#### Memorandum



DATE June 12, 2015

<sup>TO</sup> Members of the Budget, Finance & Audit Committee: Jerry R. Allen (Chair), Jennifer S. Gates (Vice Chair), Tennell Atkins, Sheffie Kadane, Philip T. Kingston

SUBJECT Sanitation Services: Overview of Preliminary Fiscal Year 2015-16 Budget

On June 15, 2015, the Budget, Finance and Audit Committee will be briefed on Sanitation Services: Overview of Preliminary Fiscal Year 2015-16 Budget. The briefing will be presented by Kelly High, Director of Sanitation Services. The briefing is attached for your review.

Please let me know if you need additional information.

Joey Zapata Assistant City Manager

#### Attachment

c: Honorable Mayor and Members of City Council A.C. Gonzalez, City Manager Warren M.S. Ernst, City Attorney Craig D. Kinton, City Auditor Rosa A. Rios, City Secretary Daniel F. Solis, Administrative Judge Ryan S. Evans, First Assistant City Manager

Jill A. Jordan, P.E., Assistant City Manager Mark McDaniel, Assistant City Manager Eric D. Campbell, Assistant City Manager Jeanne Chipperfield, Chief Financial Officer Sana Syed, Public Information Officer Kelly High, Director, Sanitation Services Elsa Cantu, Assistant to the City Manager



#### Sanitation Services: Overview of Preliminary Fiscal Year 2015-16 Budget

Budget, Finance and Audit Committee June 15, 2015



#### **Mission Statement**

To protect the public health and the quality of the environment through the efficient collection, recycling and disposal of municipal solid waste



#### **Overview of Sanitation Services**

- Sanitation Services provides:
  - Weekly Residential Refuse Collection (240,000 homes)
  - Weekly Residential Recycling Collection (184,000 homes)
  - Monthly Residential Brush/Bulk Collection
    - Cost Plus Service (Off Cycle Brush/Bulk Collection for Fee)
  - Dead Animal Collection
  - City Facilities Refuse and Recycling Collection (200 Locations)
  - Citywide Recycling Drop-off Site Collection (150 Locations)
  - Operation of the McCommas Bluff Landfill and three Transfer Stations: Bachman, Fair Oaks and Westmoreland

## Sanitation Services Scope

- Sanitation crews completes 111 routes daily for residential refuse and recycling collection. This equates to:
  - 100,000 service opportunities per day or 21M opportunities annually
  - 7,500 miles driven a day or 1.5 million miles annually
  - Routing software is utilized to optimize route and driver efficiency
- Sanitation Services collects annually approximately:
  - 233,000 tons of residential refuse
  - 150,000 tons of brush/bulk (FY 14/15, estimate 175K tons)
  - 55,000 tons of recycling
- Sanitation Services owns/operates the McCommas Bluff Landfill
  - Landfills approximately 1.4 million tons annually
- Sanitation Services Operates three transfer stations (Bachman, Fair Oaks and Southwest)
  - Process and transport over 250,000 tons annually for disposal

# Preliminary Fiscal Year 15-16 Budget Overview

### FY 16 Budget Overview - Residential

- Preliminary residential fee for FY 16 is projected to increase \$0.63 (from \$21.31 to \$21.94)
  - Many internal cost of service increases were offset by decreases in areas such as debt and contract services
  - Fee increase associated with FY 16 increases in merit, pension, health care cost and workers compensation and risk costs (\$1.6M)
  - Current rate does not include other potential increases such as:
    - Equipment maintenance cost or CIS support cost
    - A 4% franchise fee (\$2.6M)
      - Adds an additional \$1.04 to the fee

