



LAKE COUNTY
FLORIDA



Solid Waste Alternatives Task Force (SWATF) **Business Plan**

Prepared by Solid Waste Division
Department of Public Works

Purpose



- Provide an overview of the Solid Waste Division
- Propose recommendations established by the Solid Waste Alternative Task Force Committee
- Receive direction from BCC on implementation on recommendations

Outline

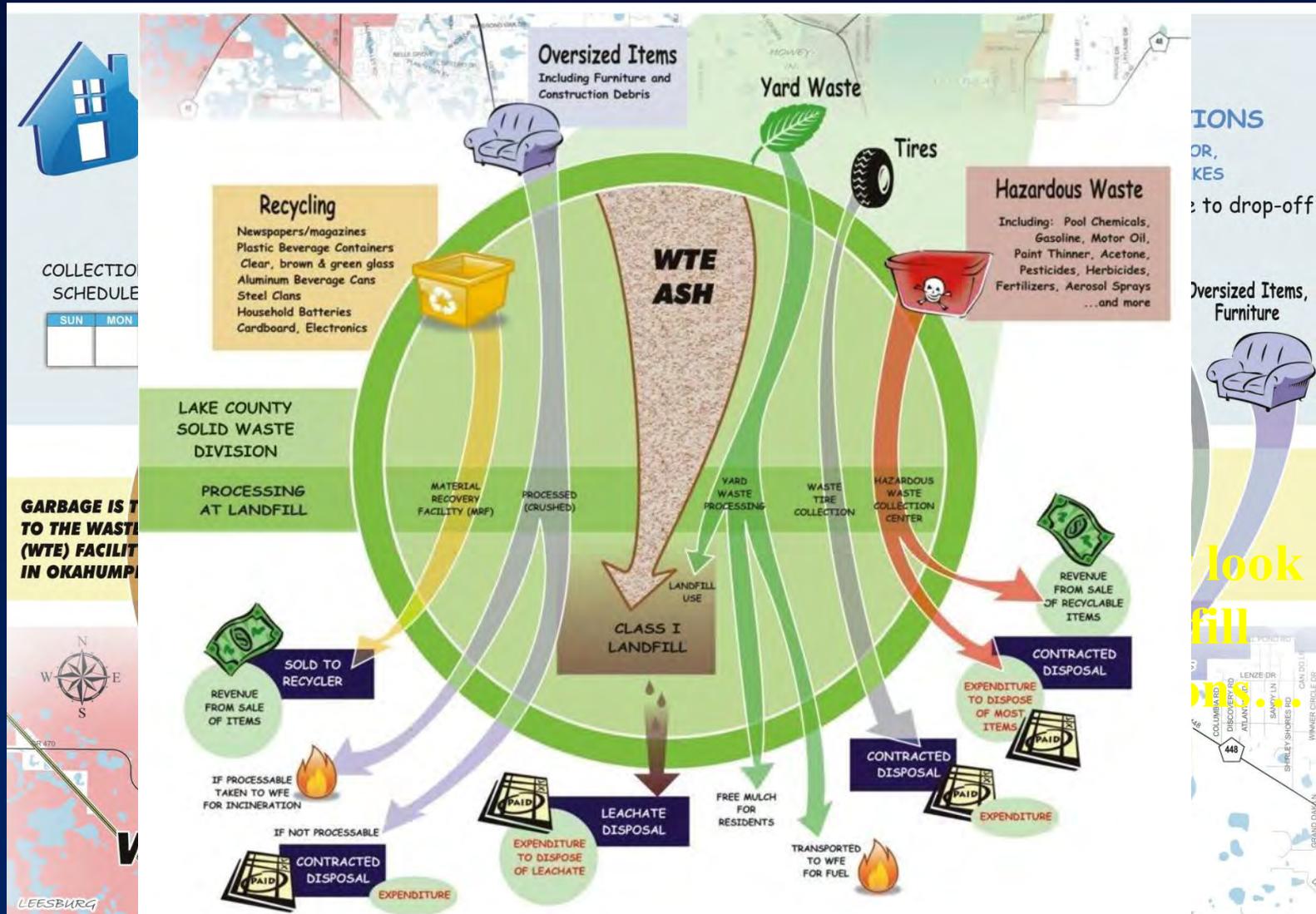


- Existing Solid Waste Collection System
- SWATF recommendations
- Action Plan

Non-Commercial Waste Collection In Unincorporated Lake County



LAKE COUNTY
FLORIDA

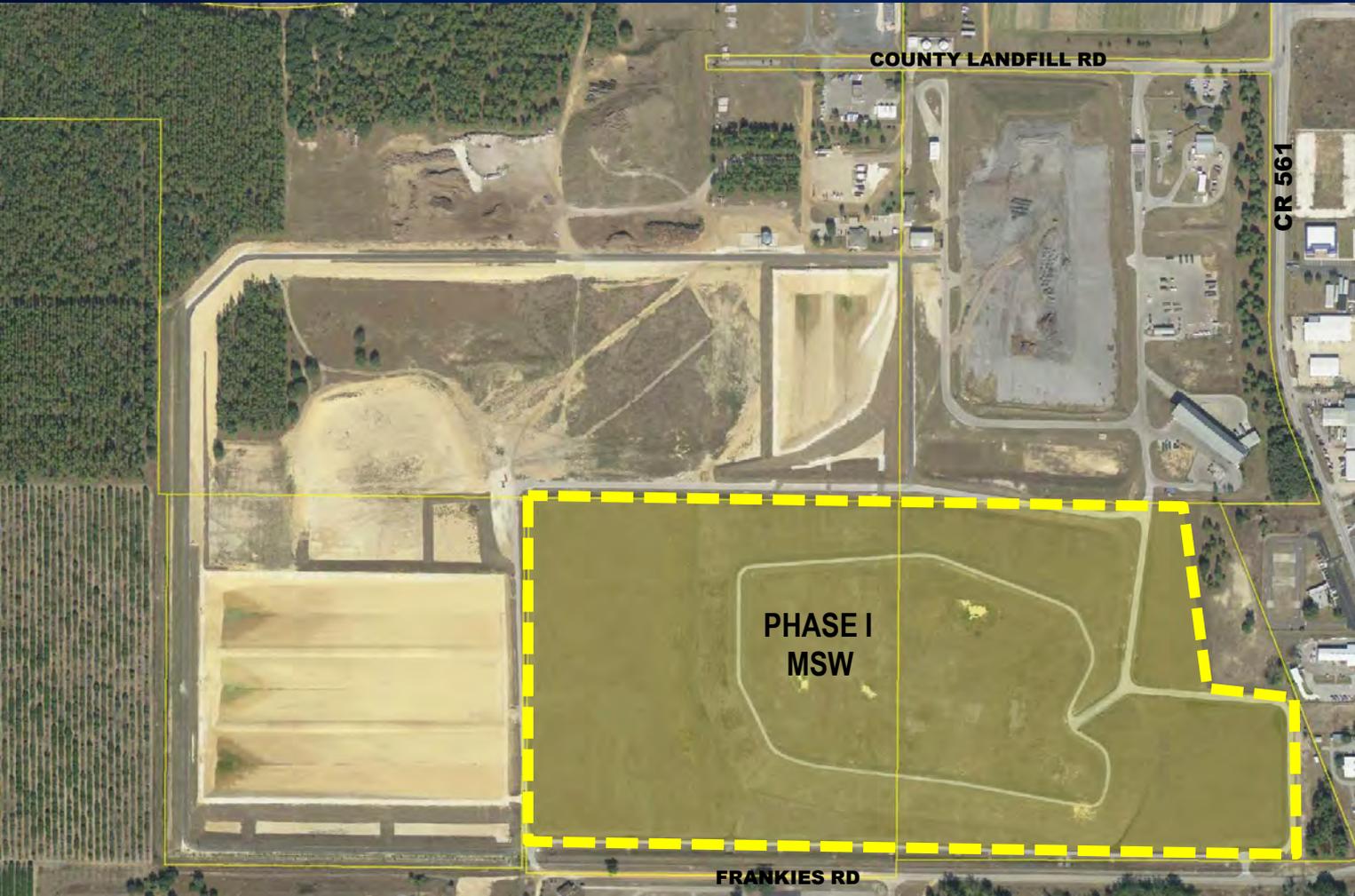


Solid Waste Collection System (Continued)



