

Solid Waste Department

Department Purpose: Pinellas County Solid Waste (SW) provides safe and environmentally focused integrated solid waste services to all citizens of Pinellas County. These services emphasize public awareness and communications that enable citizens to make educated choices concerning responsible management of their solid waste. In support of that mission, SW operates and administers the landfill, the Waste-to-Energy (WTE) facility, household hazardous and electronic waste collection, waste reduction and recycling programs, and other solid waste management functions. These responsibilities are aligned with the Pinellas County Board of County Commissioners' (BCC) strategic goals to Practice Superior Environmental Stewardship and Deliver First Class Services to the Public and Our Customers.

COVID-19 Performance Impacts:

- The Solid Waste Administration Building lobby has also been closed to customers since March 2020. The department anticipates reopening the lobby in the coming months upon direction from County Administration, with appropriate social distancing measures and equipment.
- The department cancelled site tours and education speaking engagements. Resuming these in-person activities is yet to be determined, as these are close contact activities.
- Business waste assessments saw reductions due to the COVID-19 pandemic (see Solid Waste Performance Dashboard file). Compliance rates are expected to increase as assessments begin to be conducted regularly again.

Solid Waste Department Budget Summary by Program:

SW has two primary programs: Recycling & Education Programs and Site Operational Programs. Recycling & Education Programs captures funds associated with education/outreach efforts, Household Electronics and Chemical Collection Center (HEC3), mobile collections, various recycling programs, small quantity generator inspections, and reef construction. Site Operational Programs captures funds associated with management of solid waste collection and disposal operations, facilities, and contracts, all in compliance with application permits and regulations. Secondary programs include Emergency Events (captures funds associated with disaster events), Transfers (captures funds associated with transfers between funds), and Reserves (captures funds associated with financial reserves).

The following tables include Revenue & Fund Balance by Program, Operating & CIP (Capital Improvement Program) Expenditures by Program, and FTE by Program.

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Solid Waste Department Revenue & Fund Balance								
By Program								
	FY18	FY19	FY20	FY21	FY21	FY22	Budget to	Budget to
	Actual	Actual	Actual	Budget	Estimate	Request	Budget	Budget
							Change \$	Change %
Recycling & Education Programs:								
Intergovernmental Revenue	\$0	\$0	\$0	\$1,255,220	\$1,690,070	\$0	(\$1,255,220)	-100.0%
Charges for Services	\$35,168	\$0	\$0	\$0	\$24,510	\$0	\$0	0.0%
Total Program	\$35,168	\$0	\$0	\$1,255,220	\$1,714,580	\$0	(\$1,255,220)	-100.0%
Site Operational Programs:								
Charges for Services	\$104,927,271	\$107,997,579	\$111,682,972	\$116,102,190	\$117,951,200	\$122,632,410	\$6,530,220	5.6%
Rents, Surplus and Refunds	\$29,912	\$15,729	\$10,550	\$0	\$3,340	\$0	\$0	0.0%
Other Miscellaneous Revenues	\$15,059	\$16,943	\$320,591	\$10,770	\$21,020	\$11,100	\$330	3.1%
Transfers From Other Funds	\$0	\$0	\$30,000,000	\$30,000,000	\$30,000,000	\$30,000,000	\$0	0.0%
Non-Operating Revenue Sources	\$0	\$0	(\$3,343)	\$0	\$0	\$0	\$0	0.0%
Total Program	\$104,972,243	\$108,030,252	\$142,010,769	\$146,112,960	\$147,975,560	\$152,643,510	\$6,530,550	4.5%
Emergency Events Program:								
Intergovernmental Revenue	\$51,280	\$165,478	\$59,423	\$0	\$0	\$0	\$0	0.0%
Non-Operating Revenue Sources	\$0	\$101,708	\$0	\$0	\$0	\$0	\$0	0.0%
Total Program	\$51,280	\$267,186	\$59,423	\$0	\$0	\$0	\$0	0.0%
Transfers Program:								
Transfers From Other Funds	\$30,000,000	\$30,000,000	\$0	\$0	\$0	\$0	\$0	0.0%
Total Program	\$30,000,000	\$30,000,000	\$0	\$0	\$0	\$0	\$0	0.0%
Non-Program Revenues:								
Charges for Services	\$0	\$0	\$0	\$0	\$0	\$0	\$0	0.0%
Interest Earnings	\$2,196,126	\$5,864,765	\$4,880,646	\$1,812,440	\$1,907,830	\$490,120	(\$1,322,320)	-73.0%
Rents, Surplus and Refunds	\$0	\$0	\$0	\$9,500	\$680	\$9,500	\$0	0.0%
Other Miscellaneous Revenues	\$0	\$20,443	\$7,096	\$0	\$110	\$0	\$0	0.0%
Total Program	\$2,196,126	\$5,885,208	\$4,887,742	\$1,821,940	\$1,908,620	\$499,620	(\$1,322,320)	-72.6%
Fund Balance	\$206,942,800	\$194,778,350	\$202,164,300	\$228,976,960	\$242,091,100	\$269,134,680	\$40,157,720	17.5%
Total Revenue & Fund Balance	\$344,197,617	\$338,960,996	\$349,122,233	\$378,167,080	\$393,689,860	\$422,277,810	\$44,110,730	11.7%

