

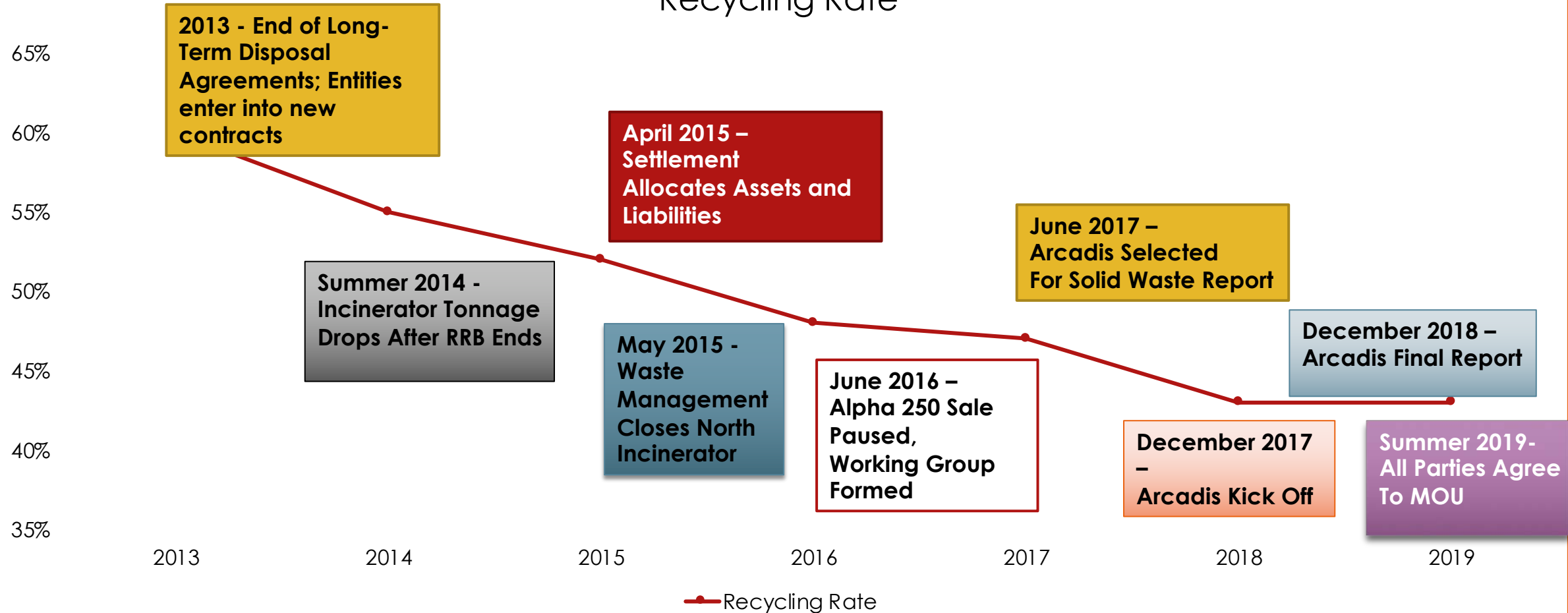


# Working Together To Create a Comprehensive Solid Waste System for Broward County


WORKING GROUP 10/14/19

# How Did We Get Here?

## Recycling Rate



# Solid Waste and Recycling Issues Study Overview

- 
- ▶ How can the County attain a 75% recycling goal?
  - ▶ What are the construction costs associated with the needed Facilities?
  - ▶ Will retaining public ownership of Alpha 250 facilitate the County's meeting the recycling goal or provide other benefits for solid waste disposal?
  - ▶ Investigate solid waste disposal issues and options such as flow control, governance and contractual structures for collaborative solid waste management.