- County divided into three collection districts servicing 67,100 residential units with two franchised haulers
- Current collection system is unlimited twice a week garbage/yard waste and once a week recycling
- Bulk items (i.e. sofas, refrigerators, etc.) upon request

Central Facility



CENTRAL PHASE I LANDFILL

BEGAN OPERATIONS
1972

CLOSED
1995

ACRES
80

PERCENT FILLED
100%

REMAINING LIFE
0

Central Facility



CENTRAL PHASE II LANDFILL

BEGAN OPERATIONS
1991

CLOSED
PENDING

ACRES
16

PERCENT FILLED
99%

REMAINING LIFE
<1

Central Facility



CENTRAL PHASE III ASH CELL

BEGAN OPERATIONS
2011

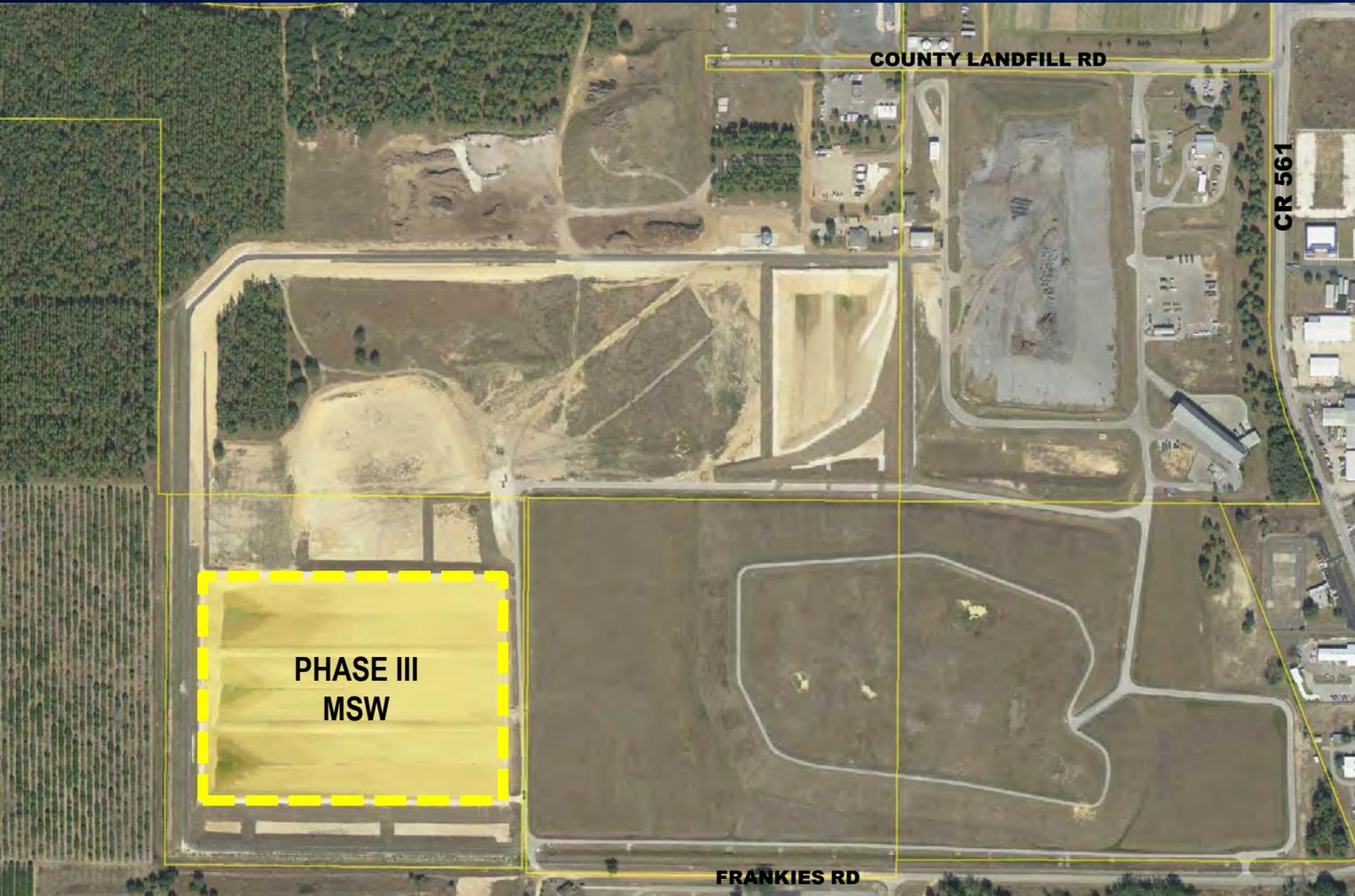
CLOSED
PENDING

ACRES
5

PERCENT FILLED
18%

REMAINING LIFE
5

Central Facility



CENTRAL PHASE III MSW CELL

BEGAN OPERATIONS
PENDING

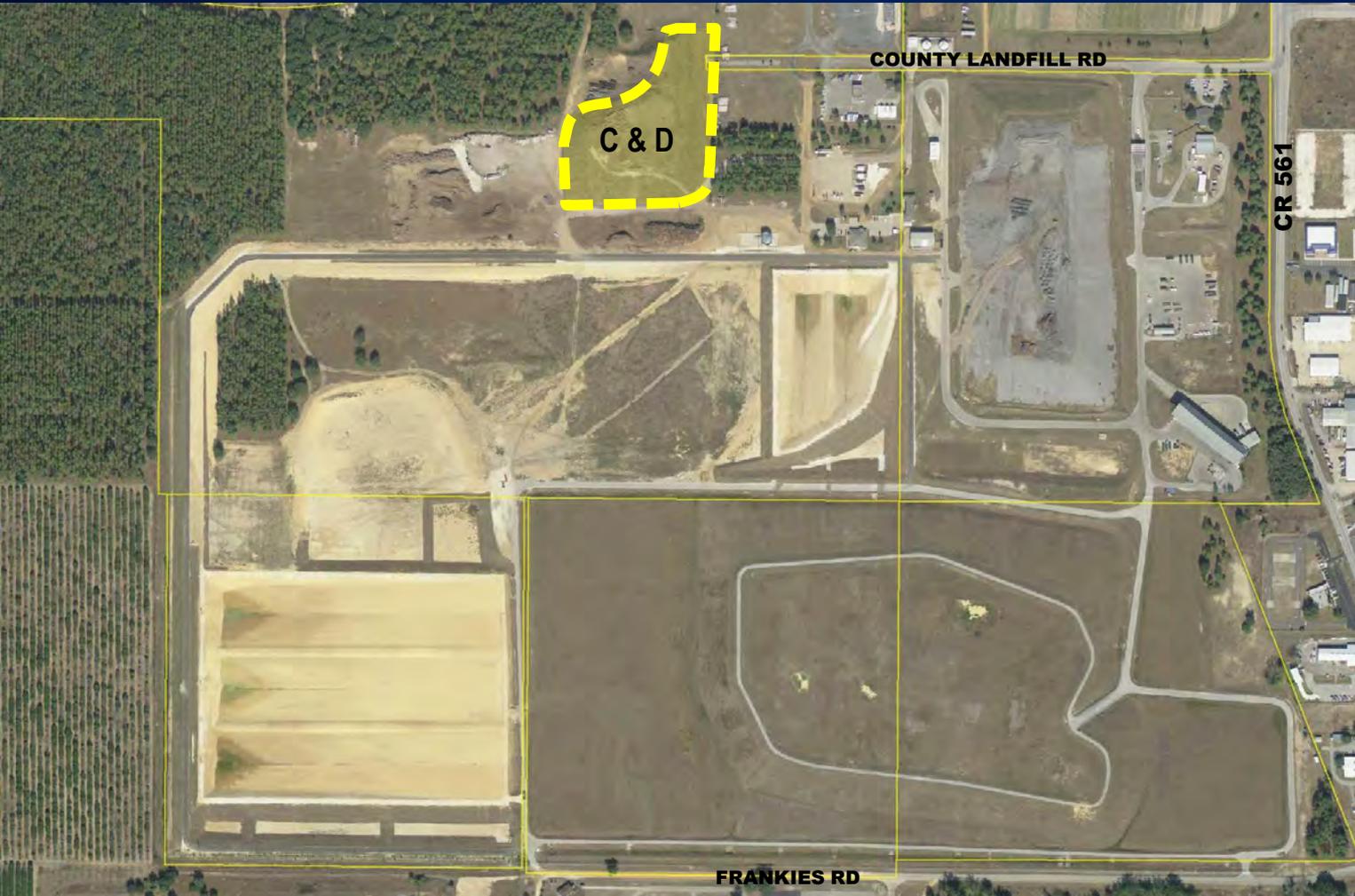
CLOSED
PENDING

ACRES
19

PERCENT FILLED
0%

REMAINING LIFE
20

Central Facility



CENTRAL C&D LANDFILL

BEGAN OPERATIONS
1994

CLOSED
PENDING

ACRES
6

PERCENT FILLED
85

REMAINING LIFE
3

Central Facility Continued

HOUSEHOLD HAZARDOUS WASTE COLLECTION



COUNTY LANDFILL RD

CR 561

FRANKIES RD



CUSTOMER CONVENIENCE CENTER



CENTRAL PHASE II LANDFILL



E-WASTE COLLECTION



HOUSEHOLD HAZARDOUS WASTE MOBILE UNIT

Drop-Off Facilities



Rolling Acres