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Solid Waste Department Operating & CIP Expenditures								
By Program								
Does not include costs to the funds from other departments								
	FY18 Actual	FY19 Actual	FY20 Actual	FY21 Budget	FY21 Estimate	FY22 Request	Budget to Budget Change \$	Budget to Budget Change %
Recycling & Education Programs:								
Personal Services	\$1,918,856	\$1,925,158	\$2,002,196	\$2,398,120	\$2,059,950	\$2,061,050	(\$337,070)	-14.1%
Operating Expenses	\$2,168,603	\$2,559,325	\$1,838,524	\$3,337,070	\$2,448,975	\$2,997,530	(\$339,540)	-10.2%
Capital Outlay	\$445,549	\$1,367,593	\$3,281,434	\$1,288,070	\$610,452	\$975,500	(\$312,570)	-35.5%
Grants and Aids	\$496,327	\$497,342	\$499,979	\$500,000	\$500,000	\$500,000	\$0	0.0%
Total Program	\$5,029,336	\$6,349,418	\$7,622,133	\$7,523,260	\$5,619,377	\$6,534,080	(\$989,180)	-13.1%
Site Operational Programs:								
Personal Services	\$3,690,367	\$3,718,904	\$3,875,919	\$4,622,420	\$4,155,330	\$4,633,160	\$10,740	0.2%
Operating Expenses	\$65,873,896	\$62,474,949	\$56,755,384	\$62,986,700	\$62,882,264	\$61,790,020	(\$1,196,680)	-1.9%
Capital Outlay	\$44,011,895	\$33,595,630	\$8,159,720	\$38,024,590	\$20,981,490	\$13,317,000	(\$24,707,590)	-131.4%
Transfers to Other Funds	\$0	\$0	\$30,000,000	\$0	\$0	\$0	\$0	0.0%
Total Program	\$113,576,158	\$99,789,482	\$98,791,023	\$105,633,710	\$88,019,084	\$79,740,180	(\$25,893,530)	-24.5%
Emergency Events Program:								
Personal Services	(\$495)	\$1,761	\$126	\$0	\$8,230	\$0	\$0	0.0%
Operating Expenses	\$193,376	\$10,834	\$7,311	\$0	\$3,290	\$0	\$0	0.0%
Total Program	\$192,881	\$12,595	\$7,438	\$0	\$11,520	\$0	\$0	0.0%
Transfers Program:								
Transfers to Other Funds	\$30,000,000	\$30,000,000	\$0	\$30,000,000	\$30,000,000	\$30,000,000	\$0	0.0%
Total Program	\$30,000,000	\$30,000,000	\$0	\$30,000,000	\$30,000,000	\$30,000,000	\$0	0.0%
Reserves Program:								
Reserves	\$0	\$0	\$0	\$234,270,220	\$0	\$305,276,770	\$71,006,550	69.0%
Total Program	\$0	\$0	\$0	\$234,270,220	\$0	\$305,276,770	\$71,006,550	30.3%
Total Operating & CIP Expenditures	\$148,798,375	\$136,151,495	\$106,420,593	\$377,427,190	\$123,649,981	\$421,551,030	\$44,123,840	11.7%
Total Expenditures Excluding Reserves	\$148,798,375	\$136,151,495	\$106,420,593	\$143,156,970	\$123,649,981	\$116,274,260	(\$26,882,710)	-18.8%

Solid Waste Department FTE							
By Program							
	FY18 Budget	FY19 Budget	FY20 Budget	FY21 Budget	FY22 Request	Budget to Budget Change	
Recycling & Education Programs	24.5	24.5	23.5	23.5	22.0	(1.5)	
Site Operational Programs	54.5	55.5	56.5	54.5	54.0	(0.5)	
Total Department	79.0	80.0	80.0	78.0	76.0	(2.0)	

Recycling & Education Programs:

Revenue for this program is decreasing by \$1.3M in FY22. Generally, this program would not have revenue associated with it; however, FY21 included a grant from the Florida Department of Environmental Protection (FDEP) for the reimbursement of costs associated with the construction of the North County HEC3 facility. That grant revenue will not be repeated in FY22 as the project is complete.

