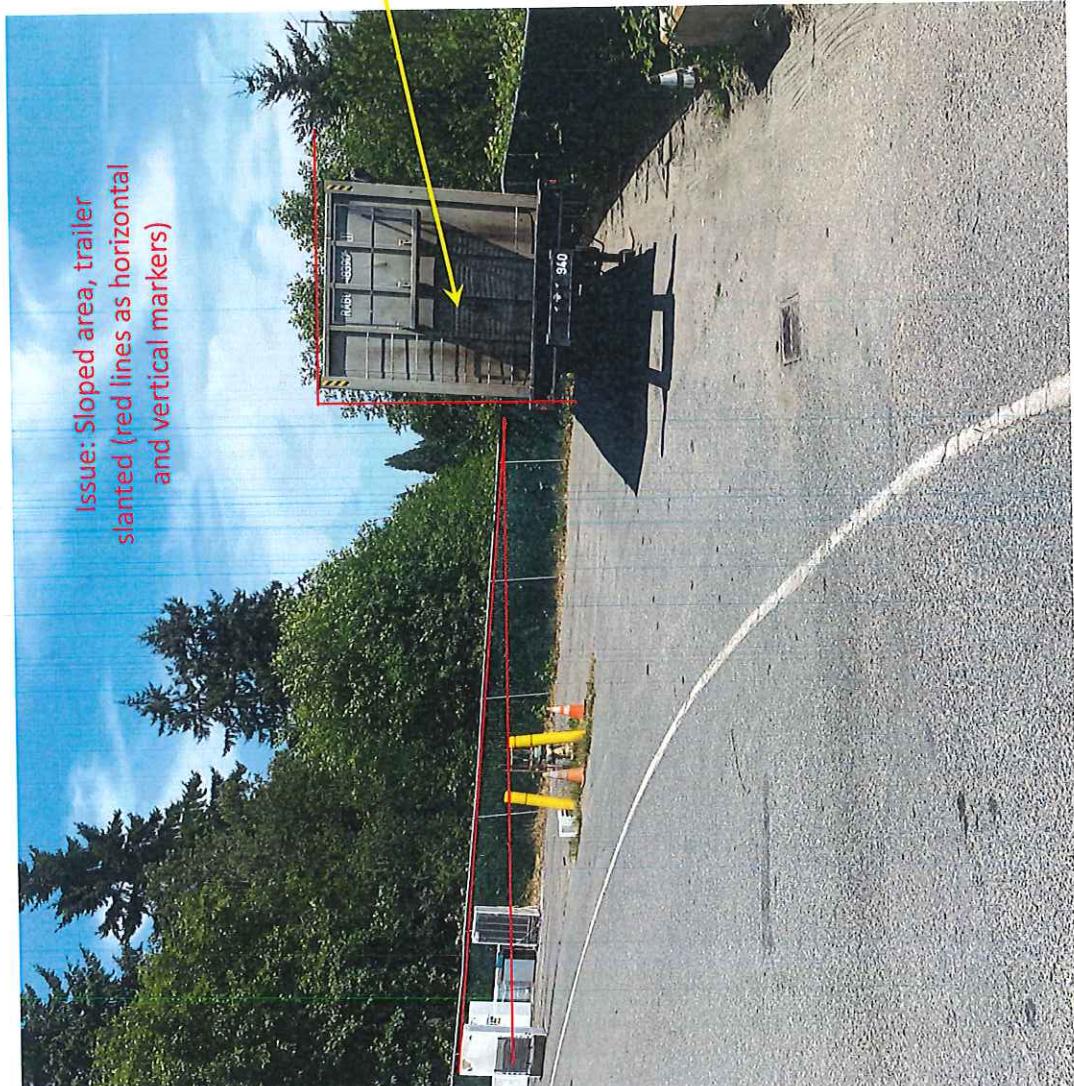
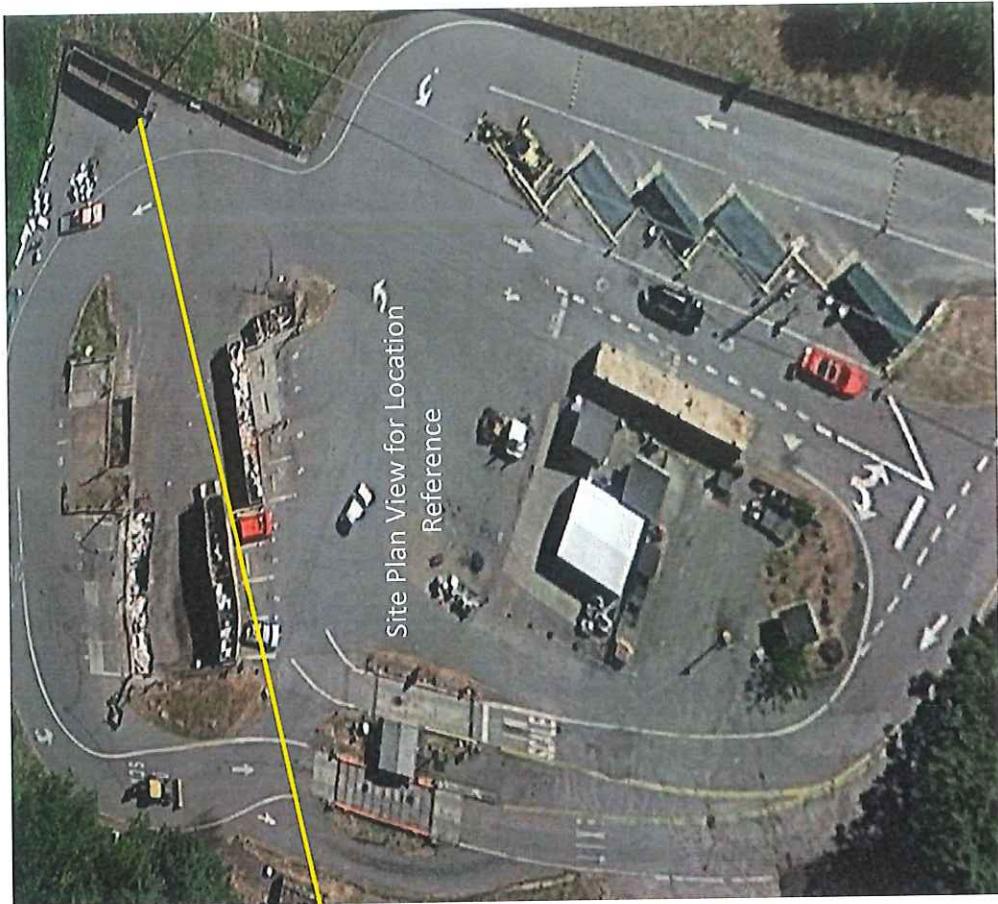