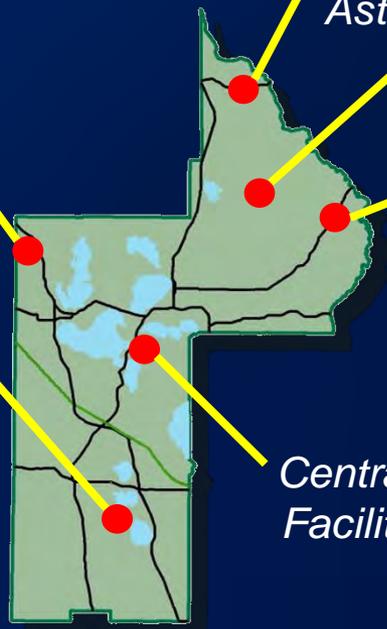
Astor



Paisley



Loghouse



Central
Facility



Pine Lakes

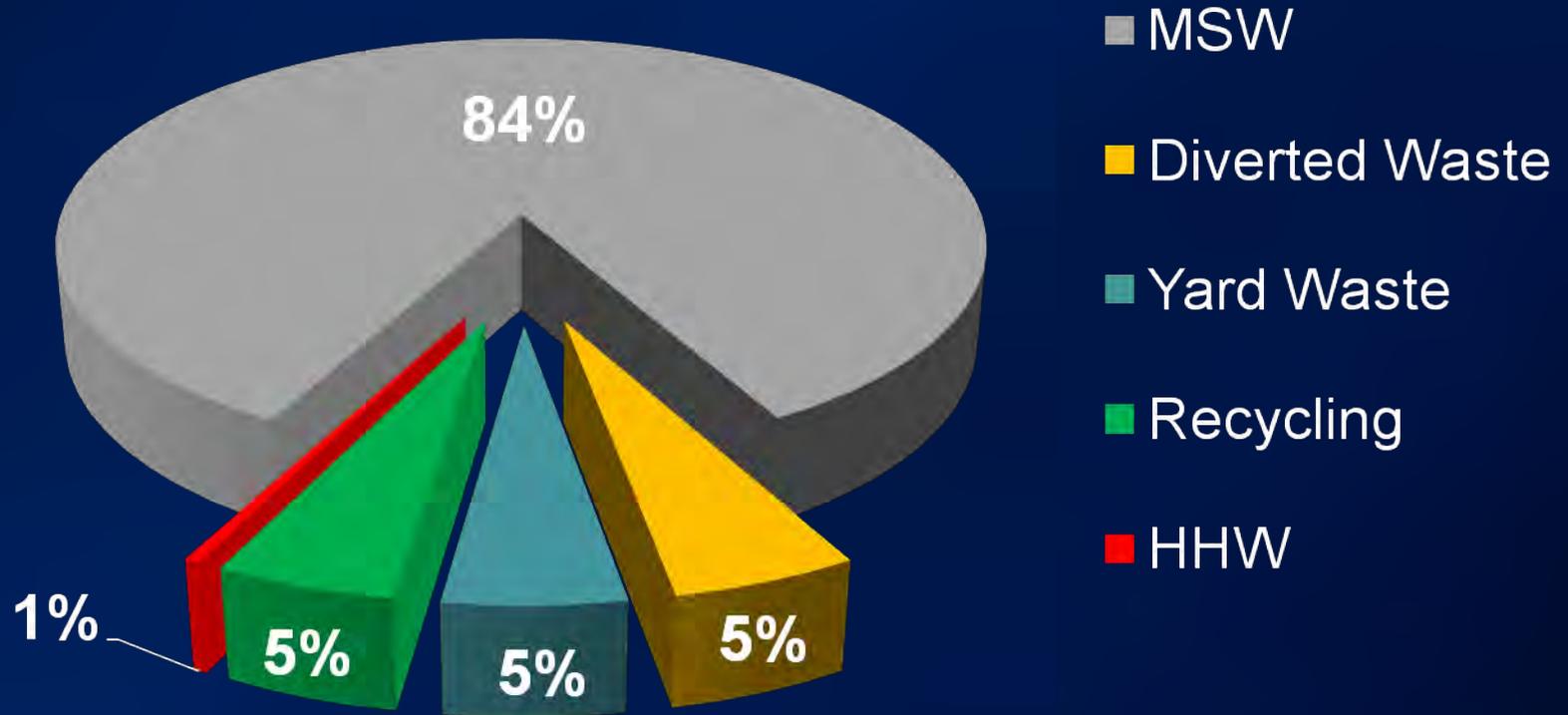
Lake County Solid Waste System

FY 10/11



- Municipal Solid Waste (MSW) to Covanta – 173,000 Tons
- Diverted MSW to Central Facility – 10,756 Tons
- Yard Waste – 10,533 Tons
- Recycling – 10,370 Tons
- Household Hazardous Waste (HHW) – 916 Tons

Lake County Solid Waste System FY 10/11



Solid Waste Alternatives Task Force Committee (SWATF)



- On September 15, 2009 the BCC approved the creation of the SWATF
- Committee consisted of individuals from the private sector of Lake County
- May of 2010 through July of 2011 the committee held 24 meetings evaluating solid waste collection and disposal options available in 2014
- Committee also examined the economics, efficiency and feasibility as well as environmental issues
- September 20, 2011 committee submitted 22 recommendations to the BCC

SWATF Committee Members



1. Curtis A. Binney, CPA, Chairman
2. Brenda Boggs, Vice Chairman
3. Chloe Gentry
4. Dan Gorden
5. Donald R. Taylor
6. Lindell Ray Dorsett
7. Richard Grier

SWATF Recommendations

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Solid Waste Community Programs	<i>Recommendations</i>	<i>21 - 22</i>



