

Walton County Municipal Solid Waste Overview



PREPARED FOR:

WALTON COUNTY BOARD OF COUNTY COMMISSIONERS

February, 2010

PREPARED BY:

Walton County
Public Works Division
Solid Waste Department
117 Montgomery Circle
DeFuniak Springs, Florida 32435
Phone 850-892-8108 Facsimile 850-892-8094

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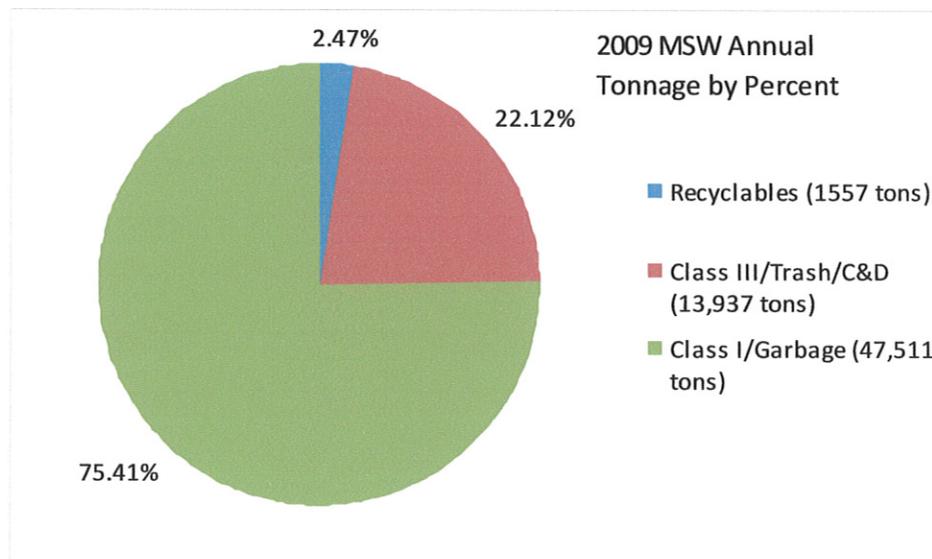
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I. Introduction

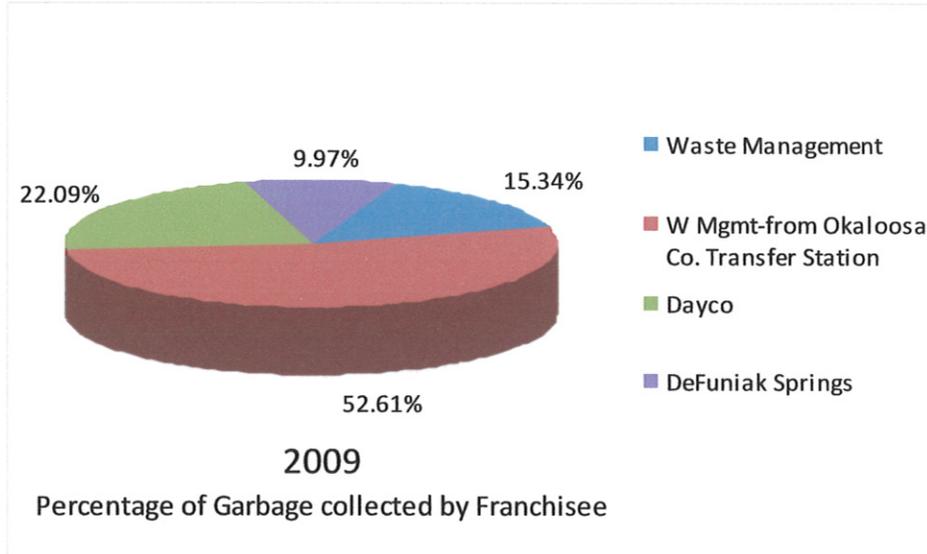
The purpose of this paper is to provide a general overview to the Board of County Commissioners (BCC) and the citizens of Walton County regarding the County's existing solid waste program. In June of 2009, the Board of County Commissioners authorized the Public Works Division to begin the process of updating the County's existing Solid Waste Strategic Plan. The last overall Solid Waste Strategic Plan update was conducted by DMG in 1994. The Walton County Public Works Division has been gathering data for the past several months in order to inform the BCC and the public of existing solid waste operations within the County. Understanding thoroughly the County's existing solid waste stream, operations, revenues and expenditures is the first step in fully evaluating a long term strategic plan for the County.