# Solid Waste and Recycling Issues Study Project Timeline

- 
- ✓ Task 1 – Project Kickoff Meeting (**December 2017**)
  - ✓ Task 2 – Review Existing Documentation
  - ✓ Task 3 – Establish Solid Waste Composition
  - ✓ Task 4 – Estimate Solid Waste Quantity
  - ✓ Task 5 – Identify Alternatives / Options for Improvement to Achieve Recycling Goals
  - ✓ Task 6 – Evaluate Site Requirements
  - ✓ Interim Governance Workshop (**February 2018**)
  - ✓ Task 7 – Identify Alternatives / Options for the Future of Solid Waste Management in Broward County
  - ✓ Task 8 – Prepare Conceptual Level Cost Estimate
  - ✓ Task 9 – Prepare Technical Memorandum
  - ✓ Task 10 – Prepare Draft Solid Waste and Recycling Issues Study Report (**July 2018**)
  - ✓ Task 11 – Working Group, Mayor’s Group and Broward League of Cities Workshops (**November 2018**)
  - ✓ Task 12 – Prepare and Issue Final Report (**December 2018**)

# How to Achieve the 75% Recycling Goal

# Solid Waste Composition and Quantity Estimates



The Arcadis Team reviewed a wide array of existing data and information to estimate the solid waste composition of Broward County waste.



Population and per capita waste generation projections were then developed to estimate the quantity of solid waste generated throughout the 20-year and 40-year planning periods.

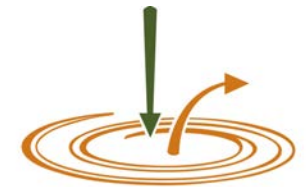
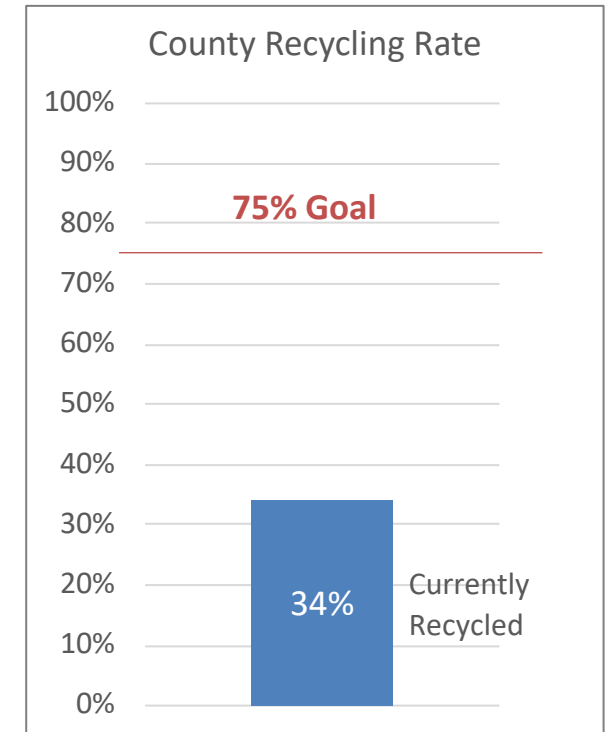
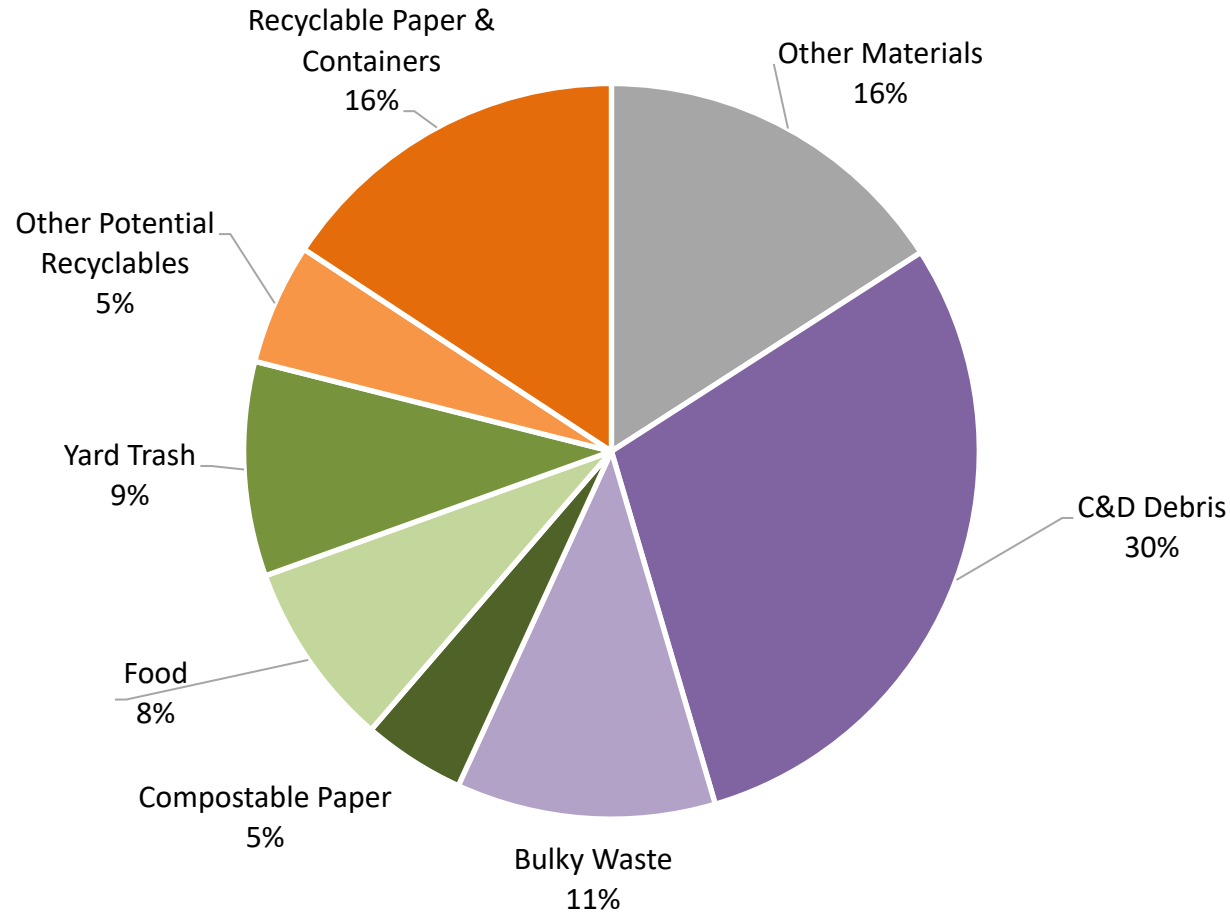