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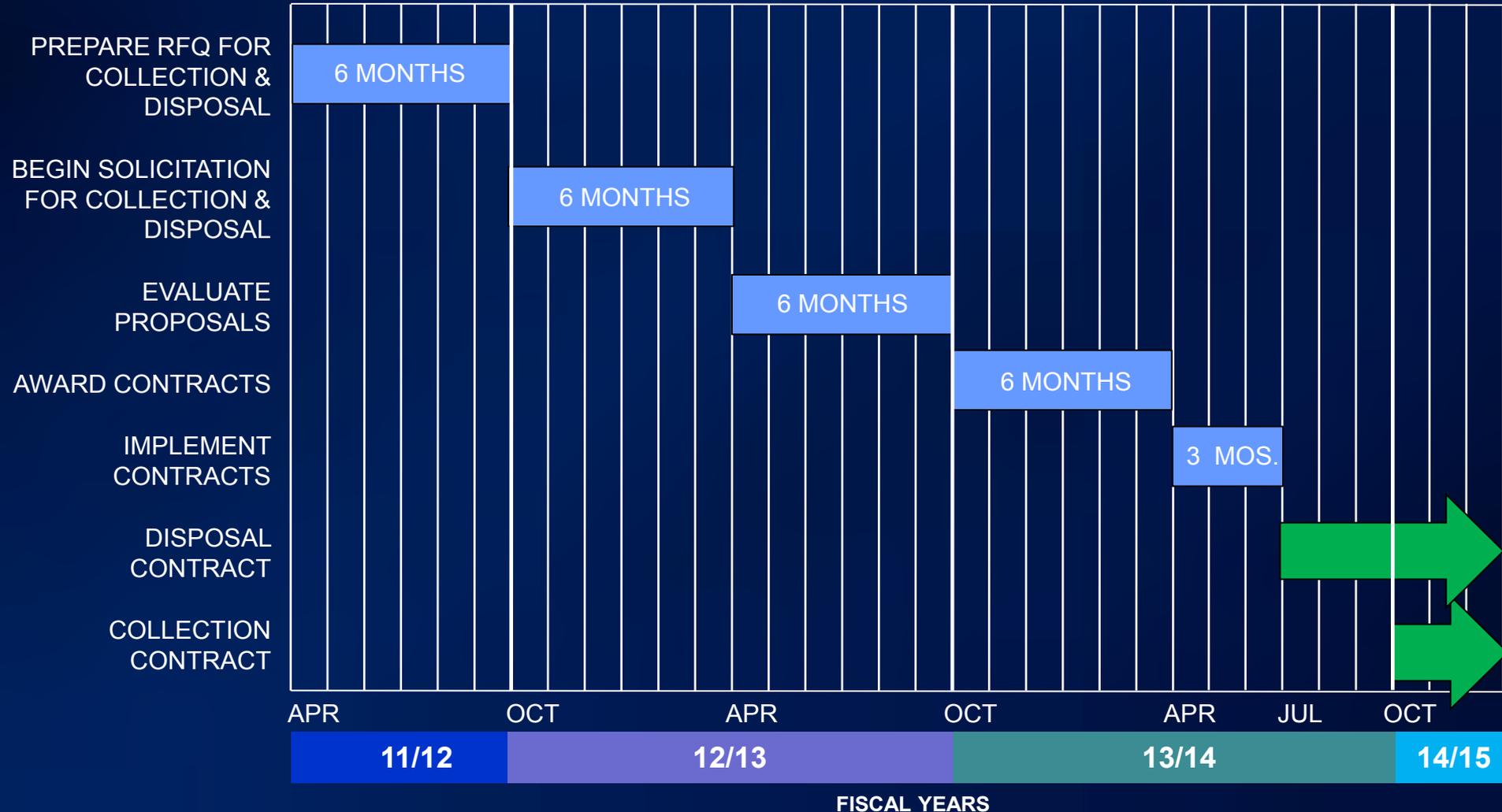
Solid Waste Collection

Franchised Haulers Agreements



- 1993 – Contracts signed with three haulers for the collection of MSW for unincorporated residents and commercial businesses
- 2001 – Contracts were modified
- 2002 – Universal collection implemented
- 2009 – Renewed contract with two haulers
- 2014 – Contracts expire with one additional five year renewal option at the County's discretion

Projected Timeline



SWATF - Recommendation 1



Continue the existing policy of Universal Collection where all residential units in the unincorporated County are required to have curbside collection service.

STAFF:

Concurs with recommendation

REQUEST:

BCC

Continue to proceed

SWATF - Recommendation 2



Continue with exclusive franchised Residential and Commercial Collection districts based on regional efficiency and a minimum of 2 haulers.

- Continue with existing services/haulers through September 30, 2019?
- Solicit for competitive procurement?

STAFF:

Concurs with recommendation

REQUEST:

BCC

Direction needed

SWATF - Recommendation 3



Provided economically feasible, institute mechanized collection for solid waste.

- Cart sizes – 96, 64, 48 gallon
- Variable vs Fixed Cart prices
- Rural areas/community stops

STAFF:

Concurs with recommendation

REQUEST:

BCC

Authorization to solicit for competitive procurement

SWATF - Recommendation 4



Establish mechanized collection of residential single-stream curbside recycling

- Mechanized single-stream curbside recycling
- Cart sizes – 96, 64, 48 gallon

STAFF:

Concurs with recommendation

REQUEST:

BCC

Authorization to solicit for competitive procurement

Recycling Systems



- Currently dual sort system
 - 18 gallon bins
 - Commodity types – Aluminum and steel cans, glass food & beverage containers, plastics containers #1 - #7 with neck, newspaper, magazines, cardboard, paste board, household batteries
- Proposed single-stream system
 - 96, 64, 48 gallon carts
 - Commodity types – All aluminum food & beverage containers, glass food & beverage containers, steel cans, plastics #1-#7, newspaper, magazines, cardboard, paste board, **telephone books, catalogs, books, printer paper, copier paper, mail, all other office paper without wax liners, no household batteries**

SWATF - Recommendation 5



Institute once per week garbage and once a week recycling and implement once per week yard waste pickup where there is mechanized collection and other areas where feasible.

- Current collection process is unlimited twice a week garbage/yard waste, and once a week recycling

STAFF:

Concerns

- Marginal savings
- Potential odors

REQUEST:

BCC

Direction needed

SWATF - Recommendation 6



Require franchised haulers to offer commercial recycling and recycling education to all customers.

STAFF:

Concurs with
recommendation

REQUEST:

BCC

Authorization to
proceed

SWATF - Recommendation 7

Maintain residential bulk item collection upon request.



STAFF:

Concurs with
recommendation

REQUEST:

BCC

Continue to proceed

SWATF - Recommendation 8



Continue household hazardous waste, electronic waste, and pharmaceutical waste collection for residential.

STAFF:

Concurs with recommendation

REQUEST:

BCC

Continue to proceed

SWATF – Recommendation 8 (Continued)



Maintain the small quantity generators program, including a minimum of 26 community collection events per year at convenient locations.

Community collection events from April 2011 through October 2011

Total pounds of HHW collected:	30,100
Total hours:	<u>21</u>
Pounds collected per hour:	1,433

STAFF:

Concurs with recommendation

REQUEST:

BCC
Authorization to proceed

SWATF – Recommendation 8 (Continued)



Evaluate residential curbside pickup of household hazardous waste and implement such curbside pickup if economically feasible.

STAFF:

Concurs with recommendation

REQUEST:

BCC
Authorization to proceed

SWATF - Recommendation 9



Continue offering
Convergence Centers
with days and hours of
operations based on demand
with consideration given
to privatization.

- Funded by General Fund after FY 2014
- Operational days/hours
- Cost of operations including 5 year improvement plan

STAFF:

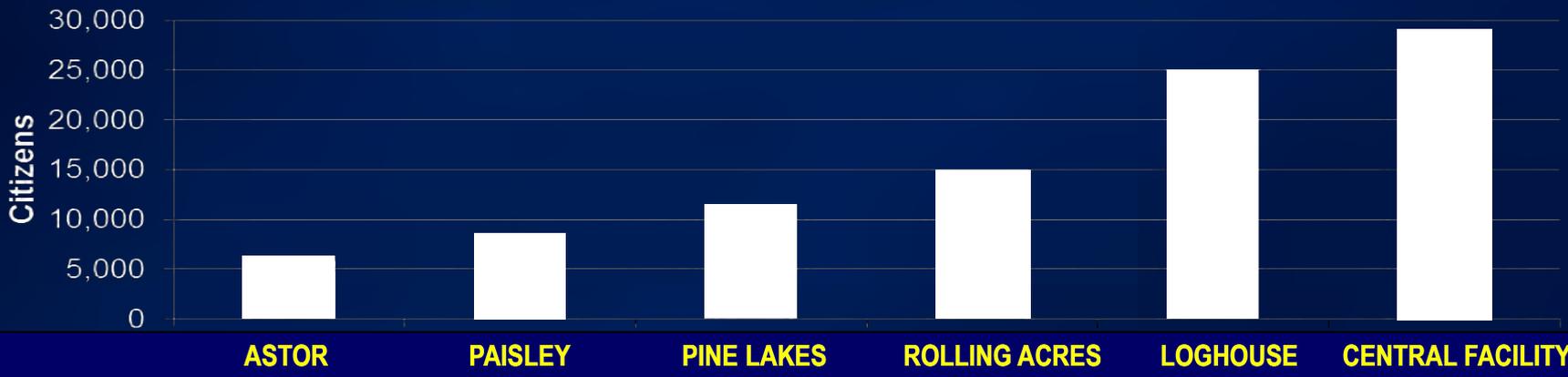
Concurs with
recommendation

REQUEST:

BCC
Direction needed

Drop-off Locations and Citizen Utilization

SWATF – Recommendation 9 (Continued)



	ASTOR	PAISLEY	PINE LAKES	ROLLING ACRES	LOGHOUSE	CENTRAL FACILITY
SUN						<i>Hours Change</i>
MON		<i>Hours Change</i>	<i>Hours Change</i>		9:30 AM – 7PM	7:30 AM – 7PM
TUE	7:30 AM – 5 PM			7:30 AM – 5 PM	7:30 AM – 5 PM	7:30 AM – 5 PM
WED		9:30 AM – 7PM			9:30 AM – 7PM	7:30 AM – 7PM
THU			9:30 AM – 7PM	9:30 AM – 7PM		7:30 AM – 5 PM
FRI						7:30 AM – 7PM
SAT	7:30 AM – 5 PM	7:30 AM – 5 PM	7:30 AM – 5 PM	7:30 AM – 5 PM	7:30 AM – 5 PM	7:30 AM – 5 PM

REMOVED DAY

ADDED DAY

SWATF - Recommendation 9 (Continued)



5 year improvement plan includes:

- More efficient layout
- Asphalt surface, striping and signage
- Facility and equipment upgrades

Summary of Collection Issues



Recommendations:

- # 1 Universal Collection
- # 2 Continue with 2 hauler minimum
- # 3 Mechanized Collection
- # 4 Establish Mechanized Single-Stream Recycling
- # 5 One, One and One
- # 6 Commercial Recycling/Education
- # 7 Maintain residential bulk collection
- # 8 Continue household hazardous waste
- # 9 Continue offering Drop-off Centers

End of Collection

10 Minute Break

Beginning of Disposal



LAKE COUNTY
FLORIDA

Solid Waste Disposal

Waste to Energy – Covanta



Principle Disposal Site until July 1, 2014



Covanta Contract Timeline



1. 1988 – County signs agreement contract with Company (Covanta predecessor)
 - a) Contract is a Service Agreement
 - b) Company owns plant and agrees to process waste for Lake County
 - c) Waste to be reduced by approximately 70%
 - d) County pays for the service and agrees to dispose of ash
 - e) Facility financed by Industrial Revenue Bonds
 - f) County payment based on many factors, including debt service on bonds
 - g) Most risks of operation fall on County.

Covanta Contract Timeline (Continued)



2. 2001-02 – County increasingly unhappy with escalating costs; initiates litigation to terminate, modify or obtain information regarding company operations.
 - a.) During litigation Company files for bankruptcy and litigation is moved to bankruptcy court.
 - b.) Litigation allows County to discover undisclosed 3rd party who is party to contract.
 - c.) Trial in New York between Company and 3rd party; County involved on side of Company. Company prevails and 3rd party no longer involved in contract.

Covanta Contract Timeline (Continued)



3. 2004 – County and Company settle lawsuit, leading to significant savings (estimated at \$30 million over remaining term of contract) to County.
4. 2013 – County payment to Company will decrease as debt service is paid off.
5. 2014 – Contract expires July 1, 2014. At that point neither County nor Company is obligated to each other in any way.

SWATF - Recommendation 10



Priority should be placed on volume reduction which will result in maximizing the useful life of the Central Facility.

- See recommendations 10a, 10b, and 10c

STAFF:

Concurs with recommendation

REQUEST:

BCC Consensus

SWATF – Recommendation 10a (Continued)



Reduce the amount of volume and by-product disposal through recycling of Municipal Solid Waste, Household Hazardous Waste, Electronic Waste, and reuse of yard waste.

- Use Central Facility for all unincorporated residential waste
- No flow control for all unincorporated commercial waste

STAFF:

Concurs with recommendation

REQUEST:

BCC

Authorization to proceed

SWATF – Recommendation 10b (Continued)



Alternative Disposal – Further reduce volume through disposal options such as Waste-to-Energy, bio-reactor landfill, and future technologies that further reduce volumes.

- Example: 70-75% reduction by weight when utilizing WTE and a 90% volume reduction

STAFF:

Concurs with recommendation

REQUEST:

BCC

Continue to monitor

SWATF - Recommendation 10c (Continued)



Transfer remaining waste to a State permitted location to reduce the amount going to the Central Facility.

STAFF:

Concurs with recommendation

REQUEST:

BCC

Authorization to proceed

SWATF - Recommendation 11



Enhance the current program of disposing of hazardous waste and electronic waste from the waste stream through a State approved facility.

STAFF:

Concurs with
recommendation

REQUEST:

BCC
Continue to proceed

SWATF - Recommendation 12



Increase recycling of residential and commercial waste through single-stream recycling, with all recycling to be processed through a private vendor.

STAFF:

Concurs with recommendation

- Cannot franchise commercial recycling

REQUEST:

BCC
Authorization to proceed

SWATF - Recommendation 13



Increase the reuse of yard waste.
Promote residential composting,
including possible aid in the form
of assistance with setup.

- Composting
- Assistance program for residential composting

STAFF:

Concurs with
recommendation

REQUEST:

BCC
Authorization to
proceed

Yard Waste Composting Facility (C & C Peat Co., Inc.)



LAKE COUNTY
FLORIDA



SWATF - Recommendation 14



Minimize the use of the Central Facility to maximize its useful life.

STAFF:

Concurs with recommendation

REQUEST:

BCC

Authorization to proceed

SWATF - Recommendation 15



Simultaneously negotiate with Covanta, other private entities engaged in waste disposal, and private entities involved in volume reduction/reuse/recycling, and determine pricing for all of these options and compare such pricing with the cost of continuing to operate the Central Facility.

STAFF:

Concurs with recommendation

REQUEST:

BCC

Authorization to proceed

SWATF - Recommendation 16



Base the decision on how to dispose of solid waste on a variety of factors, including cost and environmental concerns.

- See recommendations 16a, 16b, 16c, and 16d

STAFF:

Concurs with recommendation

REQUEST:

BCC Consensus

SWATF – Recommendation 16a (Continued)



Avoid disposal contracts that obligate the County to deliver a mandated amount of waste, unless the risk and benefits are thoroughly evaluated and understood.

STAFF:

Concurs with
recommendation

REQUEST:

BCC Consensus

SWATF – Recommendation 16b (Continued)



Prior to the entry of any disposal contract, an environmental analysis must be conducted, evaluating environmental impacts of that disposal method as well as other alternatives. Adverse environmental factors may justify choosing a more expensive disposal option in appropriate cases.

STAFF:

Concurs with
recommendation

REQUEST:

BCC Consensus

SWATF – Recommendation 16c (Continued)



Avoid long-term contracts that create unjustifiable risk to the County.

STAFF:

Concurs with
recommendation

REQUEST:

BCC Consensus

SWATF – Recommendation 16d (Continued)



Utilize a planning horizon of at least 30 years.

STAFF:

Concurs with
recommendation

REQUEST:

BCC Consensus

Summary of Disposal Issues



Recommendations:

- #10 Volume Reduction
- #11 Enhance Hazardous Waste/E-Waste Program
- #12 Increase Residential Recycling
- #13 Increase reuse of yard waste/composting
- #14 Minimize use of Central Facility
- #15 Simultaneously Negotiate with Covanta and other private entities engaged in waste disposal
- #16 Costs & Environmental Factors