II. Solid Waste Projections

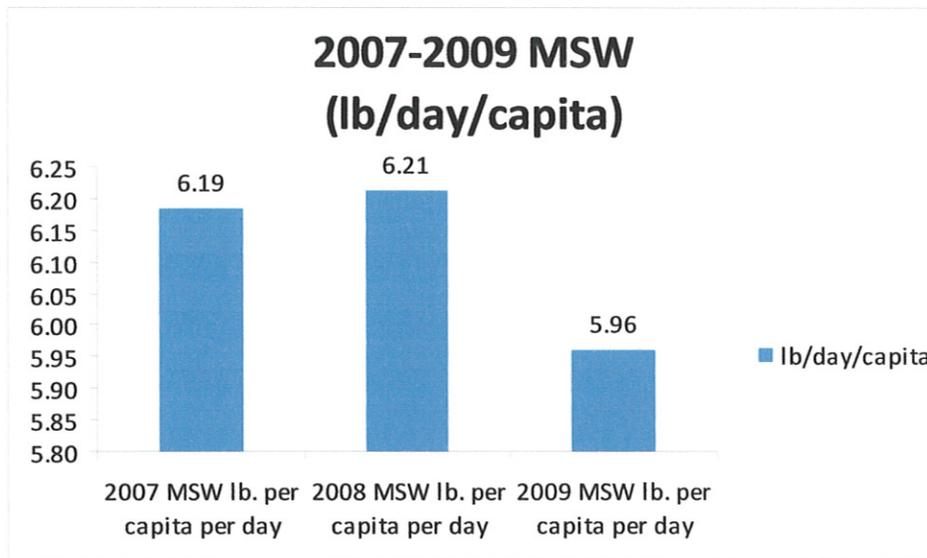
Tipping scale data provided by the landfill was evaluated to determine if the data being collected provides an adequate break out of all the various waste streams which the County is either collecting, recycling, or disposing of within the County. This evaluation does not include any of the solid waste stream amounts which may be diverted to private facilities for recycling or disposal within the County. The primary waste stream diverted to private landfills within the County appears to be the construction and demolition debris waste stream. Salvaged metals are also being diverted to private metals recycling facilities within the County. As construction and demolition debris was not being accounted for separately from the Class III waste stream a process is being implemented at the landfill now to account for this waste stream separately. Evaluation of the County's waste stream data for 2009 indicate the following results:



In 2009 the County collected, processed, recycled and/or disposed of approximately 63,005 tons of the municipal solid waste within the County.



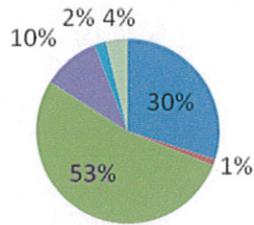
Percentage of garbage by tonnage collected by franchisee within the County.