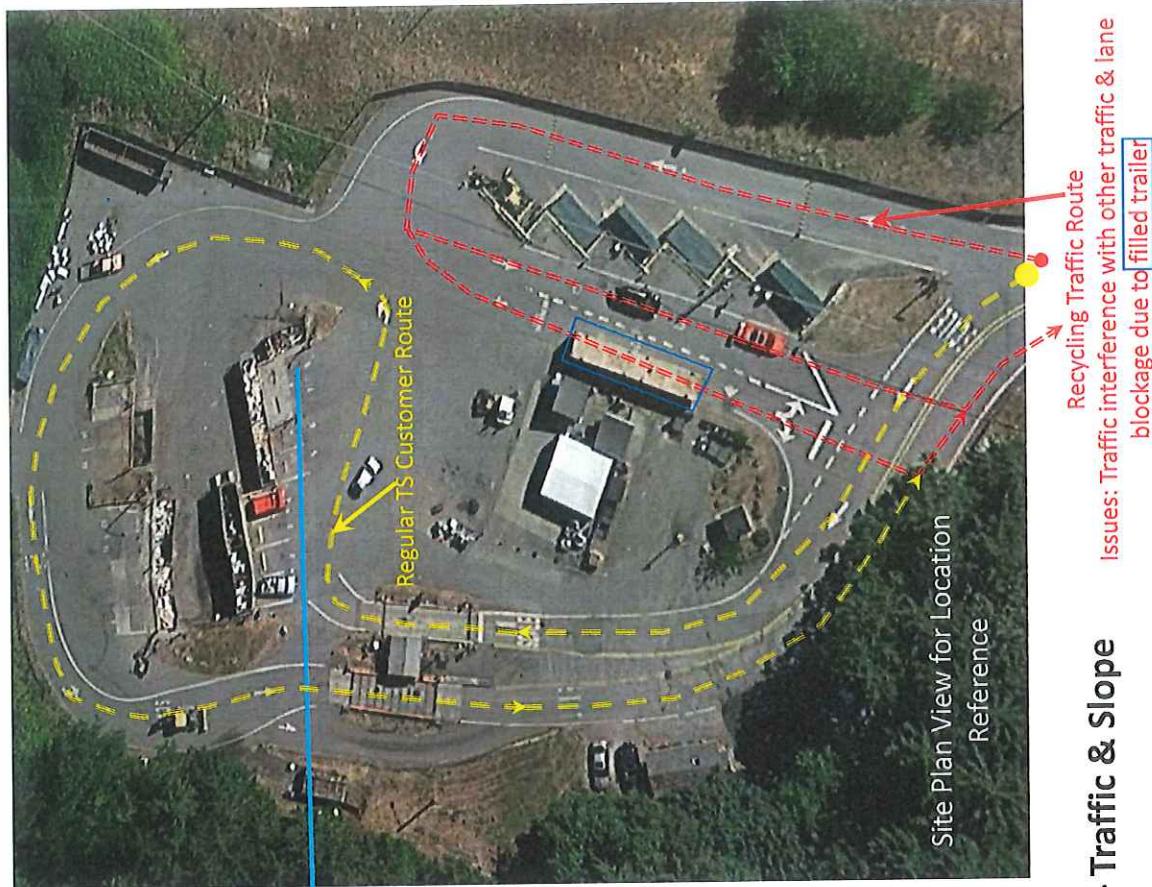


