

1.5.C.4 - Brief Assessment of Successes & Shortcomings – Public Facilities Element – Solid Waste Subelement

A. Introduction & Background:

The Solid Waste Sub-Element contains a single Goal, which states the primary purpose of this Sub-Element. Goal 1 reads as follows:

“Provide an efficient and economical balance of public and private services that will enable the people of Collier County to meet the established requirements for solid waste disposal in a manner to assure their public health and safety and to protect the air, water and land resources of Collier County.”

The original intent of the Solid Waste Sub-Element was to assure the provision of efficient and economical services that would enable the citizens of Collier County to meet their needs for solid waste management while also assuring public health and safety in accordance with the criteria set forth in Rule 9J-5, F.A.C., and Chapter 163, Florida Statutes. Based upon recommendations contained in the County’s 1996 Evaluation and Appraisal Report, the objectives and policies related to solid waste collection were meant to maintain and enhance current conditions rather than correct any problems or deficiencies, including the following operational priorities:

- Stay in compliance
- Meet demand with increased reliability
- Respond to Customer's needs

As currently formatted, this Subelement consists entirely of a Goal (Goal 1), Objectives and Policies. As part of the EAR-based amendments, the County is recommending formatting changes consisting of the addition of a brief introductory statement for the Subelement and removal of the “1” from the Goal, so that it is simply the Goal of the Subelement. These changes would also include simplification of the numbering system for Objectives and Policies.

B. Objectives Achievement Analysis:

OBJECTIVE 1.1: (COLLECTION)

The maintenance of a safe, dependable and efficient solid waste collection system.

Present Level of Service includes two (2) franchise collection areas (including City of Marco Island) and three transfer stations currently being converted into full service Recycling Centers:

- a. Unincorporated County service area;
- b. Immokalee service area; and
- c. Three (3) transfer stations;
 1. Naples Recycling Center/Transfer Station
 2. Marco Recycling Center/Transfer Station
 3. Carnestown Recycling Center/Transfer Station

Objective Achievement Analysis:

The indicator for this Objective is new franchise agreements negotiated with solid waste haulers for the period of 10/98 to 7/03. Since October 1998, two (2) new franchise agreements were negotiated with haulers, one with Waste Management, Inc., and the second with Immokalee Disposal Company. Currently the County is in the process of preparing RFP Documents for procurement of Municipal Solid Waste Collection services that will be effective September of 2006.

The EAR-based amendments should include revisions to Objective 1.1, to remove reference to transfer stations and replace with recycling centers to reflect the increase in services now provided.

Policy Relevance:

There are four (4) policies within this Objective:

Policy 1.1.1 requires the County to continue to maintain and regulate collection costs to ensure efficient and dependable service that is affordable to all users. This policy was developed at a time when solid waste disposal services were funded by direct billing of customers. Since that time, the Board of County Commissioners has adopted the practice of paying for solid waste disposal services through special assessments placed on property tax bills for single homes as well as setting the rates for commercial accounts through Annual Solid Waste Rate Resolutions. The EAR-based amendments should include a revision to this policy to reflect current cost containment and control practices.

Policy 1.1.2 calls for the maintenance of the County's mandatory collection ordinance. This policy should be updated to reflect the most recent ordinance.

Policy 1.1.3 requires that the County continue to evaluate economic transfer and disposal systems; including the use of transfer stations. The County recommends that this policy be retained with "transfer stations" changed to "recycling centers".

Policy 1.1.4 requires that all solid waste management issues be addressed at advertised public meetings. This policy should be retained.

OBJECTIVE 1.2: (DISPOSAL)

Continue to utilize safe and efficient methods for environmentally sound disposal of solid waste in accordance with local, State and Federal regulations and to investigate improved methods and implement practices that meet this objective.

Objective Achievement Analysis:

A review of the policies associated with this Objective reveals that it is primarily concerned with the environmental impact of County landfills. However, it also contains a policy that references the County's Solid Waste Level of Service (LOS). Current wording of the Objective should be retained.

Policy Relevance:

There are eight (8) policies within this Objective:

Policy 1.2.1 requires that groundwater wells be monitored. As part of the EAR-based amendments, the wording of this policy should be modified to clarify that the wells are the dedicated ground water monitoring wells pursuant to the State of Florida Permit Conditions and located within the County's landfills; and that they (the wells) are being monitored for potential groundwater contamination in accordance with the State of Florida Permit Conditions.