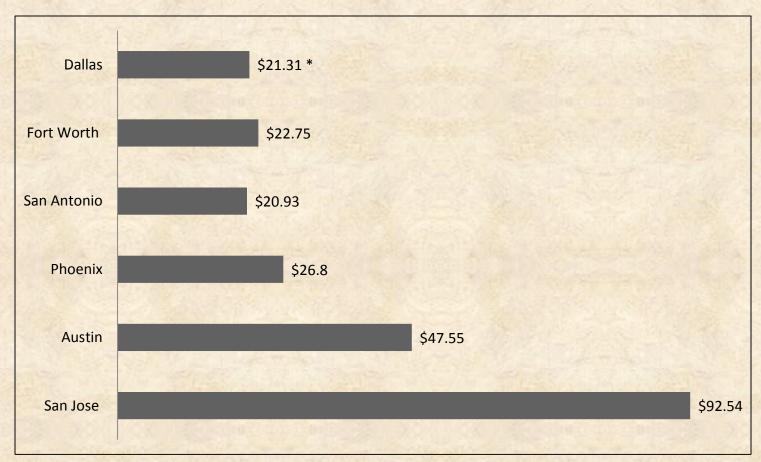
## Sanitation Residential Fee History



- \$0.96 cent increase (4.6%) since 2009

- The 2009 residential fee, adjusted for inflation through 2014 (10.8%), would equate to a rate of \$23.25 today.

#### Other Cities FY 15 Residential Fees (96 gallon cart Service)

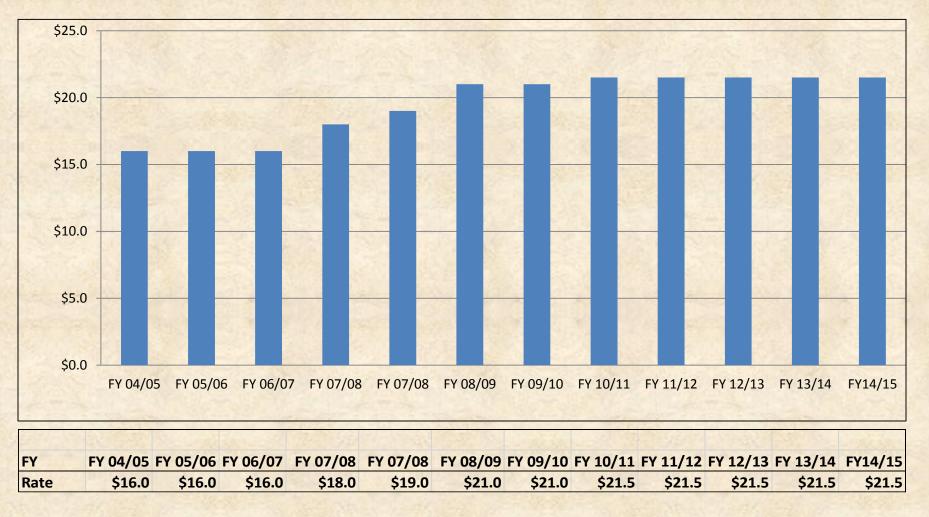


Note: Dallas currently collects more than twice the bulk/brush tons per household than other Texas cities like Austin, Ft. Worth and San Antonio that have limited annual collections and set out limits. Service levels vary by city, please see appendix for service level detail.

# FY 16 Budget Overview - Landfill

- McCommas Bluff Landfill expenses increasing by \$480k primarily due to FY 16 merit, pension, health care and workers compensation cost
- McCommas Bluff Landfill revenue remains relatively flat
  - A gate rate increase is being reviewed, potentially up to 15% (could be phased in)
    - Current gate rate is \$21.50/ton and many regional landfills have published rates in excess of \$30/ton
    - Based on a comparison of regional rates McCommas has relatively low general gate rates
      - Many private landfill offer non-published discounted rates
      - A rate increase could affect non-contracted customer tonnage
      - Any increased revenue should be allocated to funding the Landfill Capital Construction Fund for future cell construction

## **McCommas Bluff Gate Rate History**



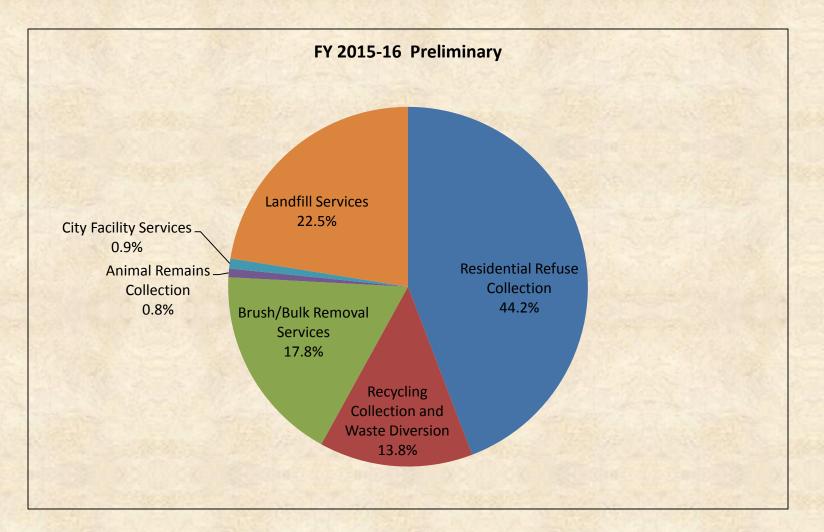
Note: FY 07/08 had two rate increases (one mid-year)