These solid waste composition and quantity estimates were then used to identify diversion opportunities of greatest interest to the Working Group that could enable Broward County to attain the 75% recycling goal.

# Identifying Recycling Opportunities

Estimated  
Composition  
of Waste  
Disposed in  
Broward  
County

~ 3,675,000  
tons generated  
annually



**kessler consulting inc.**  
innovative waste solutions

7 November 2019 7

# Policies Required to Meet 75% Recycling Goal



**Enact  
mandatory C&D  
debris, bulky  
waste and yard  
trash processing  
prior to disposal**

**Enact  
mandatory  
multi-family and  
commercial  
recycling**

**Require  
minimum recycling  
standards for solid  
waste processing  
facilities**



# Facilities and Recycling Scenarios Required to Meet 75% Recycling Goal

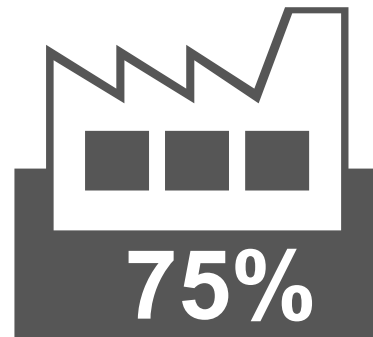
Assuming mandatory recycling policies are implemented, the implementation of some combination of six types of solid waste processing facilities are recommended to meet the 75% Recycling Goal:

## 1. Materials Recycling Facility



## 2. Combined Bulky Waste / Yard Trash / C&D Facility

## 3. Yard Trash Facility (stand alone)



## 4. Mixed Waste Processing Facility

## 5. Organics Processing Facility (excludes yard trash)

## 6. Waste-to-Energy Facility (expanding WSB or construct new facility)

# Retain North Alpha 250 Site In Public Ownership

# North Alpha 250 Site Evaluation



**The Alpha 250 Site was evaluated to determine if any of the six facilities required to meet the 75% Recycling Goal could be constructed on the Site.**

*The following criteria were reviewed:*

- Current zoning and land use
- Available buildable area and site shape
- Utilities
  - Electrical
  - Water and Wastewater
- Traffic impacts
- Social and political acceptance



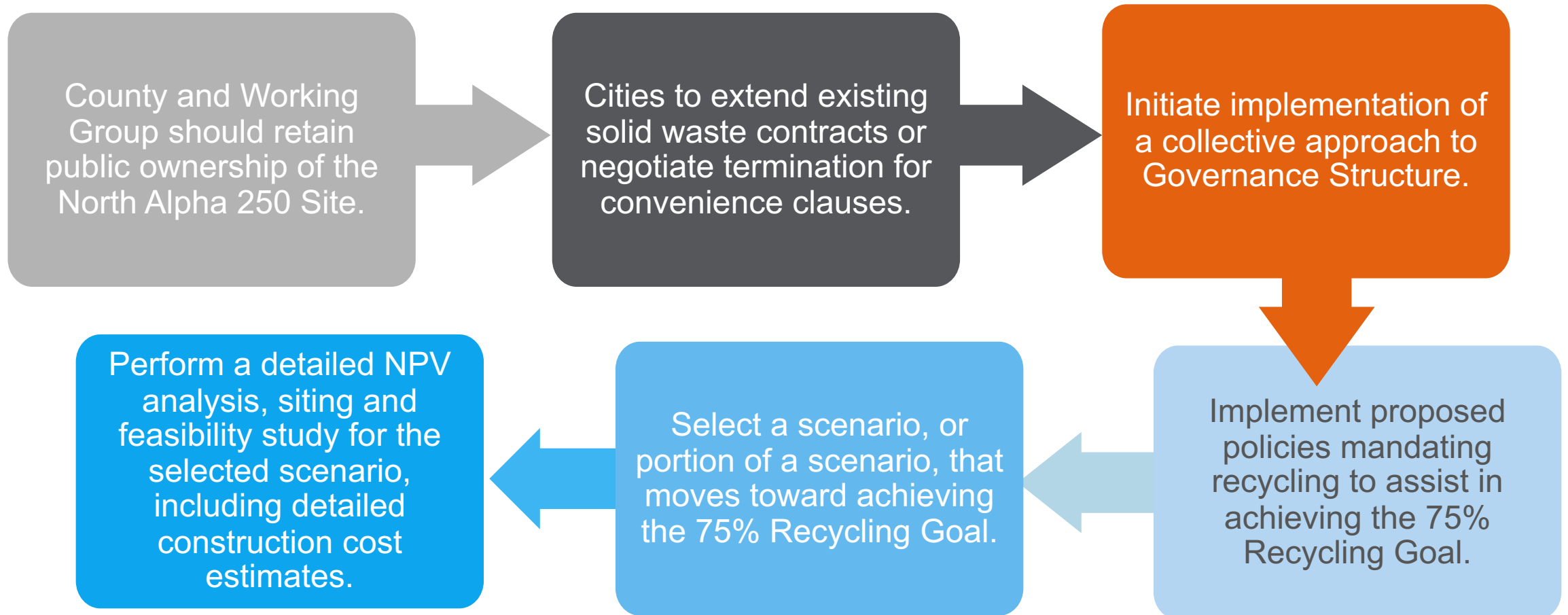
# Alternatives and Options for the Future Structure of Solid Waste Management in Broward County

# Alternatives and Options for the Future Structure of Solid Waste Management in Broward County

In collaboration with the Working Group, key regulatory requirements, frameworks, and policy issues associated with solid waste management in Broward County were reviewed.



