

WISCONSIN COUNTIES



THE
FUTURE
OF **RECYCLING** IN
WISCONSIN



Recycling Market Development in Wisconsin

A Look Back

-John Katers, Associate Professor of Natural and Applied Sciences, Engineering & Paula Olig, Graduate Student in Environmental Science and Policy, University of Wisconsin-Green Bay

During the 1990s, when the recycling law was first implemented in Wisconsin, a significant amount of state funding was allocated for recycling market development efforts. These funds were used to develop markets for materials banned from landfill by the recycling law, as well as other non-banned materials such as computers and electronics, industrial byproducts, carpeting, etc. Recently, Paula Olig, a graduate student at the University of Wisconsin-Green Bay, completed a research project funded by the UW System Solid Waste Research Program to assess the impacts of these market development efforts. The analysis summarized expenditures and attempted to determine how many of the organizations that received state funding were still viable and utilizing or processing recyclable materials in their current operations.

Market Development Programs in Wisconsin

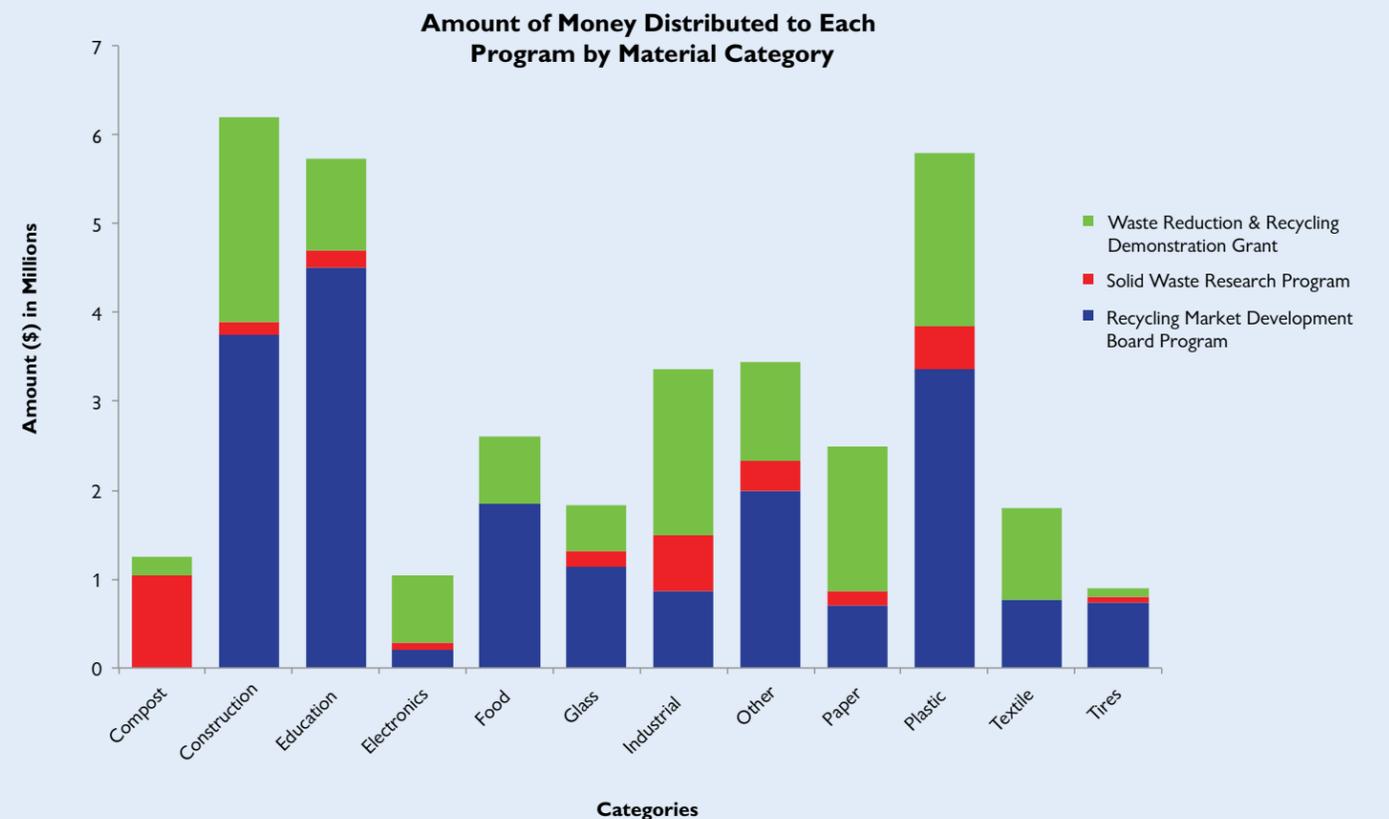
Wisconsin recycling market development programs were created under the Wisconsin Solid Waste Reduction, Recovery, and Recycling Law in 1990, including the Waste Reduction and Recycling Demonstration Grant program (WRRDG) and the Recycling Market Development Board program (RMDB). The WRRDG was administered by the Wisconsin Department of Natural Resources (DNR) and funded innovative solid waste reduction and recycling demonstration projects. Eligible applicants included municipalities, counties, school districts, tribes, public entities, businesses and nonprofit organizations. The program awarded 192 grants totaling \$13.3 million, with program allocations eliminated in the 2009-2011 budget. The RMDB issued grants, loans and rebates to develop markets for recycled material products. Awards up to