### Preliminary FY 16 Budget Summary

# **Budget Summary by Service**

		FY 2014-15		FY 2015-16	
Expense by Service	FTEs	Budget	FTEs	Preliminary	Variance
Residential Refuse Collection	412.9	33,351,069	412.9	34,187,197	836,128
Recycle Collection and Waste Diversion Services	141.6	11,097,002	141.6	10,740,675	(356,327)
Brush/Bulk Removal Services	136.4	13,088,742	136.4	13,793,132	704,390
Animal Remains Collection	9.5	548,798	9.5	604,303	55,505
Total SAN residential refuse collection	700.4	58,085,611	700.4	59,325,307	1,239,696
and the second second					
City Facility Services	2.0	711,266	2.0	760,470	49,204
Landfill Services	159.0	16,896,973	159.0	17,376,039	479,066
Department Expense Total	861.4	75,693,850	861.4	77,461,816	1,767,966

# **Budget Allocation by Service**



# SAN Residential Fee Reconciliation

FY15 - Current Residential Fee	and a start a supply	A State State	21.31
	Allocation to Fee	Fee Impact	
Capital construction fund transfer	457,760	0.18	. Spin
Full year funding of FY14-15 merit	129,417	0.05	2885
Payroll rate adjustment	119,771	0.05	
Equipment maintenance wash contract	100,000	0.04	tal la
Residential account adjustments and landfill disposal	67,739	0.03	
Dallas County Household Hazardous Waste contract	52,000	0.02	
Roll cart replacement and debt service	(336,687)	(0.14)	
SAP debt service reduced	(287,000)	(0.11)	all have
GPS expense reduction	(128,000)	(0.05)	35325-
Diversion outreach contract reduction	(100,000)	(0.04)	A AN
Marketing	(75,000)	(0.03)	
	0	0.0	1 add
FY16 – Preliminary (as of 3/24/15) Residential Fee			21.31
Adjustments			
Proposed 3% merit effective October 1st	515,349	0.21	
Proposed pension rate increase	217,213	0.09	and a
Risk adjustments (workers comp, property and liability)	658,610	0.27	
Proposed health benefits increase	127,101	0.05	
Diversion outreach contract	35,708	0.01	
	1,553,981	0.63	-2.
Adjusted Residential Fee (as of 6/11/2015)	and a second		21.94