End of Disposal

10 Minute Break

Beginning of Financial

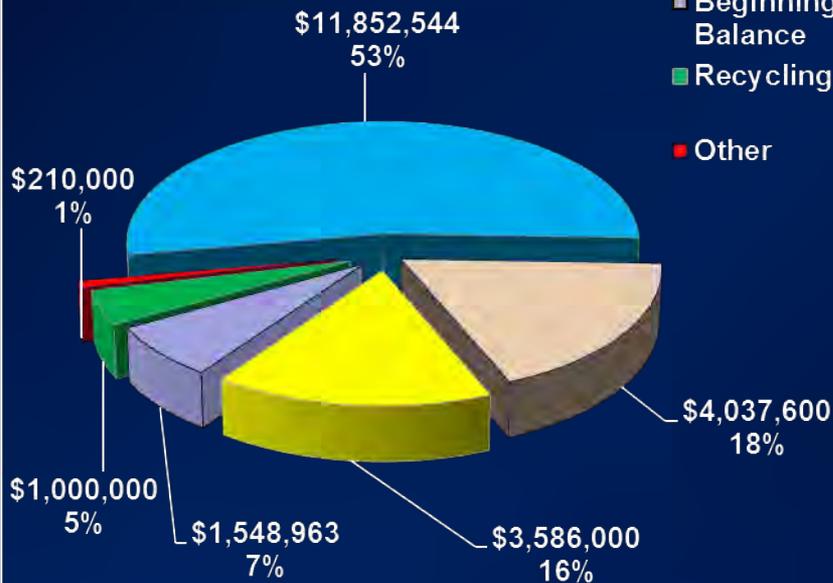
Solid Waste Financial

Solid Waste Division FY2012 Budget



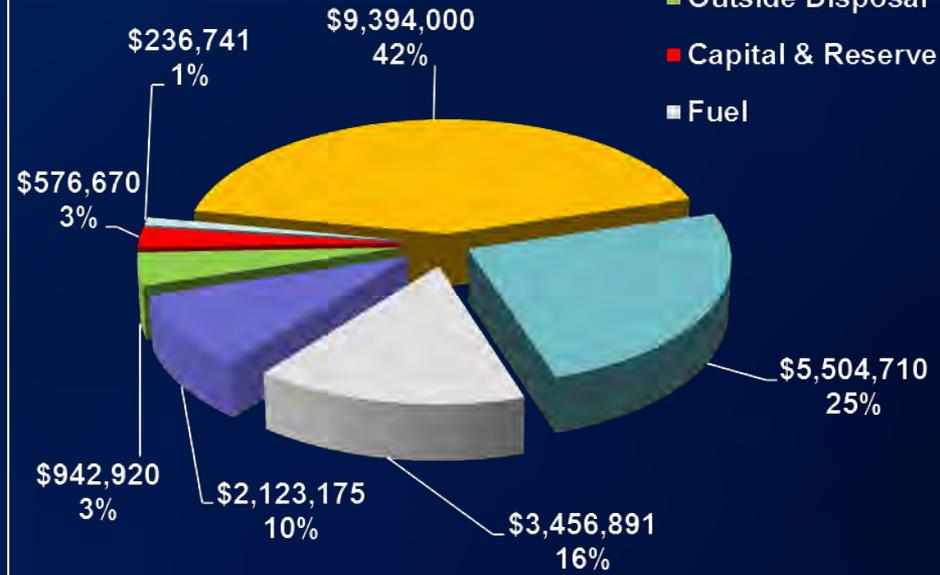
Revenues - \$22,235,107

- Special Assessment
- Tipping Fees
- General Fund
- Beginning Fund Balance
- Recycling
- Other

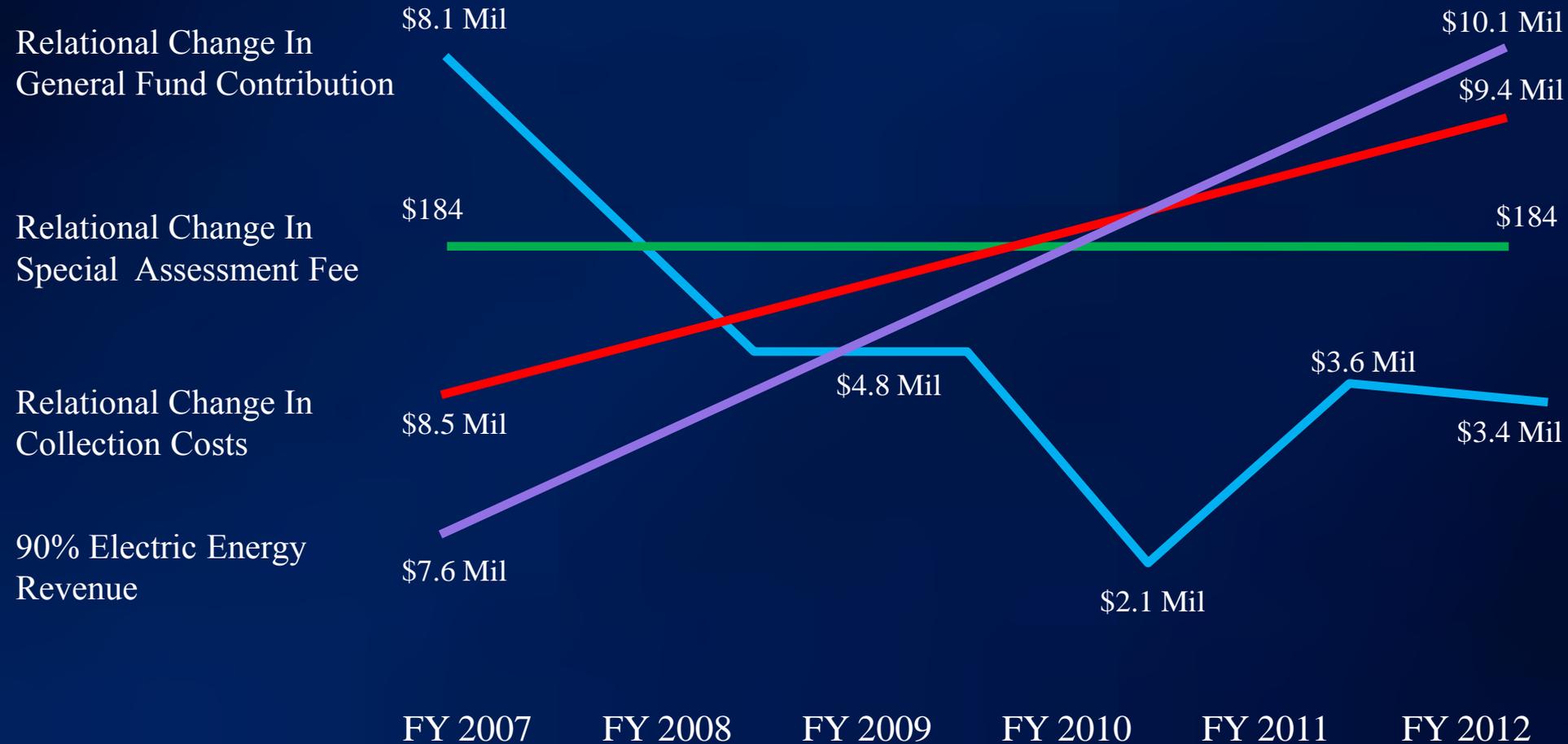


Expenditures - \$22,235,107

- Hauler
- Covanta
- Loans / Transfers
- Payroll
- Outside Disposal
- Capital & Reserve
- Fuel