\$500,000 were given to businesses and governmental agencies from fiscal year 1993 through 1999, with the RMDB awarding approximately \$26.6 million for 193 projects. Allocations for the program stopped in 1999 and the RMDB was subsequently repealed in 2003. The University of Wisconsin System Solid Waste Research Program (SWRP) was established in 1990 and funds faculty and student research into alternative methods of solid waste disposal, including the reduction of the amount of solid waste generated, the reuse and recycling of materials, composting, source separation and the disposal of household hazardous waste. The Solid Waste Research Program provided 131 grants for

\$3.3 million between fiscal year 1989-1990 and 2009-2010 and is still active.

A summary of project expenditures by program and material can be found in the figure below. The graph shows how each program provided funding for a range of materials, with the largest expenditures for education, plastic and construction and demolition debris. Based on a review of the program expenditures, it was also found that many entities followed a pattern of conducting research, developing a demonstration project, and subsequently creating or expanding a business based on the successful research and demonstration. Overall, more than 71% of the entities that received funding

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Product Stewardship

What Does It Mean for Local Government, Businesses & Consumers

-Karen Fiedler, Waukesha County Solid Waste Supervisor & Co-Chair Associated Recyclers of Wisconsin Product Stewardship Committee

Product stewardship is a market-driven system funded by manufacturers to collect and reprocess materials used in their products. This is very different than the system that is prevalent in Wisconsin and the U.S. where most local governments pay for collection of recyclables and trash, while businesses design and manufacture products and packaging.

Product stewardship is used globally to internalize the costs of disposal and recycling within the consumer-manufacturer cycle. Consumers choose which

product or packaging to purchase and pay the cost to manage it properly, rather than passing that cost on to all taxpayers. This creates a feedback loop to the manufacturer that allows the manufacturer to control costs and increase recycling. Thus industry takes the lead in developing and managing the collection system, designing products, choosing materials, establishing markets for recovered materials through remanufacturing, ensuring resources for new products, and creating jobs. All costs are included in the price of their product.

The result is lower costs for local government, recovery of more materials that can be processed for reuse and remanufacturing, better product design, and creation of more jobs and economic opportunity.

Changing Waste, Changing Roles

In the early 1900's, local governments began managing household waste as a public service to protect human health and natural resources. Since then there have been enormous changes in manufacturers' ability to synthesize chemicals; produce inexpensive, 'disposable' goods; and operate multi-national systems for sourcing, manufacturing, packaging and transporting products. In the absence of regulations requiring basic stewardship practices on the part of producers, both the volume and toxicity of product waste have increased exponentially, in ways that local governments have no control over. According to the U.S. EPA, manufactured products

and packaging now constitute 75% of waste. With more convenient recycling programs, the amount of waste landfilled in the U.S. has been stable since 1990 at 170 million tons per year.