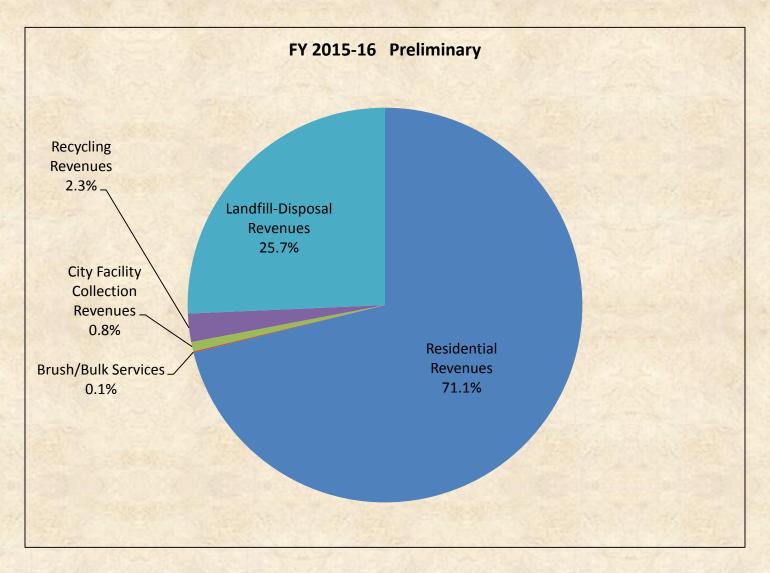
# FY 16 Budget Allocation by Expense

Salaries, benefits, pension bonds	34,068,795	44.0%
EBS Fleet maintenance	11,583,898	15.0%
Fuel	5,666,452	7.3%
Equipment and landfill debt service	5,509,458	7.1%
Day labor contract	5,339,492	6.9%
Professional services and contracts *	3,046,686	3.9%
Landfill heavy equipment maintenance	2,251,936	2.9%
Material, supplies and services *	2,103,182	2.7%
Intercity services (311, SAP billing, HR, Safety, GIS)	1,506,847	1.9%
TCEQ disposal fee	1,259,571	1.6%
CIS support services (application systems, p.c., radio, phone)	1,192,110	1.5%
Roll-cart debt, replacement and repair	1,466,330	1.9%
Dallas County household hazardous waste collection contract	891,486	1.2%
Capital Construction Fund transfer	736,260	1.0%
Premiums-property and liability	584,313	0.8%
Outreach, education, and advertising	255,000	0.3%
Total	77,461,816	100%

#### **Revenue Summary**

	FY 2014-15	FY 2015-16	
Revenue	Budget	Preliminary	Variance
Residential Fee	62,914,730	64,463,023	1,548,293
Cost Plus Bulk/Brush Service	114,043	114,043	
Recycling Processing	2,100,000	2,100,000	1
Total Sanitation residential refuse collection	65,128,773	66,677,066	1,548,293
City Facility Collection	614,846	760,470	145,624
Landfill Revenues*	23,172,418	23,300,173	127,755
Department Revenue Total	88,916,037	90,737,709	1,821,672
Departmental Expense Total	75,693,850	77,461,816	
Revenue to the General Fund (with no fee increase)	13,222,187	13,275,893	53,706
* Includes tipping fees, landfill gas revenues and franchise fees			

# **Revenue by Source**



# **Other Budget Considerations**

## **Sanitation Utility**

- If Sanitation Services is established as a Utility a franchise fee could be assessed for the usage of City streets and alleys
  - A 4% franchise fee would generate approximately \$2.6M (an additional \$1.04 to the fee)
- Sanitation Services will continue to review business requirements and efficiencies to determine best operational funding needs and requirements

# Long-Term Outlook

- Long-term recycle processing revenue likely to decrease significantly due to market conditions
- Long-term equipment replacement plan and schedule needs to be further analyzed
  - Currently \$17.5M in equipment meets replacement criteria and the proposed replacement budget for FY 16 is \$6M
  - Equipment type and amount (smaller and more trucks) may need to change based on number of collection points in the alley (~47%)
  - A large fleet purchase was made in 2009 associated with One DAY Dallas and this equipment will soon exceed useful life
- McCommas Bluff Landfill Capital Construction Fund needs to be funded on a consistent basis for future cell construction and landfill capital needs
- Programmatic changes need to be continually reviewed (e.g., bulk and brush collection and alley collection)

# Summary of Proposed Budget

- Preliminary FY 16 Residential Fee is projected to increase by \$0.63 (from \$21.31 to \$21.94)
  - Fee increase driven primarily by FY 16 merit, pension, health care cost, and workers compensation increases
- Proposed FY 16 budget does not include unknowns such as
  - Equipment maintenance and CIS support cost
  - 4% Franchise fee cost (\$2.6M)
    - Fee impact \$1.04
- Landfill gate rate currently unchanged
  - McCommas Gate Rate is low compared to other regional landfill and needs to be reviewed for a potential increase of up to 15% (could be phased in)

# Appendix

- Additional Budget Detail
- Departmental Service Detail
  - Residential Collection Services
  - McCommas Bluff Landfill Operations
- McCommas Bluff Gate Rate Overview
- Other Long-term Outlooks
- Other Cities Service Levels and Fees

