

Fund 40170: I-95 Refuse Disposal

Mission

The Fairfax County Solid Waste Management Program (SWMP) is dedicated to keeping Fairfax County clean by preventing pollution and other contamination associated with the improper disposal of refuse. This is achieved by providing environmentally sound and economically viable management of refuse and recyclables through the operation of the I-95 Landfill Complex in Lorton, Virginia. The primary activity performed is the landfilling of ash generated from the combustion of waste at the waste to energy facility - Covanta Fairfax, LLC - in Lorton, Virginia. The following activities are conducted at this location:

- The Covanta combustion process generates ash, which is landfilled on site by County employees. Ash from a similar Covanta facility serving the City of Alexandria and Arlington County, and the Noman M. Cole, Jr. Pollution Control Plant, are also disposed of at the I-95 Ash Landfill.
- Brush is ground into mulch for reuse.
- Leaves and grass are transported to composting facilities in Prince William and Loudoun Counties where they are processed into a soil amendment.
- Landfill gas generated at the closed landfill generates methane captured and processed for power production.
- Staff and equipment from the I-95 facility are used to respond to emergencies by providing debris removal during emergencies and disasters, including snow and ice control in the winter months.
- Other programs conducted at the I-95 facility include operation of a Recycling and Disposal Center (RDC) for customers, Household Hazardous Waste; electronics recycling; used motor oil, antifreeze, cooking oil, latex paint recycling, automotive battery recycling; food scraps collection; single stream recycling, glass recycling, and scrap metal/appliance recycling.
- The SWMP manages environmental control programs for the closed portion of the landfill as required by federal and state regulations. Systems to control landfill gas and groundwater and stormwater impacts attributed to waste disposal are operated and maintained by County staff.

Focus

The County has operated the I-95 Landfill Complex for more than 25 years. It was previously owned and operated by the District of Columbia from 1970 to 1995. It has not accepted municipal waste since December 1995 and only accepts ash generated by the combustion of waste.

The ash landfill was designed in four phases and meets federal and state standards for the construction of new landfills, which requires a double liner with a leachate collection system for the prevention of groundwater degradation. Phases I and II have reached capacity and have been covered with an intermediate cover system. Phase III is currently being used for ash disposal and has at least five years of capacity remaining. Phase IV is in the design and permitting phase but has not yet been constructed. This facility is responsible for the management of the closed portion of the municipal solid waste landfill including landfill gas control, groundwater monitoring and remediation, storm water management and leachate control. These activities ensure compliance with the facility's state-issued permit (SWP103) and applicable environmental regulations administered by the Virginia Department of Environmental Quality (VDEQ).

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The ash disposal fee is based on the rate set in advance by a formal contract with Covanta and for FY 2025 the rate is \$31.40 per ton to fund the ash disposal operation. Covanta Fairfax, LLC pays SWMP \$1.96 per ton to transport ash debris from the energy to waste facility to the landfill. The landfill's Post-Closure Reserve is required for a 30-year period after the ash landfill is closed as mandated by federal and state regulations. The FY 2025 Post-Closure Reserve is projected to be \$30.1 million or 67.1 percent of the required \$44.9 million. Increased maintenance needs require additional funding to ensure the landfill remains in compliance with its many permits.

Performance measures for Solid Waste are displayed at a program-wide level. Please refer to the Solid Waste Management Program Overview in Volume 2 of the [FY 2025 Adopted Budget Plan](#) for those items.

Organizational Chart



Budget and Staff Resources

Category	FY 2023 Actual	FY 2024 Adopted	FY 2024 Revised	FY 2025 Advertised	FY 2025 Adopted
FUNDING					
Expenditures:					
Personnel Services	\$4,599,689	\$4,991,917	\$5,591,917	\$5,986,903	\$5,986,903
Operating Expenses	3,015,289	3,084,384	3,474,384	3,613,638	3,613,638
Capital Equipment	810,088	1,838,000	2,851,359	1,660,000	1,660,000
Capital Projects	1,528,050	2,410,000	10,678,463	2,420,000	2,420,000
Total Expenditures	\$9,953,116	\$12,324,301	\$22,596,123	\$13,680,541	\$13,680,541
AUTHORIZED POSITIONS/FULL-TIME EQUIVALENT (FTE)					
Regular	46 / 46	46 / 46	49 / 49	48 / 48	49 / 49

FY 2025 Funding Adjustments

The following funding adjustments from the FY 2024 Adopted Budget Plan are necessary to support the FY 2025 program. Included are all adjustments recommended by the County Executive that were approved by the Board of Supervisors, as well as any additional Board of Supervisors' actions, as approved in the adoption of the Budget on May 7, 2024.