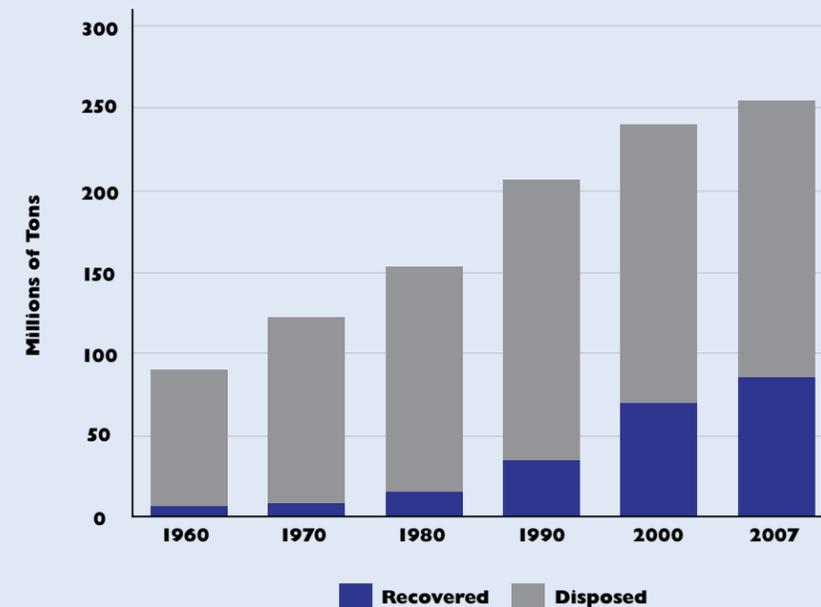
"The balance between government regulation and the free market economy has gotten horribly out of whack in the U.S. The Product Stewardship Institute was founded on the principle of collaboration with industry. Data prove that product stewardship systems reduce external costs and turn wasted materials into jobs and economic value," said Scott Cassel, PSI Executive Director.

First Product Stewardship Law in Wisconsin is Working

An example of successful product stewardship in Wisconsin is the E-cycle Wisconsin program. By requiring manufacturers of electronics to be part of the recycling program in order to sell their products

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Municipal Solid Waste Generated in the U.S.



E-Cycle Wisconsin

Offering New Options for Local Governments and Residents

-Sarah Murray, E-Cycle Wisconsin Coordinator, Wisconsin Department of Natural Resources

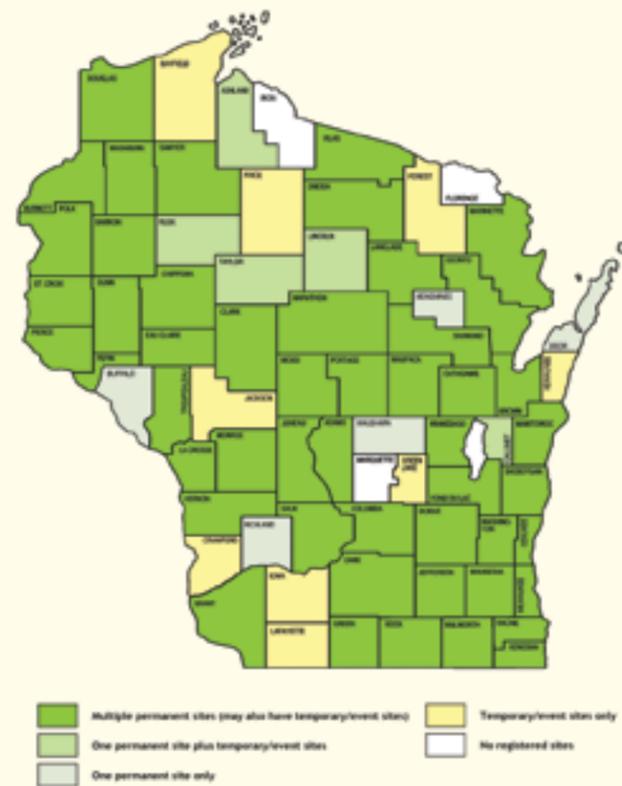
In the late 1990s and early 2000s, local governments around Wisconsin were noticing a growing trend. Residents wanted to dispose of old TVs, computers and other electronics, but did not know where to take them. Some lugged the outdated gadgets to recycling centers or Clean Sweep events; others left them on the curb. A few dumped them in a roadside ditch.