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Expenditures for the Recycling & Education Programs are decreasing \$989,180. Personal Services are decreasing \$337,070 due to the elimination of two positions resulting from a department reorganization. Operating Expenses are decreasing \$339,540 due to the completion of various non-recurring consulting studies (e.g., End Market Study, Recycling Composition Study, Regional Resource Recovery Facility [RRRF] feasibility study), cost reductions resulting from the elimination of two mobile collection events per year due to the opening of the North County HEC3 facility, and reevaluation of promotional activities and printed materials needs. Capital Outlay is decreasing \$312,570 primarily due to the completion of the North County HEC3 Facility Project.

Solid Waste (SW) is on track to determine the feasibility of a publicly owned Regional Resource Recovery Facility and has partnered with Pinellas County Utilities (PCU) and other local municipalities. The study is expected to be completed in May of 2021 and came at cost of approximately \$200,000 for the Solid Waste portion of the study.

The proposed total CIP is \$1.4M, which is a decrease of \$5.7M from the current total CIP. This decrease is primarily due to the removal of project number 003352A HEC3 Satellite Site-South project due to the project no longer being a need.

Pinellas County's recycling rate increased to 50.6% in CY19. CY20 data will likely not be available until July 2021. CY19's recycling rate places Pinellas County as 12th in the State of Florida. The burning of waste in the Waste-to-Energy (WTE) facility provides Pinellas County with a combustion credit that increases Pinellas County's recycling rate. With the combustion credit applied, Pinellas County is ranked 2nd in Florida, behind Lee County.

Solid Waste recently completed a study and found that it has a recycling contamination rate of 19.0% countywide, which is in line with the U.S. average of 17%. The University of Florida (UF) conducted a survey in FY20 and found that single use material resource facilities (MRF) in Florida have a recycling contamination rate of 27%. This puts DSW's single stream MRF recycling contamination rate far below the state average. The department expects to conduct future surveys annually, with plans to eventually survey biannually. Additional data is needed to determine the direction of the contamination rate.

Site Operational Programs:

Revenue for this program is increasing \$6.5M. This increase is primarily driven by the 6.0% tipping fee increase for municipal solid waste, commercial waste, and yard waste that was approved by the Board of County Commissioners on March 12, 2019 (resolution #19-14). The per ton rate will increase from \$42.15 to \$44.70 on October 1, 2021. Estimated annual tons received are also anticipated to increase 1.5% over FY21 tons. Also included in the revenue increase are the

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proposed increases to whole tire tipping fees (from \$110 per ton to \$125 per ton) and radio frequency window sticker fees (from \$17 to \$18, pass-through of actual costs).

- 13,182.3 tons of tires were received by Solid Waste in FY20. This was a decrease of 6.5% from FY19, which was caused by the COVID-19 pandemic related closures.

Expenditures for the Site Operational Programs are decreasing \$25.9M. The Operating Expenses portion is decreasing \$1.2M. This is primarily the result of the planned completion of WTE facility repairs and maintenance projects that are not part of CIP. The remainder of the decrease is Capital Outlay and is almost entirely comprised of the Technical Recovery Plan (TRP)/Covanta capital projects being completed in FY21.

The proposed total CIP is \$76.3M, which is a decrease of \$41.3M from the current total CIP. This decrease is primarily due to the following projects being removed due to no longer being a need after the completion of the Master Plan.

- PID 002140A Landfill Sediment Ponds at Sod Farm
- PID 003348A Industrial Waste Treatment Facility Discharge Piping
- PID 003357A Landfill Gas
- PID 003364A Industrial Waste Treatment Facility Brine Treatment
- PID 003356A Stormwater System Management Improvements
- PID 003358A Tipping Floor Expansion
- PID 002580A Organics Processing Facility Design

There are six proposed new projects from the result of the completion of the Master Plan. There is sufficient funding within the Solid Waste funds forecast for these projects. They will likely be built into the proposed budget.