Employee Compensation **\$1,009,403**

An increase of \$1,009,403 in Personnel Services includes \$92,904 for a 2.00 percent market rate adjustment (MRA) for all employees and \$79,305 for performance-based and longevity increases for non-uniformed merit employees, both effective July 2024. The increase of \$160,065 is included to support employee retention and recruitment efforts that will reduce pay compression and align the County's pay structures with the market based on benchmark data. The remaining increase of \$677,129 is due to the realignment of program and payroll costs.

Operating Expenditures **\$529,254**

An increase of \$529,254 in Operating Expenses is primarily due to an increase in contract services and vehicle and equipment maintenance costs.

Other Post-Employment Benefits **(\$14,417)**

A decrease of \$14,417 in Personnel Services reflects required adjustments associated with providing Other Post-Employment Benefits (OPEBs) to retirees, including the Retiree Health Benefits Subsidy. For more information on Other Post-Employment Benefits, please refer to Fund 73030, OPEB Trust, in Volume 2 of the FY 2025 Adopted Budget Plan.

Capital Equipment **(\$178,000)**

Funding of \$1,660,000 in Capital Equipment reflects a decrease of \$178,000 from the FY 2024 Adopted Budget Plan. Of this amount, \$120,000 is to replace two Pickup Trucks, \$35,000 to purchase a new Salt Spreader, \$375,000 to replace one 329 Excavator, \$465,000 to replace one 150L Loader, \$615,000 to replace one D6 Dozer and \$50,000 to purchase one Hydroseeder Skid. These items have exceeded their useful life and are required to be replaced based on the overall age and condition of the equipment.

Capital Projects **\$10,000**

An increase of \$10,000 in Capital Projects reflects additional funding required in FY 2025 to support capital improvement and environmental compliance projects at the I-95 Landfill Complex.

Changes to FY 2024 Adopted Budget Plan

The following funding adjustments reflect all approved changes in the FY 2024 Revised Budget Plan since passage of the FY 2024 Adopted Budget Plan. Included are all adjustments made as part of the FY 2023 Carryover Review, FY 2024 Third Quarter Review, and all other approved changes through April 30, 2024.

Carryover Adjustments **\$9,671,822**

As part of the *FY 2023 Carryover Review*, the Board of Supervisors approved funding of \$9,671,822 due to \$1,403,359 in encumbered carryover for the purchase of a vacuum truck and dozers, and \$8,268,463 in unexpended Capital Projects balances.

Third Quarter Adjustments **\$600,000**

As part of the *FY 2024 Third Quarter Review*, the Board of Supervisors approved funding of \$600,000 due to increased costs resulting from the transfer of positions to the I-95 facility after the development and approval of the FY 2024 budget.

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Position Adjustments

\$0

In order to better support the overall Solid Waste Program, 2/2.0 FTE positions were transferred from Fund 40170, I-95 Refuse Disposal, to Fund 40150, Refuse Disposal. In addition, 1/1.0 FTE position was transferred from Fund 40150, Refuse Disposal, to Fund 40170, I-95 Refuse Disposal, and 4/4.0 FTE positions were transferred from Fund 40140, Refuse Collection and Recycling Operations, to Fund 40170, I-95 Refuse Disposal.

Position Detail

The FY 2025 Adopted Budget Plan includes the following positions:

I-95 REFUSE DISPOSAL – 49 Positions			
1	Engineer V	1	Lead Refuse Operator
1	PW Environmental Services Manager	1	Maintenance Supervisor
1	Construction/Maintenance Project Manager II	1	Administrative Assistant IV
1	Senior Engineer III	10	Heavy Equipment Operators
2	Management Analysts III	1	Welder I
2	PW Environmental Services Specialists	1	Equipment Repairer
2	Safety Analysts II	3	Motor Equipment Operators
1	Financial Specialist II	2	Administrative Assistants III
3	Asst. Refuse Superintendents	3	Senior Maintenance Workers
1	Engineering Technician III	1	Administrative Assistant II
1	Trades Supervisor	6	Maintenance Workers
3	Engineering Technicians II		

A Fund Statement and a Summary of Capital Projects are provided on the following pages. The Summary of Capital Projects may include some projects without a Total Project Estimate amount. These projects are considered "continuing" projects or projects for which funding is necessary on an ongoing basis (e.g., a contingency or planning project).