# **Expense Detail**

Contracts and Professional Services	
Landfill environmental/regulatory compliance, cell	627,790
engineering and construction management	027,790
Brushing grinding	150,000
City facilities recycling collection	295,000
City facilities refuse collection	321,865
Closed landfill compliance monitoring	224,000
GPS system maintenance	72,140
EEI DISD - UNT Educational Outreach	255,891
Emergency storm response services	300,000
Equipment maintenance cleaning	100,000
Landfill scalehouse equipment	10,000
Geotechnical services	5,000
Landfill - Security	65,000
Landfill and transfer station camera upgrades	150,000
Landfill lab services	20,000
Landfill leachate system/swale excavation	250,000
Litter campaign and outreach	100,000
Outside legal services	20,000
WasteWorks (scale house weigh/billing system)	80,000
Total	\$ 3,046,686

# **Expense Detail**

Material, Supplies and Services	
Building/property maintenance and repair	168,943
Chemical and environmental cleaning supplies	57,091
Clothing - uniform rental	181,784
Concrete grinding	150,000
Credit card charge	79,542
Educational material and supplies	13,972
Equipment rental	146,404
Fuel and Lube	95,681
Hydration supplies (ice and powdered beverage)	104,846
Light and power, water, fuel supplies	202,433
Machinery supplies, tools, parts and implements	41,433
Materials (aggregate/rock, maintenance and crew supplies)	205,048
Mechanical supplies, materials, tools and crew supplies	312,801
Office supplies, copy machine lease and supplies	111,713
Printing and photographic	58,222
Professional development	56,441
Security	86,828
Tire recycling	20,000
Fire system maintenance	10,000
Total	\$ 2,103,182

#### **Residential Collection Services**

#### **Residential Collections Services**

Includes collection of residential refuse, recycling, and bulk/brush. Also includes special services and waste diversion.

• Five regional collection districts and three regional transfer stations



#### **Refuse and Recycling Collections:**

- 240,000 residential accounts (184,000 of those accounts have a recycling roll-cart)
  - Once weekly refuse and recycling pick-up
    - Collection days (Monday, Tuesday, Thursday and Friday)
  - 110+ refuse and recycling routes run daily
  - 115+ collection vehicles utilized daily
  - 100,000 service opportunities per day and 21M opportunities annually
  - 7,500 miles driven daily and 1.5M miles driven annually
- Annual collection tonnages:
  - 230,000 tons- Refuse
  - 55,000 tons Recycling



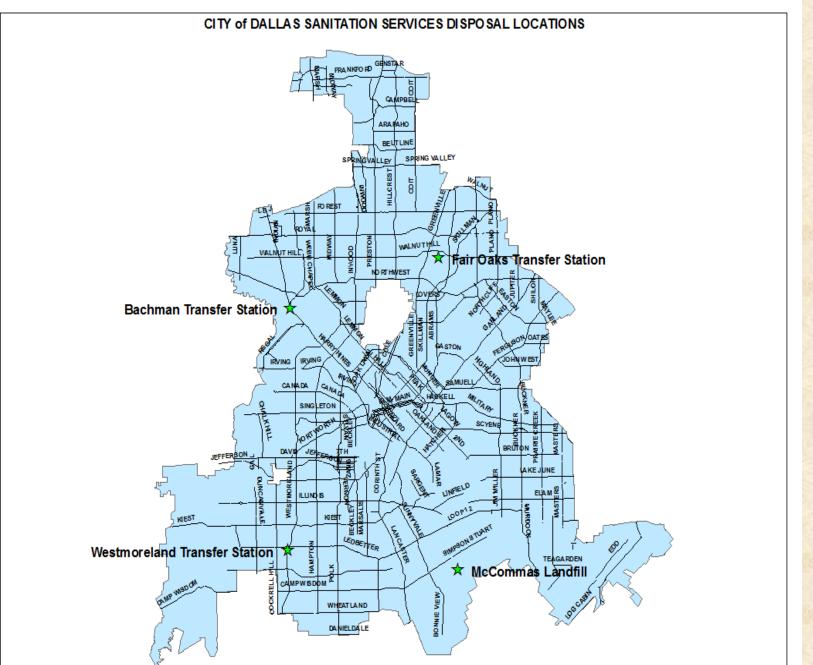
#### **Bulk and Brush Collections:**

- 240,000 residential service opportunities monthly
- Four weekly collection areas (Week 1, 2, 3 & 4)
- 150,000 tons collected annually