Revenue Vs Collection Expense Analysis



Lake County Solid Waste Services / Assessment

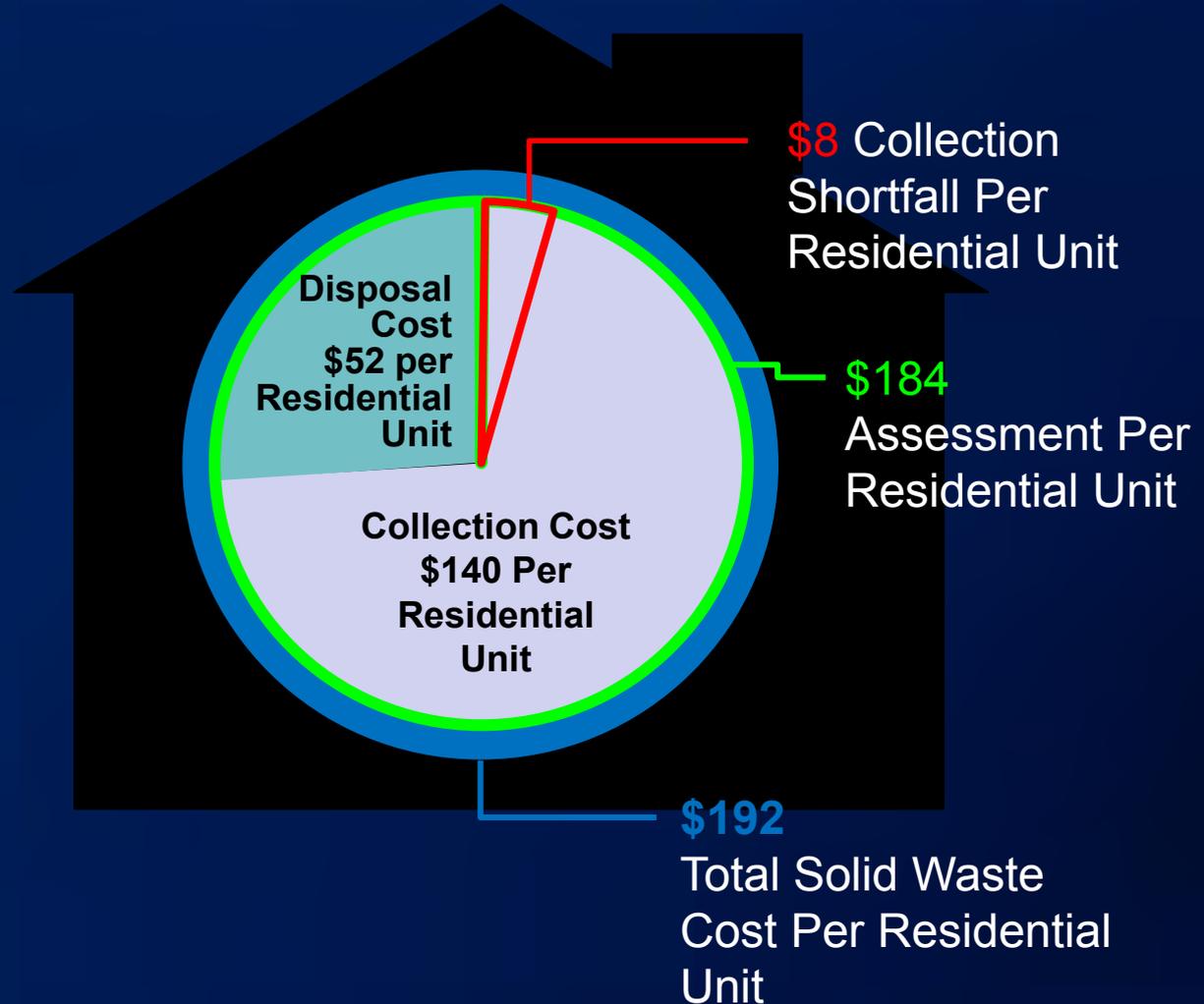


SOLID WASTE COSTS

- Disposal Cost
- Collection Cost

FUNDING

- Funded With Assessed Funds
- Shortfall



Contractual Obligations



- Covanta bond payment ends October 2013
- Covanta Agreement ends July 1, 2014
- Haulers Agreement ends September 30, 2014

SWATF - Recommendation 17



Ensure the Solid Waste Assessment covers all enterprise fund costs except as noted below.

- a. Keep the Special Assessment on the tax bills.
- b. Set annual residential and commercial rates based on prior year actual costs and projection of future costs.
- c. Establish a reserve fund for extraordinary costs due to hurricanes or other catastrophic events.

STAFF:

Concurs with recommendation

REQUEST:

BCC
Authorization to proceed

SWATF - Recommendation 18



County-wide Programs to be funded from the General Fund.

- a. Collection and disposal of Hazardous, Electronic, and Pharmaceutical Wastes
- b. Six (6) Solid Waste ~~Convergence Centers~~ **Convergence Centers** (all or part)
- c. Solid Waste Education Programs

STAFF:

Concurs with recommendation

REQUEST:

BCC

Direction needed

SWATF - Recommendation 19



Work with cities to provide coordinated collection and disposal system.

STAFF:

Concurs with recommendation

REQUEST:

BCC

Authorization to proceed

SWATF - Recommendation 20



Establish stable multiple year financial/budget plan.

■ 5 - 7 - 9 years

STAFF:

Concurs with recommendation

REQUEST:

BCC
Authorization to proceed

Summary of Solid Waste Financial



Recommendations:

- #17 Ensure Solid Waste Assessment covers Enterprise Fund Costs
- #18 County-wide Programs funded from General Fund
- #19 Work with Cities Collection/Disposal System
- #20 Establish multiple year financial/budget plan

Solid Waste Community Programs

SWATF - Recommendation 21



Enhance the Solid Waste education for all components of the waste stream to the general public.

STAFF:

Concurs with recommendation

REQUEST:

BCC

Authorization to proceed

SWATF - Recommendation 22



Establish a program to inform residents of all Solid Waste accomplishments.

- Quarterly and Annual Reports

STAFF:

Concurs with recommendation

REQUEST:

BCC
Authorization to proceed

Summary of Community Programs



Recommendations:

#21 Enhance Solid Waste Education

#22 Establish Program to Inform Residents

Outcomes

Proposed Vision Statement



“To enhance Solid Waste collection and disposal Programs encompassing roadway litter, increased recycling awareness, code enforcement cleanups, hazardous waste collection, and partnering with local law enforcement for the collection of unwanted prescription medication.”

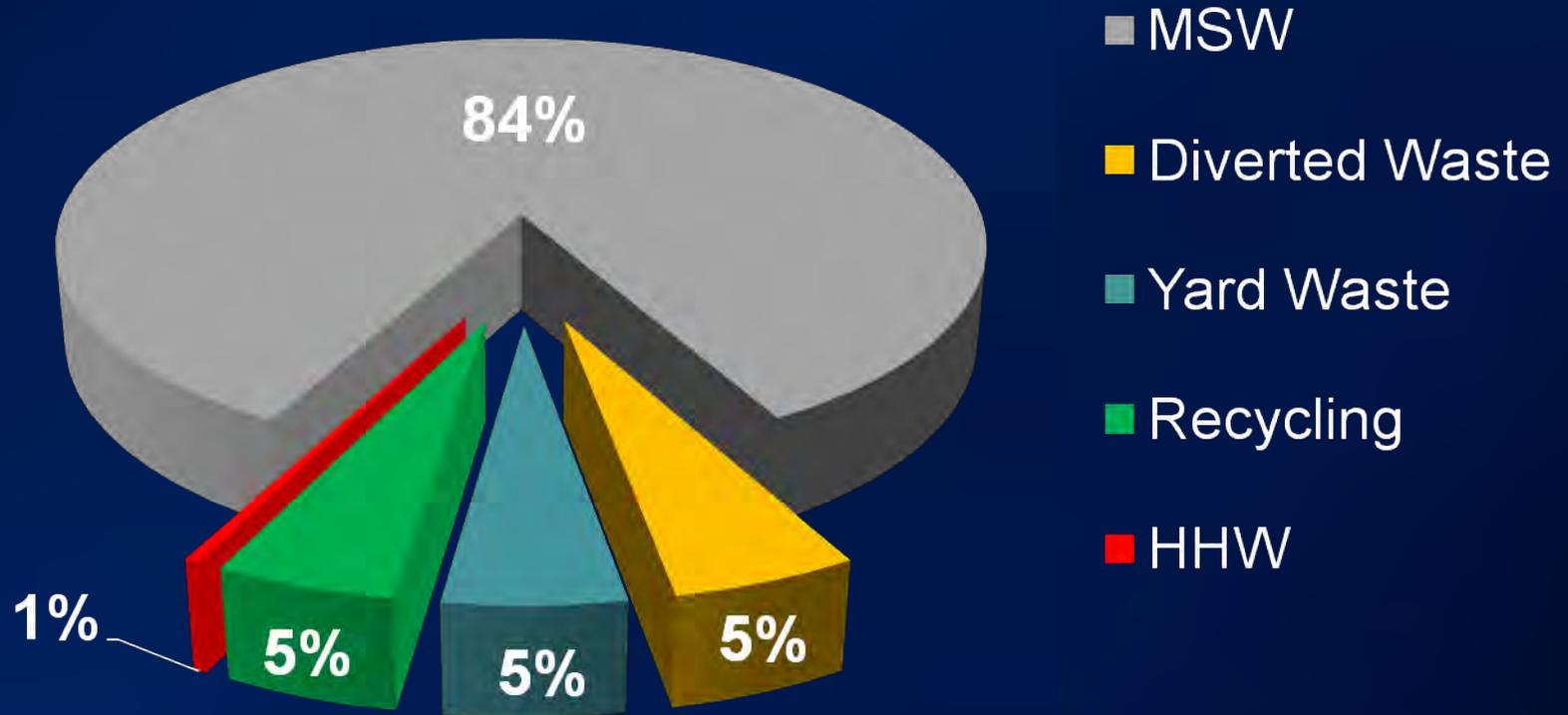
Lake County Solid Waste Division

Objectives



- Clean Up and Educate Lake County
- Properly dispose of hazardous materials
- Recycle efficiently and economically
- Composting of yard waste
- Reducing the waste stream
- Burn if economically feasible
- Bury as a last resort