Photo 3. Empty Trailer Parking Area



**Photo 4. Site Constraints – Traffic & Slope**



Issue: Visualize slope in front of the white pickup truck and refer to the regular TS route (yellow dotted line) on Site Map to the right. While this vehicle backs up in a steep unloading bay and while it is parked for unloading at the current location, regular traffic passes right in front of it. Bad brakes, wet/snow conditions, inclement weather or other human errors can lead to an accident in this set up. Also slope is such that skidding of vehicles is commonly observed because of which drivers tend to accelerate backing that in itself can lead to an accident.

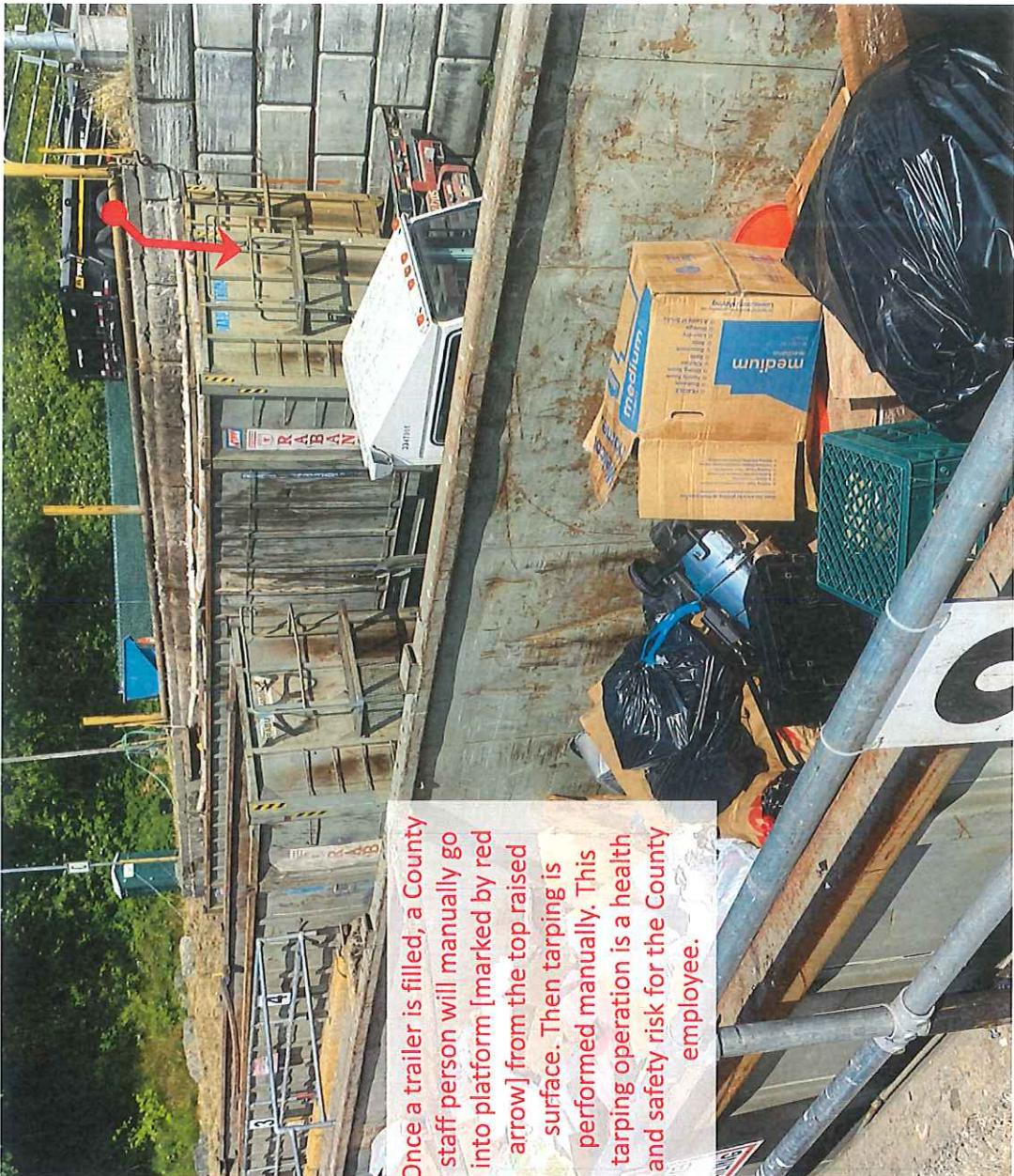


Photo 5. Trailer Tarping – Health and Safety Issue

**SOLID WASTE ADVISORY COMMITTEE**  
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***AGENDA ITEM 7: Transfer Station Funding Options***

**PRESENTER:** *Jeff Hegedus, Solid Waste Division Manager*

**BOARD ACTION:**  Action Item  Discussion   Information

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***SIGNIFICANT POINTS OR EXECUTIVE SUMMARY***

In preparation for and in conjunction with the upcoming replacement of the main compactor, SCS Engineers has been contracted to assess the Coupeville Solid Waste Complex transfer station overall operational capacities. The engineering assessment provides an analysis of the capacity of the transfer station to meet current and future needs, and presents options and cost estimates of pairing facility needs with implementation of compactor replacement. The draft study was completed and delivered on January 19, 2023 and revised on April 13, 2023.

Current staff recommendation is Recommendation 7.1 Option 3, to construct a 10,000 sq ft transfer station. In order to determine funding options and impacts on tipping fees, a comprehensive financial model was constructed to perform sensitivity analysis on implementation strategies.