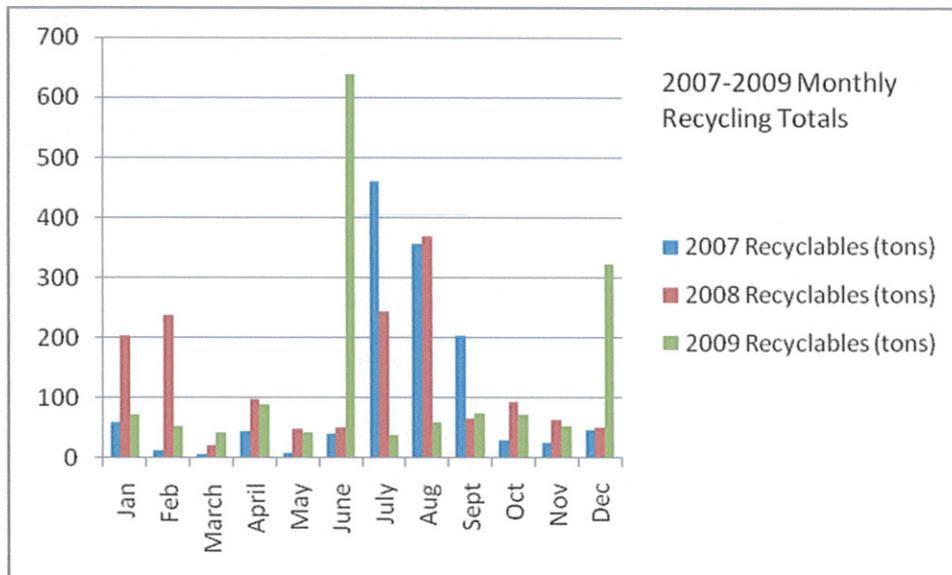
The municipal solid waste generated per person per day for 2009 was estimated to be 5.96 lb/capita/day based on dividing the annual yearly tonnage by the population from the adjusted 2000 Census Bureau data.

2009 Recycling Waste Stream by Percent Recycled (Tons)

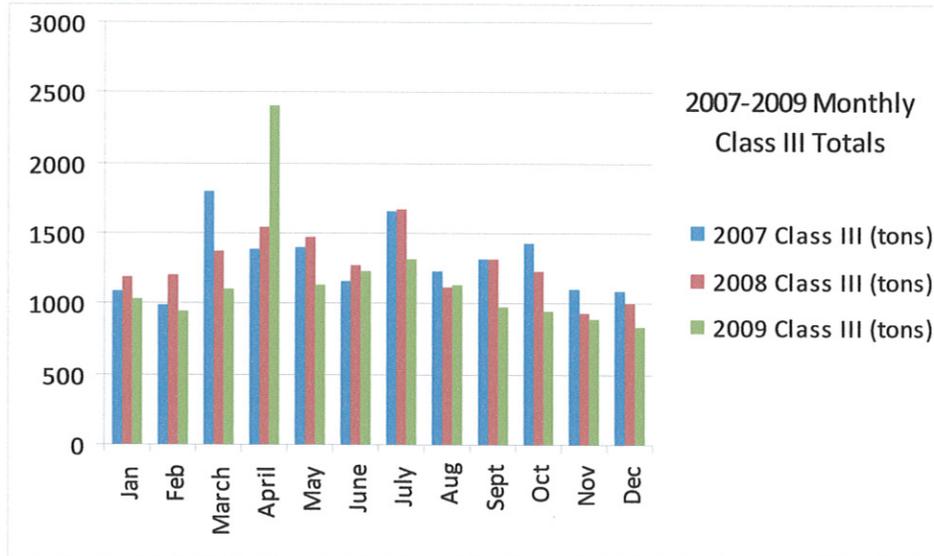
- Cardboard
- Aluminum cans
- Metal
- Newspaper
- Plastic
- Clear Glass
- Green Glass
- Bronze Glass
- Tires



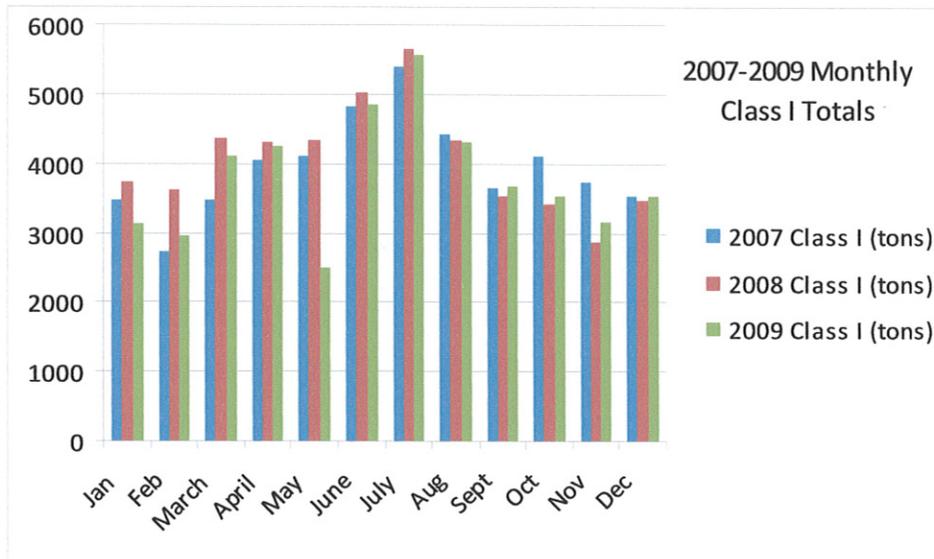
In 2009 approximately 2.47% or 1,557 tons were recycled out of the MSW stream within the County with the waste stream percentages shown above.