- Waste to Energy Superheater Replacement Estimate is \$1.8M (FY22)
- Solar Floating Array Project Estimate is \$19.6M (FY26 – FY28)
- On Site Net Metering Project Estimate is \$8.9M (FY23 – FY25)
- Waste to Energy Enhanced Metals Project Estimate is \$27.5M (FY23 – FY27)
- Bulky Waste Processing Station Project Estimate is \$63.0M (FY24 – FY28)
- Traffic Improvement at Complex Project Estimate is \$2.2M (FY24 – FY26)

The projected lifespan of the landfill is currently 79 years, which is a decrease of three years from FY19. The decrease was due to increased diversions during the Waste-to-Energy (WTE) facility TRP/Covanta CIP projects, which are set to end in FY21. A firm was awarded \$78,600 in FY21 to conduct a feasibility study for expanding landfill capacity through ash reuse. The study is expected to be completed by December 2022. Solid Waste has also budgeted \$200,000 for consulting and engineering costs for berm design and permitting. The plan will include converting the ash to blocks that will be used to create a berm with steeper side slopes. The berm will allow

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for additional landfill space, and thus a longer lifespan. The lifespan is expected to increase following the TRP/Covanta CIP projects and the creation of the ash block berm.

Homes powered by WTE increased to 47,100 in CY19, which was an increase of over 7,000 homes over CY18. CY20 data is not yet available; however, WTE facility maintenance outages may return a lower figure for CY20.

Solid Waste plans to cease the recycling of electronics and instead will incinerate them by FY23. This transition will reduce third-party contract costs by an estimated \$300,000 annually, remove personal information liability (cell phones, computers, etc.), and maximize the recovery of valuable non-ferrous metals.

Lealman Solid Waste Budget Summary by Program:

NOTE: This fund accounts for the revenues and operating expenditures associated with the Lealman Municipal Service Benefit Unit (MSBU). The Lealman MSBU was established to provide residential waste collection and disposal services within the unincorporated Lealman area. A non-ad valorem special assessment is levied on Lealman MSBU property owners' tax bills annually to provide funding for these services.

Lealman SW has one primary program – Site Operational Programs. This program provides the management of solid waste collection and disposal operations, facilities, and contracts, all in compliance with application permits and regulations. Secondary programs include Tax Collector Program (captures funds associated with Tax Collector payment activities), Transfers (captures funds associated with transfers between funds), and Reserves (captures funds associated with financial reserves).

The following tables include Revenue & Fund Balance by Program and Operating Expenditures by Program. There are no FTEs associated with the Lealman Solid Waste Department.

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Lealman Solid Waste Revenue & Fund Balance								
By Program								
	FY18	FY19	FY20	FY21	FY21	FY22	Budget to	Budget to
	Actual	Actual	Actual	Budget	Estimate	Request	Budget	Budget
							Change \$	Change %
Site Operational Programs:								
Licenses and Permits	\$1,275,326	\$1,297,979	\$1,298,452	\$1,284,990	\$1,279,660	\$1,297,430	\$12,440	1.0%
Excess Fees - Constitutional Officers	\$0	\$0	\$0	\$8,050	\$8,450	\$8,130	\$80	1.0%
Interest Earnings	\$4	\$0	\$0	\$0	\$0	\$0	\$0	0.0%
Total Program	\$1,275,330	\$1,297,979	\$1,298,452	\$1,293,040	\$1,288,110	\$1,305,560	\$12,520	1.0%
Transfers Program								
Excess Fees - Constitutional Officers	\$8,186	\$8,355	\$7,991	\$0	\$0	\$0	\$0	0.0%
Total Program	\$8,186	\$8,355	\$7,991	\$0	\$0	\$0	\$0	0.0%
Non-Program Revenues:								
Interest Earnings	\$13,408	\$34,723	\$24,183	\$5,240	\$5,520	\$1,950	(\$3,290)	-62.8%
Total Program	\$13,408	\$34,723	\$24,183	\$5,240	\$5,520	\$1,950	(\$3,290)	-62.8%
Fund Balance	\$534,940	\$607,350	\$691,600	\$620,330	\$703,470	\$571,280	(\$49,050)	-7.9%
Total Revenue & Fund Balance	\$1,831,864	\$1,948,406	\$2,022,227	\$1,918,610	\$1,997,100	\$1,878,790	(\$39,820)	-2.1%