# Summary and Recommended Next Steps



# MOU

## MEMORANDUM OF UNDERSTANDING REGARDING COLLABORATIVE STUDY AND SUBSEQUENT DEVELOPMENT OF AN INTEGRATED SOLID WASTE AND RECYCLING SYSTEM

This Memorandum of Understanding Regarding Collaborative Study and Subsequent Development of an Integrated Solid Waste and Recycling System ("MOU"), by and among Broward County, Florida (the "County"), a political subdivision of the State of Florida, and those municipalities located within the County that approve and execute this MOU (individually, each is a "Participating Municipality"; collectively, the "Participating Municipalities"), is made and entered into as of the Effective Date (as defined below).

### Recitals

- A. The County and the Participating Municipalities recognize that there are significant short- and long-term benefits of regional management of solid waste disposal and recyclables processing, and are therefore committed to working toward establishing an integrated and comprehensive regional solid waste management system.
- B. The County, working with numerous County municipalities, previously procured a study ("Study") for an evaluation and recommendations regarding (i) how to reach a seventy-five percent (75%) countywide recycling goal, (ii) the impact continued public ownership of a parcel of land known as Alpha 250 would have on said recycling goal and countywide solid waste disposal, and (iii) other general solid waste issues identified through the Study.
- C. In June 2017, the County, in collaboration with numerous County municipalities, retained Arcadis, U.S., Inc., Kessler Consulting, Inc., Total Municipal Solutions, L.L.C., and GMAC Consulting, L.L.C. (collectively, the "Arcadis Team") to conduct the Study, which the Arcadis Team commenced in October 2017.
- D. In December 2018, the Arcadis Team concluded the Study and issued its Solid Waste and Recycling Issues Study Final Report (the "Final Report"). The Final Report summarizes the Arcadis Team's findings and recommendations, which include the following: (i) an evaluation of three different scenarios through which the seventy-five percent (75%) countywide recycling goal could be achieved or approached by 2025; (ii) a recommendation that Alpha 250 remain publicly owned given its viability as a location for the development of certain solid waste processing facilities described in the Final Report; (iii) a recommendation that an independent special district be created as the governance structure for any established regional solid waste management system; and (iv) a recommendation that the solid waste processing facilities developed as part of the regional solid waste management system be based on a public/private partnership ownership option (collectively, the "Arcadis Recommendations").
- E. With the benefit of the Arcadis Team's Final Report and the Arcadis Team's Recommendations, the County and the Participating Municipalities have agreed to

- ▶ A. Representation
  - ▶ (i) Each local government has a representative
  - ▶ (ii) Voting
  - ▶ (iii) Sunshine law
- ▶ B. Establishment of Rules

# MOU – Logistics

(Jamie Cole)



- ▶ C. Working Group
  - ▶ (i) Purpose
  - ▶ (ii) Composition (*presentation on options to follow*)
  - ▶ (iii) Staffing
- ▶ D. Technical Group
  - ▶ (i) Purpose
  - ▶ (ii) Composition

- ▶ (i) The system should be highly collaborative to ensure service to all residents and to take advantage of purchasing economies and other economies of scale.
- ▶ (ii) Parties to equally consider Arcadis' recommendations, various preferences of each Party, and results of further study.
- ▶ (iii) Exploration of all possible governance/organizational structures, with emphasis on local control, flexibility, and flow control.

# MOU – Shared Principles/Commitments

(Keoki Baron)

- ▶ (iv) Common ownership and/or control of acquired and constructed public assets; common responsibility for liabilities (e.g., landfill closure and long-term maintenance costs); mutually agreed-upon control of operations.
- ▶ (v) Common control on setting fees (e.g., tipping), with emphasis on achieving full cost recovery using the lowest practicable fees while still providing a comprehensive range of offerings.

# MOU – Shared Principles/Commitments

(Keoki Baron)

- ▶ (vi) Robust recycling programs are necessary even if the current recycling market is not favorable or conducive to recycling.
- ▶ (vii) Identification and analysis of all available options regarding programs (e.g., contracting with private entities) and assets (e.g., Alpha 250); the Parties' respective interests in public assets made part of the system to be taken into account in determining the Parties' financial contributions.