#### **Transfer Stations:**

- Bachman (northwest), Fair Oaks (northeast) and Westmoreland (southwest)
  - Utilized by daily residential collections (refuse, recycle, and bulk/brush)
  - Residential self haul days (days and times listed on webpage)
  - Cash customer disposal (Bachman only)
  - Recycling drop off containers
  - Electronics drop off
  - Tire drop off (up to 6 tires)
- Monthly tonnage collected and transferred from each station (excluding recycling tonnage)
  - Bachman 11,300 tons
  - Fair Oaks 5,000 tons
  - Southwest 4,700 tons



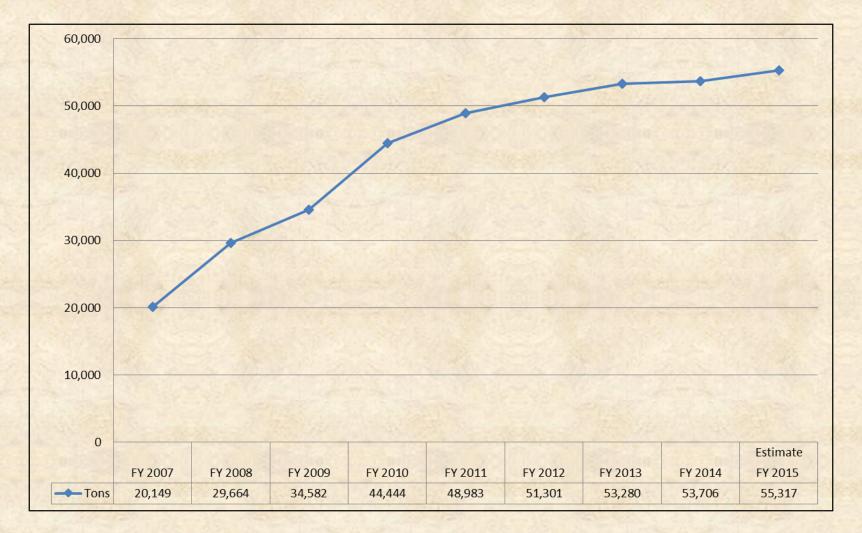
#### **Special Services**

- Delivery of over 100 new or replacement roll-carts daily
- Daily roll-cart repair
- Weekly City facility collections
  - Approximately 200 City facility locations
- Daily property damage repair (minor)
- Dead animal collection (ROW, animal shelter, veterinary clinics)
  - 16,000 service request annually
  - 27,000 dead animals collected annually
  - 7 days a week service
- Provide monthly BOPA (<u>Batteries</u>, motor <u>Oil</u>, latex <u>Paint</u>, <u>Antifreeze</u>) events citywide

#### **Waste Diversion**

- Manage City's recycle processing contract
  - Currently produces annual revenue of \$2M
- Manage 150 recycling drop off locations throughout the city
- Attend over 200 outreach events annually
- Manage UNT contract for in school education curriculum (w/DISD)
- Manage contract with Dallas County for Household Hazardous Waste collection and disposal
  - Including annual regional collections
- Hold bi-annual Recycling Round-up events

### **Historical Recycling Tonnages**



## **McCommas Bluff Landfill Operations**

# **McCommas Bluff Landfill**



# **McCommas Bluff Landfill**

Serves a Type I regional landfill accepting municipal solid waste from the City's residential collections, citizens self haul, cash customers and commercial solid waste haulers

- Gate rate of \$21.50
  - Discounted rates for contracted long-term/guaranteed tonnage customers
- Over 830 permitted acres with almost 100M cubic yards of available space (approximately 50 yrs.)
- Contract with Dallas Clean Energy McCommas Bluff for landfill gas recovery, processing and eventual sale
- Utilizes an enhanced leachate recirculation system for accelerated waste decomposition (faster settlement for recapturing useful airspace and quick landfill gas generation for processing and sale)

# **McCommas Bluff Landfill**

#### **McCommas Bluff Landfill**

- Receive approximately 1.4M tons annually
  - Second largest in the state based on annual tonnage received
- Over 300,000 scale house transactions annually
  - ~1,000 daily transactions
- \$17.5M in annual tipping fee revenue
- \$2.4M in annual landfill gas revenue
- Operating 6 days Monday thru Saturday