The average annual daily tonnage of recyclables in 2009 at the landfill was 4.3 ton/day.



The average annual daily tonnage of Class III waste in 2009 at the landfill was 38.2 ton/day.



The average annual daily tonnage of Class I waste in 2009 at the landfill was 130.2 ton/day.

III. Solid Waste Funding

Walton County Commissioner's adopted Ordinance 94-16 (see Appendix B), a small county surtax ordinance, on December 5, 1994. The one percent surtax went into effect on February 1, 1995 and the proceeds from the surtax were earmarked to provide for the collection and disposal of solid waste generated within the County. According to the minutes of the Special Workshop, December 5, 1994, Chairman Porter explained the intention of the surtax was to provide for the collection of residential garbage and the disposal of commercial and residential garbage, not to include construction and demolition debris (C&D), yard waste, and waste tires. See Appendix I.

Ordinance 02-12 (see Appendix C) was adopted on June 11, 2002 allowing for the small county surtax to be used, in addition to funding the collection of solid waste and disposal within the County, for economic development and incentives and other purpose needs as they arise in the future and are deemed appropriate by the Board of County Commissioners. To date proceeds from the surtax have been used for the jail addition and renovations, South Walton Substation construction, Courthouse addition and renovations, including the South Walton Courthouse Annex, and county road and bridge construction projects.



Proceeds from the one percent surtax have been decreasing from 2006 until 2008 with a slight increase in 2009 with an estimated decrease in 2010 of approximately \$700,000.

The cities of Freeport, Paxton, and DeFuniak Springs entered into interlocal agreements (see Appendix D) in January 1995 with Walton County to turn over the sales tax proceeds generated within City limits. In exchange for this revenue stream Walton County provides for the residential collection and disposal of the cities' solid waste stream with the exception of Construction and Demolition (C&D) debris and waste tires.

IV. Collection Services

The County currently has three franchise service areas (see Appendix E) and agreements (see Appendix F) with three waste haulers for the collection of solid waste within the County. The three waste haulers currently consist of the City of DeFuniak Springs, Dayco, and Waste Management.

DeFuniak Springs provides for collection within it's franchise area for weekly household garbage pickup and yard waste collection. White Goods and other bulky items are collected by the City (4) four times a year on an on-call basis.

Dayco provides within it's franchise area for weekly household garbage pickup. Residential yard waste is collected once a month as is White Goods and other bulky items.

In the Waste Management Franchise service area household garbage collection occurs twice weekly with residential yard waste collection once weekly. White Goods and bulky items within this service area are collected by the County on a call in basis by contacting the County landfill.

Walton County is billed monthly for the residential collection services provided by the City of DeFuniak Springs, Dayco, and Waste Management. Commercial businesses within all the franchisee areas are responsible for contracting with their individual franchise haulers for collection services and it is the responsibility of the individual haulers to bill and collect from commercial customers on a subscriber basis.

V. Recycling

The Solid Waste Management Act of 1988, Chapter 403, F.S., introduced reforms to solid waste management including mandates for recycling, various landfill prohibitions, and a 30% recycling goal for the state. Governor Crist signed the Florida Energy Bill, HB 7135, which among other things, increased the recycling goal to 75% by the year 2020. Additionally, it expands the definition of recycling to include municipal solid waste (MSW) used as a fuel in renewable energy. Walton County has a population of less than 100,000 however and is exempted from meeting this extreme recycling goal.