“People didn’t have an outlet for some of those things,” said Renee Yohnk, the recycling coordinator for Chippewa County.

Her county government, along with several other counties and municipalities around the state, tried to provide a solution. They partnered with new electronics recycling companies and began accepting electronics at one-day collection events or at recycling drop-off centers.

But as the volume of electronics increased, it was hard for governments to keep up. Obsolete, broken or unwanted electronics – often called e-waste or e-scrap – are one of the fastest-growing parts of the municipal waste stream, according to the U.S. Environmental Protection Agency (EPA). The EPA estimates nearly 2.5 million tons of electronics were ready for end-of-life management in 2010, double the amount from a decade ago.

For local governments, collecting electronics presented many challenges. One of the biggest was cost. Electronics contain valuable materials, including steel, precious metals and plastic, but they also contain hazardous materials that need to be properly managed. Cathode ray tubes in older TVs and computer monitors, for example, contain several pounds of lead, adding to the importance of proper



recycling but also adding to the cost.

Many local governments found themselves either footing a growing electronics recycling bill or charging residents recycling fees that many were unwilling to pay. In a time of shrinking government budgets, this collection system was unsustainable.

Finding a solution: Wisconsin’s electronics recycling law

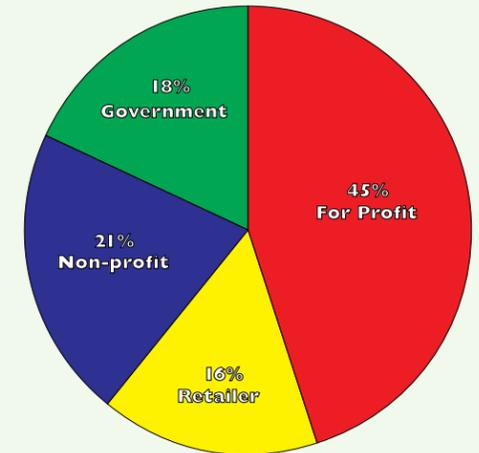
In the early 2000s, state Senator Mark Miller began working on legislation that would address the growing e-waste problem. As other states – including Minnesota and Illinois – began passing electronics recycling laws, support grew for Miller’s proposed legislation

In October 2009, the governor signed the electronics recycling bill into law as 2009 Wisconsin Act 50. The Wisconsin Counties Association, Associated Recyclers of Wisconsin and many individual county and municipal governments played a crucial role in the bill’s passage through testimony at hearings, resolutions supporting the bill and conversations with legislators.

The law banned certain electronics, such as TVs, computers and printers, from Wisconsin landfills and incinerators while establishing a program to help pay for the responsible recycling of these and other electronics from households and schools. The program, now called E-Cycle Wisconsin,

E-Cycle Wisconsin, Year 2

Pounds collected by collector type



takes a product stewardship approach. Each year, manufacturers of covered electronics must pay for electronics to be recycled by registered E-Cycle Wisconsin recyclers. Recyclers, in turn, have agreements with a network of registered collectors.

To help ensure responsible recycling, collectors and recyclers wishing to participate in the program must register and meet minimum standards. Electronics retailers, the DNR and recycling responsible units (RUs) have responsibilities to educate the public about electronics recycling and the electronics disposal bans.