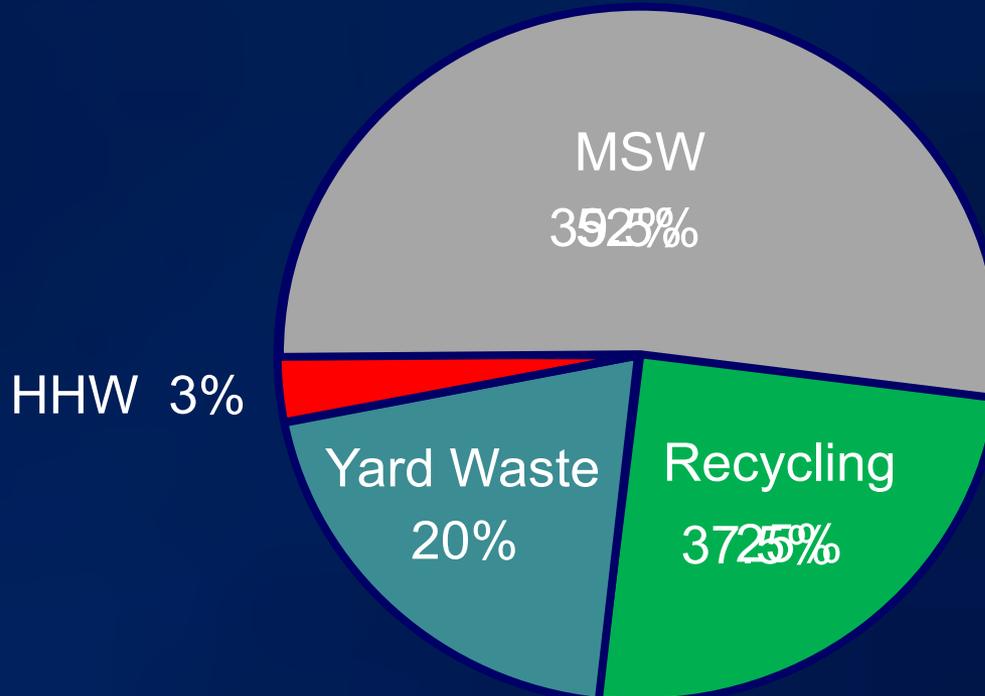
Lake County Solid Waste System FY 10/11



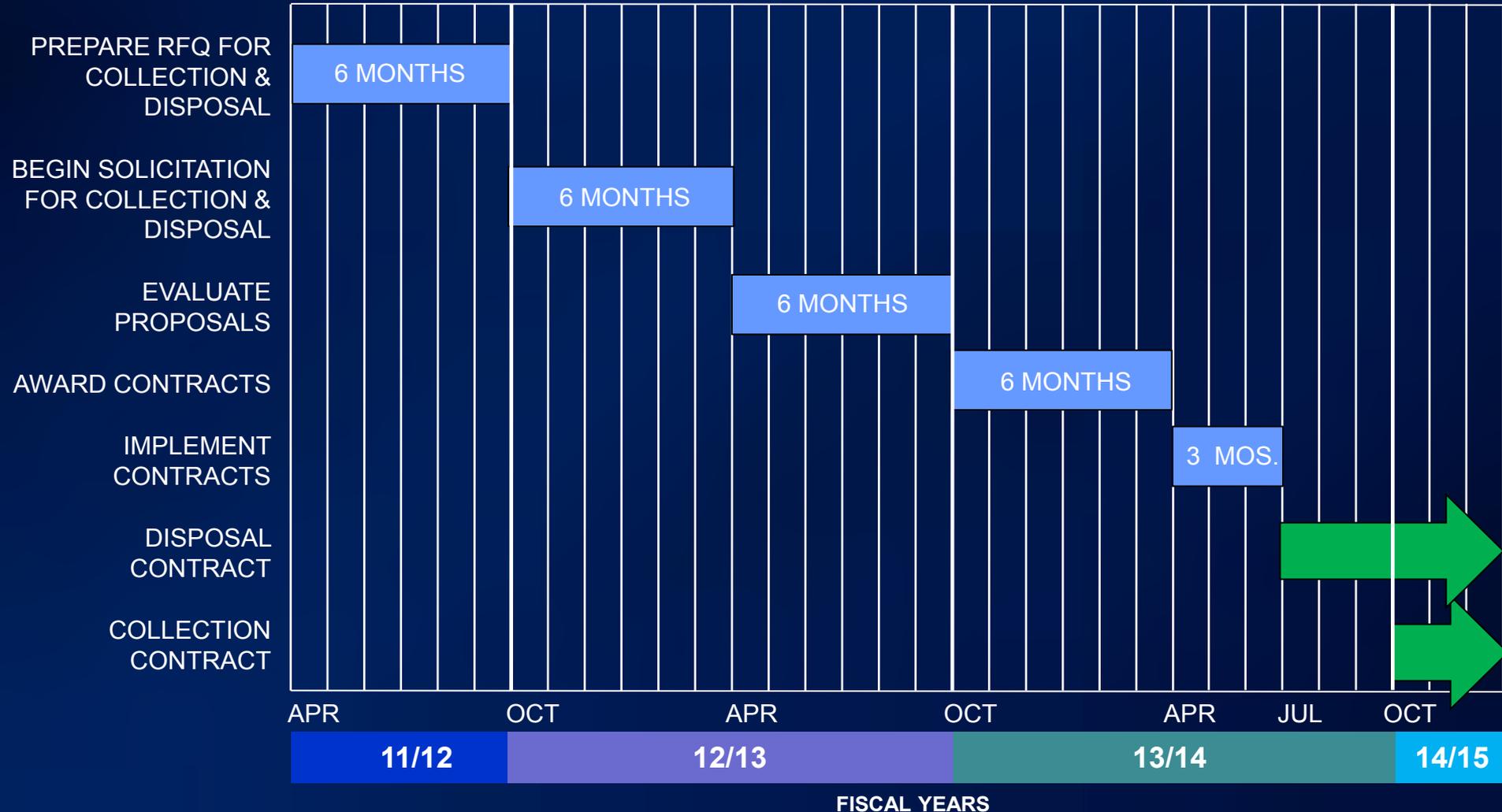
Lake County Future Solid Waste System Goals



FIRST YEAR GOAL 2005



Projected Timeline



Requested Action



- | | |
|--|--|
| 1. Universal Collection | |
| 6. Commercial Recycling Education | |
| 7. Maintain residential bulk collection | |
| 8. Continue household hazardous waste | |
| 10. Volume Reduction | |
| 11. Enhance Hazardous Waste | |
| 12. Increase Residential Recycling | |
| 13. Increase reuse of yard waste/composting | |
| 14. Minimize use of Central Facility | |
| 16. Costs & Environmental Factors | |
| 17. Ensure Solid Waste Assessment covers Enterprise Fund Costs | |
| 19. Work with Cities Collection/Disposal System | |
| 20. Establish Multiple year financial/budget plan | |
| 21. Enhance Solid Waste Education | |
| 22. Establish Program to Inform Residents | |

Requested Action (Requires Bidding)



2. Solicit for competitive procurement and continue with a two hauler minimum
3. Institute Mechanized MSW Collection
4. Establish Mechanized Single-Stream Recycling
5. One, One and One
9. Continue offering Convenient Centers
15. Simultaneously Negotiate with Covanta and other private entities engaged in waste disposal
18. County-wide Programs funded from General Fund

Requested Action



- BCC Approval to proceed with implementation of the Solid Waste Task Force Recommendations (March 2012)
- Approval to initiate competitive procurement solicitation for collection and disposal agreements (October 2012)
- Evaluate and present to the BCC options, vendors and pricing (June 2013)



LAKE COUNTY

FLORIDA

Thank you