Presently curbside recycling is not provided by the County because of budgetary constraints associated with curbside recycling. Recycling is however provided by Walton County by way of strategically locating fifteen recycle trailers throughout the County for the residents to drop off their recyclables. The recycling trailers are collected weekly and brought to the County landfill transfer station where the recyclables are further sorted, baled, and then marketed for sale.

Recyclables are also recovered from the solid waste stream at the County Landfill's Materials Recovery Facility (MRF) prior to being loaded for transfer to the Jackson County landfill. In 2009 the County initiated a pilot program called the "Blue Bag Program" wherein blue recycle bags are provided free of charge to residents. Residents were encouraged to put their recyclables in the blue bags for easier pulling of recyclables at the MRF. Unfortunately, the Blue Bag Program, in which residents are encouraged to place the bags of recyclables out with the household garbage for pick up has not increased the volume of recycling within Walton County to date and may be discontinued because of budgetary constraints.

The County does receive a Small County Grant from the State to offset some of the costs of the recycling program. The percentage of MSW collected in Walton County during 2009 and recycled was 2.5 percent or 1557 tons and resulted in \$48,375.00 income from the sales of the recycled goods. However, \$62,731.53 was saved indirectly because the County did not have to pay to ship the recyclables to the Springhill Landfill for land disposal.

VI. Disposal

No out of County waste is currently accepted for disposal at the County's Landfill. Citizens and businesses can bring their household garbage and Class III waste to the landfill for disposal free of charge. There is a tipping fee charged however for the disposal of construction and demolition debris, waste tires, and yard waste.

a. Class I Solid Waste (Garbage)

Currently, Walton County's Class 1 Garbage is being collected and processed through the materials recovery facility for recyclables at the transfer station where it is then loaded onto transfer trailers for transport to Waste Management's Springhill Landfill in Jackson County, Florida for land disposal. In 1994 the County permitted approximately a 27 acre Class I disposal area. This disposal facility consists of six (6) separate landfill disposal areas (cells) to be constructed. The construction and phasing of the individual cells is to more effectively manage leachate production. Cell #1 was the 1st phase of this permit and was constructed in 1994 although it has not been put into service to date. One of the items that Public Works is evaluating as part of the overall strategic solid waste plan is whether it is still cost effective to transport and dispose of waste out of County versus land disposal at the County's existing permitted 27 acre Class I disposal facility. Based on the 2009 average daily tonnage of 131.4 tons per day disposed of at the Springhill Landfill this cell would have a design life of approximately 2.2 years. Construction of cell #2 would extend the design life to 6.2 years and construction of cell numbers 3, 4, 5, and 6 would extend the design life to approximately 17.7 years.

b. Class III Solid Waste (Trash)

The County disposes of Class III solid waste (Trash) in approximately a 17.4 acre unlined cell permitted by the Florida Department of Environmental Protection (FDEP). Class III materials can consist of yard trash, construction and demolition debris, carpet, cardboard, paper, glass, plastic, furniture or other materials approved by the FDEP for disposal at the Class III landfill. Currently there appears to be groundwater contamination occurring from this unlined facility consisting of iron and mercury and the County is in negotiations with the FDEP on how to properly remediate the groundwater contamination. At present the FDEP is requesting that the active cell be closed within an 18 month period and a new lined Class III disposal cell be constructed and ready for disposal. In addition to closure of the existing cell, that a remediation plan be submitted to address the groundwater contamination. The remaining active life of this disposal cell provided the County were allowed continued use of this facility is approximately 7-10 years based on the existing average daily tonnage of 38.2 ton received at the landfill in 2009. Based on on-going discussions with the FDEP any new Class III cell will be required to have a single composite synthetic liner with leachate collection system. This liner system is estimated to cost in the neighborhood of \$175,000 per acre. Currently the County charges a disposal fee of \$21 per ton for construction and demolition debris disposed of at the landfill.