## **Recent Plan Completions**

- February 2013 Council adopted the City's long range Local Solid Waste Management Plan
  - 50 year plan to move away from landfilling to more of a resource recovery and waste diversion operation
    - Plan calls for "zero waste" goals
      - 40% diversion by 2020
      - 60% diversion by 2030
      - 80% diversion by 2040 ("zero waste")
- June 2014 Resource Recovery Planning study completed
  - Evaluated waste diversion and waste conversion technologies
    - Plan recommends continued focus on single stream recycling and potential material recovery facility at McCommas Bluff landfill
    - Re-evaluate waste conversion technology every 5 years

# McCommas Bluff Gate Rate

## Gate Rate Change Overview

- Current rate is \$21.50 per ton
- Compared to area landfills, the McCommas Bluff Landfill has the lowest posted gate rate
  - Many posted gate rates at area landfill are over \$30/ton
  - Private area landfills can negotiate discounts of posted gate rates and these rates are not published
- The gate rate has remained the same since FY 2010-11 due to economic conditions and to minimize the risk of losing major non-contracted commercial customers
- A gate rate increase poses a risk of losing some cash and large commercial customers, but regional rates may warrant change

#### **Gate Rates For Area Landfills**

Site	Location	Operator	Gate Rate	Notes	
McCommas Bluff	Dallas, TX	City of Dallas	\$21.50 per ton		
Skyline	Ferris, TX	Waste Management	\$85.99 min charge for first 5 yds. or less; \$9.50 for each additional yard	Avg \$\$/ton for 30yds = Compacted - \$32.67 Uncompacted - \$63.41	
DFW Lewisville	Lewisville, TX	Waste Management	\$68 min/load, \$9.50/yd. for uncompact, \$12/yd for compacted	Avg \$\$/ton for 30yds = Compacted - \$36.36 Uncompacted - \$55.88	
Camelot	Lewisville, TX	Republic Waste Services	\$30.36/ton		
Lewisville Landfill (C&D Only)	Lewisville, TX	Republic Waste Services	\$18.96/ton \$9.80/yd		
Arlington Landfill	Arlington, TX	Republic Waste Services	\$35/ton (inside City) \$52/ton (outside City)		
EDC	Ennis, TX	Republic Waste Services	\$30.28/ton		
Hunter Ferrell Municipal	Irving, TX	City of Irving	\$40/ton		
C.M. Hinton Regional	Garland, TX	City of Garland	\$35/ton (automated) \$52.50/ton(non- automated)		
Grand Prairie	Grand Prairie, TX	City of Grand Prairie	\$32.00/ton		
Denton Landfill	Denton, TX	City of Denton \$44/ton (\$2		\$10/ton - Concrete, asphalt, brick or \$35/ton for a dump truck load	

## **Other Long Term Outlooks**

### SAN: Long-term Debt Outlook

(assuming level equipment purchase of \$6M annually)



### **Capital Construction Fund Outlook**

(assumes annualized funding of \$2M beginning in FY 17)

12-7-16	FY 14	FY 15	FY16	FY 17	FY 18	FY 19	FY 20	FY 21	FY 22	FY 23	FY 24	FY 25	FY 26	FY 27	FY 28	FY 29
Transfer In		0.3	0.7	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0
Cell Construction			5.3	-	3.2		5.4	-		-	4.9		6.4		9.	7.5
Cash Ending Balance	6.1	6.4	1.8	3.8	2.6	4.6	1.2	3.2	5.2	7.2	4.3	6.3	1.9	3.9	5.9	0.4