Increased options for counties and other local governments

Local governments are finding many different ways to participate in electronics recycling under the new law, ranging from educating the public to running electronics collection sites. No local government is required to collect electronics, but many counties

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Pharmaceuticals

Pharmaceutical Waste and Product Stewardship



-Steve Brachman, Waste Reduction Specialist, University of Wisconsin - Extension Solid & Hazardous Waste Education Center

The University of Wisconsin - Extension (UW-Extension) is leading an effort to develop a product stewardship solution to pharmaceutical waste problems in the Great Lakes region. Working in partnership with the Wisconsin Department of Natural Resources, Midwest Product Stewardship Council, Associated Recyclers of Wisconsin, Illinois Indiana Sea Grant and the Product Stewardship Institute, UW-Extension has secured an EPA grant to address the various social and environmental concerns regarding the presence of drug compounds in the Great Lakes waterways. The overall goal of the grant is to improve the health of the Great Lakes by reducing the amount of waste containing persistent toxic substances (such as pain medication and anti-depressants), thereby minimizing the long-term investments being spent on regulation, control and cleanup of these emerging contaminants.

To accomplish this mission, a comprehensive pharmaceutical waste collection program (“Get the Meds Out”) was developed for Wisconsin. In addition, project partners have established a network to support awareness and educational activities that lay the groundwork for a product stewardship solution throughout the western Great Lakes states of Wisconsin, Minnesota, Illinois, Indiana and Michigan, as well as New York, Pennsylvania and Ohio.

This product stewardship solution has initiated a partnership between state and local governments, the healthcare industry, the pharmaceutical industry and the general public. Critical to the success of this effort is the development of key elements of a model product stewardship program based on the dialog between partners, as well as data collected from other states with parallel programs.

“Key elements of this vision include:

“Programs should protect public health and the environment by maximizing prompt collection and proper disposal of unused pharmaceuticals, including controlled substances. To this end, programs should be:

- **On-going.** Residents should have year-round access to safe disposal opportunities for pharmaceutical drugs, reducing the need for home storage.
- **Convenient throughout the Great Lakes region.** Programs should be available to all residents throughout the Great Lakes region. Eventually, there should be ongoing collection sites in every county, and every town or city of a population of 5,000 or greater. Mail-in services can help to fill gaps.
- **Set up to collect all types of pharmaceutical drugs.** To the extent feasible under state and federal regulations, programs should accept all types of pharmaceuticals from households.
- **Secure.** All programs must be operated in a secure manner, and in compliance with all state and federal regulations. Security is critical to minimizing the risk of illegal diversion.
- **Free at the point of delivery for disposal.** There should be no charge to the public when they deliver unwanted pharmaceutical drugs via a collection location or mail-in service.
- **Widely promoted.** A high level of public awareness must be created about the importance of safely storing and promptly disposing unused medications through the program. Public education should be a shared responsibility of all key stakeholders including

those who prescribe, dispense, and manufacture pharmaceuticals.

Programs should minimize the impact on the environment by ensuring that collected medicines are destroyed in compliance with federal, state, and local regulations. When possible, all material collected should be destroyed through high temperature incineration, or with the best available technology, to minimize the risk of environmental contamination. To the extent possible, transportation of wastes should be minimized.

Programs should be sustainably and adequately funded to ensure continued service and widespread public outreach. Those who benefit from the manufacture, sale and use of pharmaceutical drugs have the greatest responsibility for ensuring program success. Pharmaceutical companies should fund the expansion of existing programs and/or the development of new ones. Other stakeholders, including state and local governments, pharmacies and prescribers should partner with pharmaceutical companies to educate the public, provide collection services, and/or implement other activities consistent with their capabilities and mission.

Programs should also identify and address the underlying drivers that contribute to pharmaceutical waste. Reducing the quantity of drugs that become waste not only reduces environmental and public health risks, it also has the potential to improve medical care and reduce medical costs for individuals and taxpayers through Medicare and Medicaid programs. It may also reduce costs for manufacturers, distributors and retail establishments.”

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Recycling Market Development in Wisconsin

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from these market development programs were still in business in 2010, with several successful start-up companies being identified, as well as other existing companies that expanded overall production and employment.