c. Construction and Demolition Debris

The County currently accepts and disposes of construction and demolition debris (C&D) in its 17.4 acre Class III permitted disposal facility described above and does not have a permitted C&D disposal area. C&D debris means discarded materials generally considered to be not water-soluble and non-hazardous in nature, including, but not limited to, steel, glass, brick, concrete, asphalt roofing

material, pipe, gypsum wallboard, and lumber, from the construction or destruction of a structure as part of a construction or demolition project or from the renovation of a structure, including rocks, soils, tree remains, trees, and other vegetative matter that normally results from land clearing or land development operations during construction. The FDEP currently does not require liners and leachate collection systems unless they can demonstrate based upon the types of wastes received, methods for controlling the types of waste disposed, the proximity of ground water and surface water, and the results of the hydrogeological investigations that operation of the facility is reasonably expected to result in violations of ground water standards and criteria otherwise. As the FDEP is currently requesting a single composite liner and leachate collection system be installed for the Class III disposal area the County is currently evaluating whether it would be more cost effective to permit a C&D disposal area and separate the C&D waste stream from the Class III waste stream. There are a number of permitted private C&D debris disposal facilities located in Walton County and the surrounding counties that accept C&D debris from the public for disposal.

d. Yard Trash

Yard Trash is currently taken to the Walton County Central Landfill Class III disposal area where it is ground into mulch in a tub grinder located on the northwestern most area of the disposal cell. Once the yard trash is mulched it is used as daily cover or in various areas throughout the landfill for stabilization and erosion control purposes. Yard trash is defined by FDEP regulations as “vegetative matter resulting from lawn or landscaping maintenance, including accumulation of lawn grass, shrubbery cuttings or clippings, leaves, palm fronds, small tree branches, bushes or shrubs, fruits, or other matter generally produced from landscaping and lawn maintenance. Yard trash does not include any form of matter or debris resulting from tree removal, land clearing, land development, building demolition, home improvement, or waste generated by tree surgeons. Yard trash does not include debris generated by landscapers or lawn maintenance services that has been removed from the place of origin and relocated to another property for pick-up.”

As the County is currently updating and evaluating its solid waste strategic plan this waste stream will be evaluated for separation and possibly composting. Yard trash once mulched or broken down further through composting can count towards the County’s recycling goals.

e. Waste Tires

Old tires, when left in yards, can fill with water and become breeding grounds for mosquitoes so the North Walton Mosquito Control Office offers free pickup of waste tires during the months of November, December, January and February to Walton County residents only. They will only pickup the rubber tire without the rim. Residents only have to call a published number for pickup. This service is advertised in the local newspapers.

The Walton County Central Landfill accepted approximately 60 tons of waste tires in 2009 resulting in tip fee revenue of \$4,843.00. The cost to dispose of the tires in 2009 was \$16,536.12. Currently there are companies in Florida and Alabama that

shred and process waste tires with a result of zero waste. The County could raise the tipping fee at the landfill for waste tires and/or research alternatives to the current disposal method to eliminate the \$11,693.00 shortfall on waste tire collection.

f. White Goods

Currently such items as refrigerators, stoves, ovens, washers, dryers, water heaters, A/C units are accepted at no charge to the customer (both residential and commercial). White goods are stored upright away from the disposal area. White goods may contain freon, CFC's and other refrigerants and currently Cumbaa Enterprises of Blountstown, Florida is responsible for removing the refrigerants and labeling the white goods prior to transport to a recycling facility.

g. Household Hazardous Waste (HHW)

Walton County does not accept HHW at the Central Landfill. Two Haz-Mat Amnesty Days are offered free of charge for Walton County residents, one day in March and again in October each year. On each of these days, two locations are open for collection, Walton County Fairgrounds in North Walton County and at the South Walton Mosquito Control Office on County Road 393. Jim Reece with Okaloosa County coordinates this with Walton County and transports the hazardous materials that are collected back with him to be properly disposed of. Walton County pays Okaloosa County for this service. Okaloosa County also receives nine Cooperative Arrangement Grants from FDEP with the requirement to conduct mobile collections annually in Walton County and eight additional counties. Advertising for these two Haz-Mat Amnesty Days begins one month in advance and includes the DeFuniak Herald/Beach Breeze and WZEP radio announcements. Waste tires (up to 12 per household) may also be brought on these days at no charge. See Appendix G, a Haz-Mat Collection Day flyer for details.