Policy 1.2.2 calls for leachate and gas management systems to be installed at County landfills, as needed. Both County landfills currently have such systems in operation. The County therefore recommends that this Policy be modified to reflect the maintenance and upkeep of the existing systems to stay in compliance.

Policy 1.2.3 requires the County's Solid Waste Management Department to pursue State and Federal grants and to participate in feasibility projects on improved techniques for landfill operations and other methods of solid waste disposal. This policy should be retained.

Policy 1.2.4 requires the County to maintain sufficient land inventory for future landfills. The County's adopted LOS for landfill capacity (as referenced in the Capital Improvement Element (see Section 1.5.A of this report)) is "10 years of permittable capacity at average disposal rate/previous five (5) years." The County's 2003 Annual Update and Inventory Report (AUIR) concludes that the County has approximately 20 years of landfill space left with current diversion and recycling rates. Under the 10-year AUIR criteria, County Solid Waste Management staff believes that the County will have a number of long-term capacity options available. However, a decision as to which option or options to pursue would need to be made no later than the Fiscal Year 2010 AUIR cycle, in order to allow for permitting and development timeframes. Available options include:

1. Increase the permissible elevation of the Naples Landfill so as to gain additional airspace capacity.
2. Develop means to partially or completely divert municipal solid waste from the landfill (additional recycling or alternative forms of disposal).
3. Secure and utilize capacity at a landfill or landfills outside of Collier County.
4. Explore emerging conversion technologies that would allow for continued solid waste disposal operations within Collier County.

Policy 1.2.4 should be revised to reflect the capacity options available to the County.

Policy 1.2.5 references the LOS standards contained in the Capital Improvement Element. This policy should be retained as written.

Policy 1.2.6 requires that the County define the cost of continued landfilling in the County over the next 5,10 and 20 years. This is done annually as part of the County's AUIR process. The County recommends that this policy be retained.

Policy 1.2.7 requires that the County's Solid Waste Management Department assure public awareness and participation in solid waste disposal issues by requiring all issues to be addressed in advertised public meetings. The County recommends that this policy be retained.

Policy 1.2.8 commits the County to holding at least one hazardous waste collection day (amnesty day) per year. However, since this policy was written the County has opened a Hazardous Waste Collection Facility. The Facility is opened five days per week and accepts household and small business hazardous wastes. The annual collection day program also remains in operation. The EAR-based amendments should include a revision to this Policy, referencing the Collection Facility.

OBJECTIVE 1.3: (RECYCLE AND RECOVERY)

Maintain and update the Solid Waste Master Plan as directed by the Board of County Commissioners.

Objective Achievement Analysis:

The County's Solid Waste Management Department maintains the County's solid waste disposal activities in accordance with an Integrated Solid Waste Management Strategic Plan which includes Short, Intermediate, and Long Term Measures. The County recommends that this Objective be modified to reflect the "Integrated Solid Waste Management Strategic Plan," instead of the "Solid Waste Master Plan."

Policy Relevance:

There are three policies within this Objective. Policy 1.3.1 calls for the maintenance and improvement of programs to limit the amount of solid waste actually disposed at the County's two landfills. The County operates a number of programs in this regard, including: standard recycling (home pick-up), recycling of construction debris and corrugated cardboard, recycling of yard waste, recycling of scrap metal and white goods, tire chopping, and the Hazardous Waste Collection Facility. The policy remains relevant and should be retained.

Policy 1.3.2 requires the County to "continue investigation of cost-saving methods for landfills." This Policy references the County's former landfill restoration program. The County conducted two separate pilot recovery and restoration programs between 1986 and 1988, after which the programs were discontinued. The policy also references a methane collection program. This program has been successful. In 1997, Cells 3,4 & 6 (Phase-I) of the Naples Landfill together produced almost 1.7 million cubic feet/day of landfill gas. A Gas Collection System is being built in stages, as each cell is filled and closed. Seven new gas collection wells were installed in December 1998, bringing the total at the end of that year to 54 active gas collection wells. The gas flare that burns the gas produces only carbon dioxide and water vapor, with a 98% rate of destruction of the

gas collected. When finished, the system will have 76 gas collection wells. The EAR-based amendments should include revisions to Policy 1.3.2 to reflect the most up-to-date operational conditions including the methane collection program.

Policy 1.3.3 requires all recycling issues to be addressed in advertised public meetings. This policy should be retained.