Success Stories

Three of the more notable recycling success stories in Wisconsin are summarized below:

- Cascade Asset Management of Madison received \$340,723, collectively, in 1999, 2000, 2005 and 2006. Three grants from the WRRDG and one loan from the RMDB were used for computer and electronics recycling, specifically glass, plastic, metals, paper and cathode ray tubes. Cascade also partnered with faculty at UW-Madison on several SWRP grants. Since its inception in 1999, Cascade has continued to operate in Madison with employee growth from 3 to over 65.
- CRI Recycling Services, Inc. of Woodville used their \$109,735 grant from WRRDG to demonstrate a technology that separates used oils and other petroleum based fluids from sorbent clay and diatomaceous earth, recycling the oil and demonstrating the commercial viability of the processed material to replace virgin sorbent material. CRI Recycling Services' successful solvent extraction process continues to be a unique recycling process for oil sorbent material.
- FEECO International, Inc. was awarded \$150,000 in 1997 from the WRRDG to demonstrate the encapsulation of grass seed in paper mill

residuals for fertilizer and a second grant of \$15,000 from the RMDB in 1998. These grants were the basis for developing a new company called ENCAP, LLC, in 1999, which employs approximately 25 people and manufactures a range of retail and professional products that utilize paper mill residuals. ENCAP was also awarded the Governor's Technology Transfer Award in 2006.

Future Funding

The elimination of almost all funding for recycling market development places Wisconsin, a former leader in this area, in the lower echelon with 34 other states that lack funding for recycling market development. However, the legacy of previous market development programs in Wisconsin is still evident today in the numerous companies that have grown or expanded production, employment and revenue while utilizing both banned and non-banned materials. The infrastructure created by these past Wisconsin investments laid the groundwork for subsequent recycling requirements for products like computers, electronics and oil filters, which were not originally banned from landfills. To further Wisconsin's recycling successes, businesses can look toward producer responsibility and life cycle analysis as new methods to meet additional requirements driven by regulation and consumer demand. It is hoped that Wisconsin can become a leader in these areas, similar to the leadership that was demonstrated in the past through the state's recycling market development efforts.

Resources

Recycling Education & Outreach Resources

Associated Recyclers of Wisconsin (AROW)

arow-online.org

AROW brings together a dynamic cross section of the Wisconsin recycling and waste reduction industry, including many counties and municipalities responsible for recycling. AROW membership provides numerous opportunities to support RUs and their recycling programs, including:

- Resource sharing of educational materials, bid samples, ordinances and more
- Free posting of local residential recycling information on Recycle More Wisconsin website
- Peer and specialist guidance, as well as assistance related to Education, Government Affairs, Hazardous & Special Waste, Organics & Composting and Product Stewardship
- Advocacy for resource management legislation and policies
- Access to statewide educational campaigns and resources
- Professional development and strategic networking opportunities
- Discounts at AROW-facilitated events

Recycle More Wisconsin

recyclemorewisconsin.org

Become part of the statewide community network promoting recycling in Wisconsin!

- A "go to" website for residents to find detailed, up-to-date information about recycling in every community wherever they live, work or play in Wisconsin
- Maintained by AROW - no web designer or hosting fees
- Provides easy access for today's mobile residents with easy-to-find information
- Links to and from local county websites for information sharing, or can be used as stand-alone site
- Allows posting of local events for statewide promotion

Wisconsin Green & Healthy Schools Program

dnr.wi.gov/greenandhealthyschools

- A web-based, self-paced and voluntary program available to all Wisconsin public and private elementary, middle and high schools.
- The program is designed to support and encourage schools in their quest for a healthy, safe and environmentally-friendly learning environment.
- The Recycling Bin Grant Program gives eligible schools free recycling bins for use throughout the school and its grounds.