Chapter 62-731 Florida Administrative Code requires that Counties verify 20% of their Small Quantity Generators (SQGs) annually such that every five years 100% of the SQG's are surveyed. SQGs are businesses that generate less than 2200 pounds (1000 kilograms) but more than 220 pounds (100 kilograms) of non acute hazardous waste per calendar month.

h. Used Motor Oil

Walton County residents may dispose of their used motor oil at the landfill and four other convenient locations for recycling at no charge (see Appendix H for location map). The used oil is containerized and is currently picked up by Anthony Merrifield Oil Recycling of Cottdale, Alabama for recycling at no charge to the County.

VII. Expenditures

Residential homes of Walton County are not billed for household garbage, yard waste, or white goods collection. However, the County is being billed monthly for each house, duplex, and mobile home in the County, whether or not anyone is living in them. Many

homes are empty now, due to the economy and unemployment, yet our bills for garbage collection are continually climbing. Without customer contact, there is no way Walton County could have a correct count each month. Currently, an audit is being performed on the collections lists.

The disposal of the commercial and residential waste is paid for by the County. Dayco and DeFuniak Springs garbage trucks deliver their waste to the Walton County Central Landfill where it is processed and weighed before transport to the out of county landfill. Waste Management garbage trucks deliver to the Okaloosa Transfer Station and also to the Walton County Central Landfill where it is weighed before transport to the out of county landfill.

The figures below represent January 1, 2009 – December 31, 2009 totals:

Class I Solid Waste (Garbage):

Waste Management delivered to Central Landfill	7,260 Tons
Waste Management delivered to Okaloosa Transfer Station	24,907 Tons
Dayco to Central Landfill	10,455 Tons
DeFuniak Springs to Central Landfill	4,718 Tons
Collected at the Central Landfill	<u>177 Tons</u>
Total Class 1 Garbage Collected in 2009	47,511 Tons

Percentage by Territory:

Waste Management Franchise area	68%
Dayco Franchise area	22%
City of DeFuniak Springs	10%

Class III Trash & White Goods:

Waste Management delivered to Central Landfill / received \$18,112	859 Tons
DeFuniak Springs delivered to Central Landfill / no charge	2,893 Tons
Dayco delivered to Central Landfill / no charge	7,579 Tons
Collected at Landfill / no charge (Dumpsters)	416 Tons
Collected at Landfill / received \$45,898.00	<u>2,190 Tons</u>
Total Trash, Bulk items, and White Goods	13,937 Tons

Percentage by Territory:

Waste Management (Class III)	6%	
City of DeFuniak Springs (Class III)	21%	
Dayco (Class III)	54%	
Collected at Central Landfill	19%	
Total Class 1 Garbage Collected	47,511 Tons	77%
Total Trash, Bulk, and White Goods	<u>13,937 Tons</u>	23%
Total Collections	61,448 Tons	
Transferred to out of county landfill	47,973 Tons	78%
Recycled Materials	1,557 Tons	2.5%

Disposed at Central Landfill	<u>11,918</u> Tons	19.5%
Total Disposals	61,448 Tons	

Annual cost to run Central Landfill :

Payroll related expenses:	\$ 650,616
Administrative operating expense	\$ 204,846
Landfill expenses	\$ 311,814
Professional fees	<u>\$ 237,466</u>
Total to operate landfill	\$1,415,129

Collection and Disposal Expenses	\$6,049,836
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Other Costs Associated with Landfill:

Funds due to municipalities (amount is based on a formula of sales tax revenue and population)

Landfill Closure Costs (amounts to be placed in escrow account)

The surtax proceeds also provide for the disposal of residential and commercial solid waste excluding C & D debris and commercial yard trash. Disposal of all Walton County household garbage is provided by Waste Management who bills Walton County monthly for the tons which are removed from the Walton County Central Landfill and the Okaloosa County Transfer Station and taken to the Waste Management Springhill Landfill in Campbellton near Marianna, Florida.