#### **Other Cities Service Levels and Fees**

#### **Rates and Services For Other Texas Cities**

City	Monthly Rate	Ad'tl Cart Charge (monthly)	Cart Size	Refuse & Recycling	# of Collections (Brush/Bulky)	Household Chemicals
Dallas	\$21.31	\$10.56	48, 64, 96 gal.	1X wkly both ref. & rec.	1X per month Brush & Bulk – Limited Restrictions	Residents have access to County HHC Facility
San Antonio	\$20.93 Includes \$2.00 Environmental Fee	\$18.69	48, 96 gal.	1X wkly both ref. & rec.	2X per calendar year for Brush & Bulk – Has Restrictions	City has HHC Facility
Austin	\$22.60– 24 gal \$23.85– 32 gal \$29.00– 64 gal \$47.55 - 96 gal Includes \$7.40 Clean Community Fee	\$15.20-\$40.15 depending on cart size	24, 32, 64, 96 gal.	1X wkly ref. Bi-wkly rec.	2X per year for Brush & Bulk – Has Restrictions Weekly yard waste with restrictions	Residents have access to HHC Waste Facility
Ft. Worth	\$12.50 – 32 gal \$17.50 – 64 gal \$22.75 – 96 gal	Extra bags for refuse 5 for \$15	32, 64, 96 gal.	1X wkly ref. & rec.	1X per month Bulk and no brush – Has Restrictions Weekly yard waste with restrictions	City has HCC (open Tue, Wed, Sat)
Irving	\$19.55	No carts	No carts	2X wkly ref. 1X wkly rec.	1X wkly Brush & Bulk (same day as recycling) - Has Restrictions	Residents have access to County HHC Facility
Corpus Christi	\$22.46	\$10.00 + \$10 delivery chg.	96 gal	1Xwkly ref. and rec. includes yard waste	5X per year Heavy Brush; 2X per year Bulky Trash – Has Restrictions	Residents have access to City HHC (closed Sun)
Denton	\$32 – 96 gal \$26.75 – 65 gal \$26 - 48 gal	\$45 per month – 96 gal.	48, 65, 96 gal recycling – 95 gal	1X wkly both ref. & rec. includes yard waste	4 bulk items per month – yard waste packed up/w. ref. – Has Restrictions	On demand collection curbside
Garland	\$19.58	\$6.10	95 gal – refuse 95 gal – recycling	1X wkly ref. Bi-wkly rec.	1X wkly Brush & Bulk – Has Restrictions	County HHC Facility

#### **Rates and Services For Other Cities (Nationwide)**

						-
City	Monthly Rate	Ad'tl Cart Charge (monthly)	Cart Size	Refuse & Recycling	# of Collections (Brush/Bulky)	Household Chemicals
Dallas	\$21.31	\$10.56	48, 64, 96 gal.	1X wkly both ref. & rec.	1X per month Brush & Bulk – Limited Restrictions	Residents have access to County HHC Facility
Phoenix, AZ	\$23.85 – 64 gal \$26.85 – 96 gal	\$13.40	64, 96 gal.	1X wkly both ref. & rec.	4X per year – Has Restrictions	No service or facility. City does conduct round up events
Miami Dade County, FL	\$439,00 a year/\$36.58 per month	One time \$79.50 fee for refuse cart. No charge for ad'tl. rec. cart	35, 96 gal Rec. – 96 gal	2X wkly refuse Bi-wkly rec.	2X per year. Residents can use 13 drop off locations	Two drop off locations for HHC. No curbside collection
Long Beach, CA	\$23.31– SFD \$20.31 – Apt.	\$10.02 – 64 gal. \$19.00 – 96 gal. No charges for ad'tl. rec. cart.	64, 100 gal.	1X wkly ref. & rec.	Free scheduled pick up twice a year	One drop off location in LBC; one drop off location in Los Angeles, CA.
San Jose, CA	29.08- 20 gal \$30.84– 32 gal \$61.68 – 64 gal \$92.54 – 96 gal	No additional carts, garbage sticker is \$6.25	20 gal (expires 1/15/15), 32 gal, 64 gal, 96 gal	1X wkly both ref. & rec includes yard waste	SFD – \$26.40 for 1-3 items, Apt \$58.36 for up to 3 items and \$19.45 for each additional item	Residents have access to County facility
Seattle, WA	\$20.60 – 12 gal \$25.25 – 20 gal \$32.90 – 32 gal \$65.75 – 64 gal \$98.65 – 96 gal	Extra garbage - \$10.20 per 60 lb bundle	12, 20, 32, 64, 96 gal	1X wkly ref. and yard waste Bi- wkly rec.	\$30.00 per item, \$28.00 per items containing CFC.	Residents can use three drop off facilities