Product Stewardship

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in the state, the law has had the effect of greatly increasing the amount of electronics recycled, created new markets for electronics, created jobs, salvaged valuable materials such as precious metals, saved local governments money, and expanded the number of businesses, non-profits, and local governments that collect electronics for recycling. [See *E-Cycle Wisconsin* on page 26]

Voluntary vs. Mandatory

Industry has raised the question whether product stewardship programs need to be mandated by government. Mandatory programs ensure a level playing field for the entire industry, so that the responsible businesses do not have to carry the burden unfairly and are not put at a competitive disadvantage. Also mandated environmental requirements ensure proper management of hazardous waste that can have adverse environmental and public health impacts.

According to Scott Cassel, “Voluntary, market-based approaches will result in high collection rates only when a product has value at the end of its useful life greater than the cost to collect and transport that product to a secondary market. For example, many retailers collect toner cartridges because they can refill and sell them at a profit. No regulations are needed because the value of the used cartridge is greater than the cost to collect, transport, refurbish and resell the refurbished cartridge. Retailers have the incentive to heavily market the return of those cartridges. Unfortunately, though, the cost to properly manage many other consumer products – including carpet and mattresses – is greater than the market value of

the used product.” Mandatory recycling addresses the indirect costs to society and the environment and results in higher material recovery rates.

Jobs and the Economy

Wasted resources result in lost jobs and economic value. A recent report, *More Jobs, Less Pollution*, by the Tellus Institute was prepared for a coalition of labor and environmental groups. The report found that if the U.S. recycled 75% of the nation’s municipal waste and instituted incentives for manufacturers to use recycled raw materials, nearly 1.5 million new jobs could be created by 2030. Using a higher level of recycled materials in manufacturing would reduce greenhouse gas pollution by as much as 276 million metric tons by 2030, an amount equal to eliminating the emissions of approximately 72 coal-fired power plants or taking 50 million cars off the road.

Change is Difficult

While we all prefer the familiar to the unknown, change happens. Remember typewriters, rotary dial phones, black and white TVs? Just as local governments are looking for ways to increase efficiency, reduce costs and provide necessary services to residents with reduced budgets, many businesses are aware that they need to implement sustainable business practices in order to reduce energy costs, meet consumer demand, and ensure raw materials supply for their products in the future.

Perfect Storm

With all the economic factors of materials management coming together – need for jobs,

increasing cost of energy, need to assure steady supply of raw materials, reduced local government staff and budgets, need to innovate – it appears we are in the “perfect storm” sometimes necessary for change. Business and government can be part of the process and engage in dialogue about the

future of managing products at the end of their useful life, or let China, India and other countries use innovation and technology to become global leaders in materials recovery and manufacturing and job creation. The choice is ours.

Pharmaceutical Waste, continued from page 29

Adoption of this vision will save money by providing for a more cost-effective collection system for unused pharmaceuticals, while shifting some of the cost and responsibility to manufacturers.

It will establish a blueprint for a sustainable program that addresses the life cycle of these contaminants. Additionally, the project incorporates a key goal of the 2009 Wisconsin Great Lakes strategy in addressing new chemicals of concern and by supporting public/private programs and public policy initiatives including product stewardship.

WI Counties can help with pharmaceutical product stewardship by...

- Endorsing the elements of a model program (http://www.productstewardship.us/associations/6596/files/Key_Elements_Great_Lakes_Pharmaceutical_Programs_12_19_11.pdf);

- Educating colleagues and constituents in your county regarding the need for product stewardship; and
- Participating in the WI Pharmaceutical Waste Working Group (<http://fyi.uwex.edu/pharma/>)

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Dane County one-day electronics collection event in 2010

E-Recycle Wisconsin

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have chosen to get involved in electronics collection to meet their residents' needs.

St. Croix County had been hosting one-day collection events since 2000, and initially continued to do so under E-Cycle Wisconsin. St. Croix worked with neighboring counties to put out a request for proposals for electronics recycling and negotiated a contract with a registered recycler. But rather than continuing to manage the collections, the county worked with interested business and non-profit partners that wanted to further their missions and add services for customers by collecting electronics. Now there are several permanent collection sites in St. Croix County, and county government focuses on

educating the public and helping coordinate between the collectors and recycler. "We don't have to meet the need anymore; it's being met elsewhere," said St. Croix Recycling Specialist Jennifer Havens.