***COMMITTEE ROLE / ACTION REQUESTED***

***ATTACHMENT(S)***

- SCS Engineers Solid Waste Revenue Sufficiency Analysis Model

Island County, WA  
**Solid Waste Revenue Sufficiency Analysis**

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Results as of June 19, 2023



**Schedule 1 - Model Results**

**Schedule 2 - Model Assumptions & Inputs**

**Schedule 3 - Trial Balances as of Dec 31, 2022**

**Schedule 4 - Cash In**

**Schedule 5 - Cash Out**

**Schedule 6 - Pro Forma**

**Schedule 7 - Capital Improvement Plan**

**Schedule 8 - Borrowing**

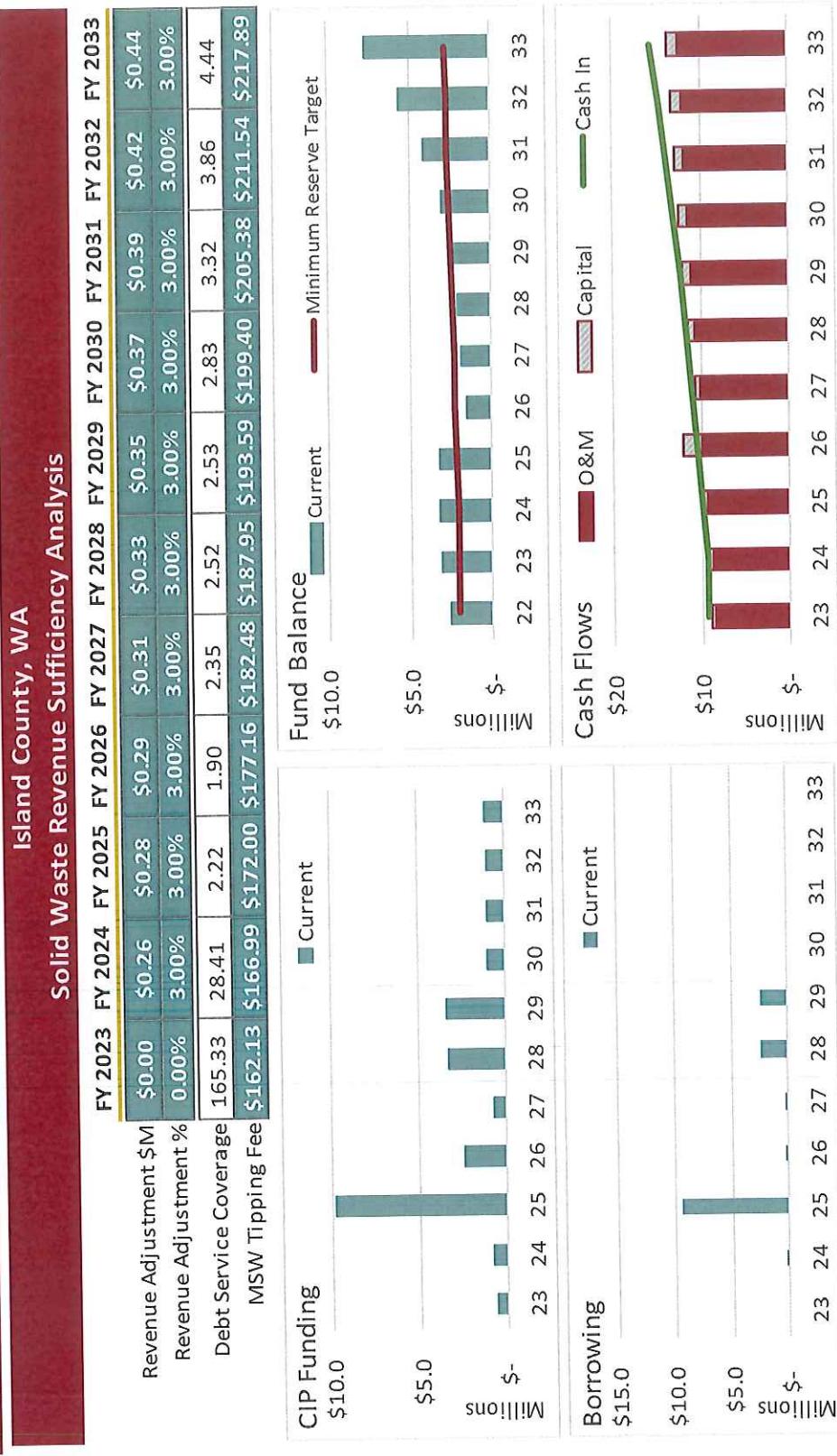
**Schedule 9 - Summary of Funds**

**Schedule 10 - Vehicle Replacement Program**

**SCS ENGINEERS**

Management Services

## Schedule 1 - Model Results



## Schedule 2 - Model Assumptions & Inputs

**SOLID WASTE ADVISORY COMMITTEE**  
**Discussion Form**  
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***AGENDA ITEM 8: Solid Waste Legislative Update***

**PRESENTER:** *Jeff Hegedus, Solid Waste Division Manager*

**BOARD ACTION:** **Action Item**      **Discussion**       **Information**

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***SIGNIFICANT POINTS OR EXECUTIVE SUMMARY***

A number of new solid waste initiatives were recently signed into law, including SB 5287 (see below) implementing extended producer requirements, i.e. stewardship programs, for batteries, including alkaline battery recycling, as discussed as a point of interest at the last SWAC meeting.

**New Laws Signed by the Governor**

**HB 1033**

Evaluating compostable product usage in Washington