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FUND STATEMENT

Category	FY 2023 Actual	FY 2024 Adopted Budget Plan	FY 2024 Revised Budget Plan	FY 2025 Advertised Budget Plan	FY 2025 Adopted Budget Plan
Beginning Balance	\$46,705,755	\$37,065,434	\$48,968,788	\$38,603,551	\$38,094,471
Revenue:					
Interest on Investments	\$726,671	\$69,440	\$69,440	\$381,224	\$381,224
Refuse Disposal Revenue ¹	11,455,421	11,642,321	11,642,321	11,833,348	11,833,348
Sale of Equipment	243,057	219,045	219,045	319,045	319,045
Total Revenue	\$12,425,149	\$11,930,806	\$11,930,806	\$12,533,617	\$12,533,617
Total Available	\$59,130,904	\$48,996,240	\$60,899,594	\$51,137,168	\$50,628,088
Expenditures:					
Personnel Services	\$4,599,689	\$4,991,917	\$5,591,917	\$5,986,903	\$5,986,903
Operating Expenses ¹	3,015,289	3,084,384	3,474,384	3,613,638	3,613,638
Capital Equipment	810,088	1,838,000	2,851,359	1,660,000	1,660,000
Capital Projects	1,528,050	2,410,000	10,678,463	2,420,000	2,420,000
Total Expenditures	\$9,953,116	\$12,324,301	\$22,596,123	\$13,680,541	\$13,680,541
Transfers Out:					
General Fund (10001) ²	\$209,000	\$209,000	\$209,000	\$249,596	\$249,596
Total Transfers Out	\$209,000	\$209,000	\$209,000	\$249,596	\$249,596
Total Disbursements	\$10,162,116	\$12,533,301	\$22,805,123	\$13,930,137	\$13,930,137
Ending Balance³	\$48,968,788	\$36,462,939	\$38,094,471	\$37,207,031	\$36,697,951
Reserves:					
Environmental Reserve ⁴	\$3,917,503	\$2,917,035	\$3,047,558	\$2,976,563	\$2,935,836
Capital Equipment Reserve ⁵	4,896,879	3,646,294	3,809,447	3,720,703	3,669,795
Post-Closure Reserve ⁶	40,154,406	29,899,610	31,237,466	30,509,765	30,092,320
Unreserved Ending Balance	\$0	\$0	\$0	\$0	\$0

¹ In order to account for revenues and expenditures in the proper fiscal year, audit adjustments were reflected as an increase of \$131,186.21 to FY 2023 revenues in order to record revenue from the waste exchange with Prince William County and an increase of \$40,265.95 to FY 2023 expenditures to record expenditure accruals and accurately reflect expenses associated with the waste exchange with Prince William County. The Annual Comprehensive Financial Report (ACFR) reflected all audit adjustments in FY 2023. Details of the audit adjustments were found in Attachment VI of the FY 2024 Third Quarter Package.

² Funding in the amount of \$249,596 is transferred to the General Fund to partially offset central support services supported by the General Fund, which benefits Fund 40170. These indirect costs include support services such as Human Resources, Purchasing, Budget and other administrative services.

³ Ending balance fluctuations are a result of operating and revenue requirements that change annually. Funding is carried forward each fiscal year to provide flexibility given the uncertainty of market conditions and expenditure requirements.

⁴ The Environmental Reserve assures that the County has funds to implement, or at least start to implement, unplanned actions to protect the environment or meet regulatory requirements. Specific examples of future environmental projects are likely to include Landfill Gas Control Projects, Stormwater Management, Wastewater (Leachate) Management, and Groundwater protective measures.

⁵ The Capital Equipment Reserve provides for the timely replacement of equipment required to operate the I-95 Ashfill. Funds are transferred from Ash Disposal Revenue to equipment reserve as are proceeds from the sale of equipment. The reserve requirement is based on a replacement schedule composed of yearly payments to the reserve, which are based on the useful life of the equipment and vehicles.

⁶ The Post-Closure Reserve is required for a 30-year period after the ashfill closes and is mandated by federal and state regulations. The projected reserve of \$30.1 million for FY 2025 represents 67.1 percent of the estimated requirement of \$44,864,134 and is not sufficient to cover all identified costs. Additional funds will be set aside in future years.

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SUMMARY OF CAPITAL PROJECTS

Project	Total Project Estimate	FY 2023 Actual Expenditures	FY 2024 Revised Budget	FY 2025 Advertised Budget Plan	FY 2025 Adopted Budget Plan
I-95 Landfill Closure (SW-000019)	\$2,440,098	\$227,518.02	\$2,025,051.86	\$0	\$0
I-95 Landfill Environmental Compliance (SW-000016)	2,389,536	691,668.12	445,276.60	420,000	420,000
I-95 Landfill Leachate Facility (SW-000018)	5,010,478	307,794.23	470,742.52	0	0
I-95 Landfill Lot B Redesign (SW-000020)	1,750,000	18,646.00	1,526,058.75	0	0
I-95 Landfill New Service Road (SW-000027)	1,500,000	10,450.00	1,226,418.18	0	0
I-95 Methane Gas Recovery (SW-000014)	3,559,232	161,131.88	774,686.06	0	0
I-95 Operations Building Renovation (SW-000015)	4,498,952	110,841.68	2,210,228.87	2,000,000	2,000,000
I-95 Transfer/Materials Recovery Fac. (SW-000022)	2,000,000	0.00	2,000,000.00	0	0
Total	\$23,148,296	\$1,528,049.93	\$10,678,462.84	\$2,420,000	\$2,420,000