Winnebago and Dunn Counties chose to continue operating permanent collection sites under E-Cycle Wisconsin, but worked with nearby counties to negotiate new contracts with recyclers that significantly reduced costs. Both counties operate recycling drop-off sites for many different materials, and it made sense to keep electronics in the mix. "We pride ourselves on being a one-stop shop," said Winnebago County Recycling Specialist Jennifer Semrau. Dunn County Solid Waste and Recycling

Planner George Hayducsko said he and his staff had a learning curve under the new law; they worked with their recycler to find a way to safely collect large volumes of electronics at rural, outdoor sites. They now use large roll-off containers that offer protection from weather and can be locked to prevent theft.

Dane County had hosted several one-day collection events before the law passed, and decided to continue with this approach under E-Cycle Wisconsin. It partnered with a registered recycler to have a manufacturer cover the recycling cost, allowing the event to be free to the public. The county currently does not have an adequate facility to use as a permanent collection site, but the county expo center and fairgrounds have served well for hosting the high volume of traffic at the one-day events.

More locations, lower costs with E-Cycle Wisconsin

Many local governments and other collectors have seen significant increases in the volume of electronics coming in since the new law took effect.

"With the manufacturers stepping up and helping out, we're able to take the electronics for free," said Dunn County's Hayducsko. "The public has responded enormously ... we're seeing much larger volumes."

During E-Cycle Wisconsin's most recent program year (June 2010 through July 2011); registered collectors took in 35.1 million pounds of electronics from Wisconsin households and schools, or about 6.2 pounds per capita. Local governments operated 67 of the more than 400 collection sites and collected 6.3 million pounds, or about a fifth of the total.

Local governments participating in the program have been happy with the results. Many have been able to reduce costs significantly while offering free

or low-cost recycling. Some counties have saved tens of thousands of dollars compared with their electronics recycling costs before the law passed.

County recycling coordinators offer several tips to county officials considering electronics collection.

- ❑ **Consider your infrastructure.**

If you already operate recycling drop-off sites, it may make sense to collect electronics, and you can reduce your costs by doing so under E-Cycle Wisconsin. If you don't have a recycling center, you may want to direct residents to private-sector options or consider whether you could host one-day collection events.

- ❑ **Plan for high volumes.**

Many county collection programs have continued to see high volumes of electronics coming in, especially when recycling is free. "There doesn't seem to be any end in sight," said Winnebago County's Semrau.

- ❑ **Make sure you're comfortable with your recycler.**

Many county officials have toured recycling facilities before awarding contracts to recyclers. If you can't travel to the facility yourself, talk with other local governments about their experiences.

How to learn more

Each county's situation is different, and the DNR E-Cycle Wisconsin team is happy to help figure out what makes sense for yours. Visit <http://dnr.wi.gov/ecyclewisconsin> to learn more about the program and Wisconsin's electronics recycling law. There is a page with information for local governments and FAQs about becoming an electronics collector. You can also download or order free outreach resources to help educate your residents about electronics recycling and the electronics disposal bans.



Resources

Recycling Education & Outreach Resources

DNR Recycling Education & Outreach Webpage

dnr.wi.gov/org/aw/wm/recycle/resources/index.htm

- Publications & Resources
- PreK -12 Teacher Activity Guides & Programs for schools
- Signage
- Videos

DNR Recycling Updates

dnr.wi.gov/org/aw/wm/recycle/recycleupdates.htm

- Updated bi-weekly (approx.)
- Subscribers receive e-mail notification when new information is posted online
- Provides up-to-date information on all that is new in recycling
- Topics include: News Releases; Grant Opportunities; Policy Updates; Recycling News; Education & Outreach; Webinars

Recycling News DNR newsletter

dnr.wi.gov/org/aw/wm/recycle/resources/newsletter.htm

- Biannual posting
- Subscribers receive e-mail notification when new edition is posted online

University of WI Extension- Solid and Hazardous Waste Education Center (SHWEC)

www4.uwm.edu/shwec/

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