<https://resource-recycling.com/recycling/2023/04/17/washington-legislature-passes-recycling-bills/>

**HB 1085**

Reducing plastic pollution

<https://www.kuow.org/stories/wa-legislature-passes-bill-aimed-at-reducing-single-use-plastics>

**HB 1047**

Concerning the use of toxic chemicals in cosmetic products

<https://toxicfreefuture.org/press-room/strongest-law-in-the-u-s-regulating-toxic-chemicals-in-cosmetics-signed-by-washington-state-governor-today/>

**SB 5144**

Providing for responsible environmental management of batteries

<https://productstewardship.us/washington-state-enacts-epr-for-batteries/>

**SB 5287**

Wind turbine blade recycling

<https://www.chronline.com/stories/legislature-approves-wind-turbine-recycling-bill-sponsored-by-state-sen-jeff-wilson,317784>

**The following bills were introduced in session but did not make it out of their committees**

**HB 1131/SB 5154**

WRAP Act - Improving Washington's solid waste management outcomes

**HB 1164**

Providing for the responsible management of appliances containing harmful gases and other materials

**HB 1185**

Reducing environmental impacts associated with lighting products

**HB 1264**

Encouraging equitable treatment for different categories of solid waste utility customers under local solid waste collection rates

**HB 1314/SB 5369**

Reassessing standards for polychlorinated biphenyls (PCBs) in consumer products

**HB 1392/SB 5464**

Promoting the fair servicing and repair of digital electronic equipment

**SB 5222**

Concerning the "pick it up, Washington" litter control program

**SB 5245**

Concerning PFAs in biosolids

***COMMITTEE ROLE / ACTION REQUESTED***

***ATTACHMENT(S)***