# MOU – Shared Principles/Commitments

(Keoki Baron)

# Working Group Composition Discussion (Richard Salamon)

*What we are talking about is the MOU Working Group, which is different from the Governing Board of any solid waste authority or district that will be created from the process over the next year.*

History: Since the 2013 expiration of the Resource Recovery System (the “RRS”), the former members of the RRS selected six (6) representatives to work with the County on the distribution of assets and to identify a path forward toward collaboratively developing a new regional system:

- Mayor of Fort Lauderdale
- Mayor of Hollywood
- Mayor of Miramar
- Mayor of Sunrise
- Mayor of Weston
- Commissioner from Coconut Creek

# Sample Options for Working Group Composition By Top Ten Population (Richard Salamon)

*Based on the requirements outlined in the MOU, the composition of proposed working group (five to nine total members) could be:*

**One (1) Broward County Commissioner (required under MOU).**

**Four (4) or Five (5) representatives from the ten most populous municipalities in Broward County.**

**Two (2) or Three (3) representatives from the next ten most populous municipalities in Broward County.**

**One (1) or Two (2) representatives from the ten least populous representatives in Broward County.**

## Four or five from Group A

1. Fort Lauderdale – 182,827
2. Pembroke Pines – 165,352
3. Hollywood – 149,028
4. Miramar – 137,107
5. Coral Springs- 128,757
6. Pompano Beach -110,371
7. Davie – 103,171
8. Sunrise – 92,663
9. Plantation – 89,595
10. Deerfield Beach – 78,573

## Two or three from Group B

11. Lauderhill – 71,751
12. Weston – 66,972
13. Tamarac – 64,663
14. Coconut Creek – 58,344
15. Margate – 58,329
16. Oakland Park – 45,276
17. North Lauderdale – 44,841
18. Hallandale Beach – 39,054
19. Lauderdale Lakes – 36,475
20. Cooper City – 33,906

## One or two from Group C

21. Parkland – 32,742
22. Dania Beach – 31,755
23. West Park – 14,985
24. Wilton Manors – 12,831
25. Lighthouse Point – 10,560
26. Southwest Ranches – 7,706
27. Pembroke Park – 6,384
28. Lauderdale-by-the-Sea – 6,199
29. Hillsboro Beach – 1,918
30. Sea Ranch Lakes – 695
31. Lazy Lake – 26

# Sample Options for Working Group Composition by 1/3 of Population (Richard Salamon)

*Based on the requirements outlined in the MOU, the composition of proposed working group (five to nine total members) could be:*

**One (1) Broward County Commissioner (required under MOU).**

**Two (2) to three (3) representatives from municipalities representing top third of population in Broward County.**

**Two (2) to four (4) representatives from municipalities representing middle third of population in Broward County.**

**Two (2) to three (3) representatives from municipalities representing last third of population in Broward County.**



Two or three from Group A

1. Fort Lauderdale – 182,827
2. Pembroke Pines – 165,352
3. Hollywood – 149,028
4. Miramar – 137,107

Two to four from Group B

5. Coral Springs- 128,757
6. Pompano Beach -110,371
7. Davie – 103,171
8. Sunrise – 92,663
9. Plantation – 89,595
10. Deerfield Beach – 78,573
11. Lauderhill – 71,751
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Two or three from Group C

13. Tamarac – 64,663
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# Working Group Composition Discussion

(Richard Salamon)

## *IMPORTANT CONSIDERATIONS:*

1. Working Group members will be elected officials from participating MOU communities
2. The MOU members may wish to determine that Working Group members are identified as member agencies (e.g., “Broward County”) rather than individual elected officials who may change over time or be unable to attend all meetings; this would enable “Alternate” representatives to participate on behalf of the Working Group agencies.
3. Working Group members will need to commit significant personal time to this project over the next year
4. Working Group members will need to commit their key staff to significant effort for this project