Lealman Solid Waste Department Expenditures								
By Program								
	FY18	FY19	FY20	FY21	FY21	FY22	Budget to	Budget to
	Actual	Actual	Actual	Budget	Estimate	Request	Budget	Budget
							Change \$	Change %
Site Operational Programs:								
Operating Expenses	\$1,199,013	\$1,230,847	\$1,292,798	\$1,398,940	\$1,397,974	\$1,469,540	\$70,600	5.0%
Total Program	\$1,199,013	\$1,230,847	\$1,292,798	\$1,398,940	\$1,397,974	\$1,469,540	\$70,600	5.0%
Tax Collector Program:								
Constitutional Officers Transfers	\$25,502	\$25,959	\$25,967	\$27,970	\$27,850	\$28,240	\$270	1.0%
Total Program	\$25,502	\$25,959	\$25,967	\$27,970	\$27,850	\$28,240	\$270	1.0%
Reserves Program:								
Reserves	\$0	\$0	\$0	\$491,700	\$0	\$381,010	(\$110,690)	-22.5%
Total Program	\$0	\$0	\$0	\$491,700	\$0	\$381,010	(\$110,690)	-22.5%
Total Lealman Solid Waste	\$1,224,515	\$1,256,806	\$1,318,765	\$1,918,610	\$1,425,824	\$1,878,790	(\$39,820)	-2.1%
Total Lealman Solid Waste Excl Reserves	\$1,224,515	\$1,256,806	\$1,318,765	\$1,426,910	\$1,425,824	\$1,497,780	\$70,870	5.0%

Site Operational Programs revenue is increasing by \$12,520. This is based on anticipated customer count totaling 7,300 and allows for the potential addition of future mobile home parks. The service assessment revenue maintains the current franchised collection rate of \$16/month (\$192/year) for each residential unit.

Site Operational Programs expenditures are increasing by \$70,600. This is primarily due to contracted hauler increases for Consumer Price Index (CPI) and fuel costs, as allowed by the terms of their contract, as well as the FY22 tipping fee increase.

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The Reserves Program is decreasing by \$110,690. This is due to the reserves helping to absorb the tipping fee increase and the hauler CPI/fuel increases without increasing the assessment rate for Lealman residents.

Opportunities for Efficiencies:

- Enhanced Metals Recovery pilot project; potential additional revenue source.
- Renewable Energy Credits (RECs) as a possible revenue source. This allows the department to sell electricity that is generated by the WTE facility to market purchasers.

Potential Threats:

- Power Purchase Agreement expires 12/31/24 (loss of primary revenue source, requiring tipping fee increases).
- Continued low recycled material markets; pressure on revenues/expenditures; potential to increase volume at WTE and Landfill.
- Municipal solid waste (MSW) is directly proportional to the economy (reduction in overall tipping fee revenue); the WTE service agreement includes minimum MSW tonnage for processing.
- Need to complete activities/project to increase IWTP (Industrial Water Treatment Plant) process flow rate capacity to avoid future potential FDEP fines/penalties expenditures.

User Fee Changes:

Solid Waste Department User Fee Changes - Proposed FY22				
Line Description	User Fee	% Change in Fee	Reason for Change or Addition	Net Revenue Impact
Scalehouse:				
A. Radio Frequency* Window Sticker	\$18	5.88	To recover increased costs associated with the purchase of window stickers. This is a pass-through only.	\$35.00
Disposal (Tipping) Fees (per ton):				
A. Municipal Solid Waste	\$44.70	6.00	Per BCC Resolution 19-14, adopted 3/12/19.	\$2,519,944.00
B. Commercial Waste	\$44.70	6.00	Per BCC Resolution 19-14, adopted 3/12/19.	
C. Yard Waste	\$44.70	6.00	Per BCC Resolution 19-14, adopted 3/12/19.	
E. Whole Tires (loads containing 5 or more tires are not eligible for flat rate)	\$125.00	13.64	To bring Pinellas County closer to alignment with other tire disposal fees in the region and to discourage tires from out-of-county.	\$200,553.00
I. Out-of-County Surcharge (per ton) to be added to current tipping fee for Municipal Solid Waste, Commercial Waste, Yard Waste, and Whole Tires)	\$44.70	6.00	Per BCC Resolution 19-14, adopted 3/12/19.	incl in "Disposal A, B, and C" above

See Solid Waste User Fee Schedule for a full listing of all current and proposed fees.

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Related Supporting Documents:

Attachment 1 – SW Performance Dashboard

Attachment 2 – SW Budget Reports

Attachment 3 – SW User Fee Schedule

Attachment 4 – SW Organizational Chart

Attachment 5 – Rate Study TMC (Technical Management Committee) Presentation

Attachment 6 – Regional Tire Tipping Fees 2021