Regardless of participation on the Working Group, all participating communities will be represented in two important roles:

1. As participating members of the MOU
2. By appointing staff members to the Technical Group (not mandatory)

# Overview of Governance Structures

# Types of Governance Structures



Dependent Special  
District

Independent  
Special  
District

Singular  
Government Entity











# Governance Overview – Independent Special District (Arcadis)

- ▶ **Governing Rules:** Governed by a collective body; not under control of single county or municipality.
- ▶ **Creation:** *MUST* be created and approved by the Florida Legislature.
- ▶ **Characteristics:** Collective rule for appointment of members with equal control and voting power; independent control over budget and millage rates; significant state oversight.
- ▶ **Taxing Authority:** Millage not subject to millage cap of any other local government.

# Governance Overview – Dependent Special District (Arcadis)

- ▶ **Governing Rules:** Governed and controlled by single county or municipality.
  - ▶ **Creation:** Created through ordinance so long as the district lies within the boundaries of creating entity and ALL impacted municipalities approve; can also be created via special act of Florida Legislature.
- ▶ **Characteristics:** Governing board sets solid waste policy; selection/retention of board membership subject to controlling entity; controlling entity approves the district's budget.
- ▶ **Taxing Authority:** Can only tax up to a certain limit (millage to be added to millage of creating entity and combined millage subject to millage cap of creating entity).

# Types of Governance Structures – DEPENDENT VS. INDEPENDENT SPECIAL DISTRICT

	SPECIAL DISTRICTS	
	DEP	IND
Criteria for Dependent and Independent Special Districts in accordance with F.S. 189.012		
Governing body members are identical to governing body members of the county.		
All members of the governing body are appointed by a single county or municipality		
During their unexpired terms, members of the special district's governing body are subject to removal at will by the governing body of a single county or a single municipality.		
Budget requires approval by governing body vote.		

# Governance Overview – Interlocal Agreement (Arcadis)

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- ▶ **Governing Rules:** Allows for creation of separate legal entity to make decisions on comprehensive solid waste system.
- ▶ **Creation:** Requires municipalities representing at least 50% of County residents to sign on before it can go into effect.
- ▶ **Characteristics:** Would provide flexibility for cooperative solutions; created entity would have ability to levy special assessments and establish rates/fees.
  - ▶ **Taxing Authority:** None.



# Special District vs. Singular Government Entity

*The main difference is **their purpose**:*

 **Municipalities and counties:**

- Provide local general governmental services
- Have broad powers

 **Special districts:**

- Provide local specialized governmental services
- Have very limited, related, and specific prescribed powers

# Types of Governance Structures – TYPICAL ADVANTAGES / DISADVANTAGES OF SPECIAL DISTRICTS



- Single point of responsibility.
- Greater efficiencies achieved through economies of scale.
- Less exposure to private sector monopoly.
- Fiscal independence.
- For Independent Districts, allows parties to participate in governance.



- Less control at local level.
- Generally requires longer term commitments.
- For Dependent Districts, governance structure must conform to the parent organization.

# Types of Governance Structures – TYPICAL ADVANTAGES / DISADVANTAGES OF SINGULAR GOVERNMENT ENTITY



- Single point of responsibility.
- Greater efficiencies achieved through economies of scale.
- Less exposure to private sector monopoly.
- Overall reduction of administrative burden.



- Less control at local level.
- Generally requires longer term commitments.
- Fiscal dependence.
- Regional cooperation required to gain economies of scale.

**Milestone Description**

County Approval of the MOU

Participating Municipality Approval of the MOU

Designation of Working Group

Designation of Technical Group

Retention of consultants and/or any required legal counsel

Determination as to form of governance for the regional solid waste management system (e.g., interlocal agreement, special district\*)

\*Finalization of the necessary creation documents

**Milestone Dates**

June 11, 2019

September 30, 2019

November 15, 2019

December 15, 2019

December 15, 2019

April 20, 2020

September 30, 2020

Next  
Steps  
(Michael Cirullo)