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CHAPTER 1 INTRODUCTION

1.1 PURPOSE

The California Integrated Waste Management Act of 1989, Assembly Bill 939 (AB 939), as amended (Section 40000 et seq. of California Public Resources Code (PRC)) requires each county to prepare a countywide siting element which identifies how the county and the cities within the county will address the need for 15 years of disposal (landfill and/or transformation) capacity to safely handle solid waste generated in the county which remains after recycling, composting, and other waste diversion activities.

AB 939 recognized that landfills and transformation facilities are necessary components of any integrated solid waste management system and essential components of the waste management hierarchy. AB 939 establishes a hierarchy of waste management practices in the following order and priority: (1) source reduction, (2) recycling and composting, and (3) environmentally safe transformation/land disposal. In the current AB 939 hierarchy, the largest volume of solid waste is managed through disposal. The Los Angeles County Countywide Siting Element (CSE), however, proposes a new solid waste management paradigm (see **Figure 1-1**) with the following hierarchy: (1) waste prevention (including source reduction), product design, and producer responsibility; (2) reuse; (3) recycling; (4) conversion/recovery; (5) transformation/waste-to-energy (combustion); and (6) landfilling. In the new paradigm, the least volume of waste is managed through disposal.

The CSE addresses solid waste management through use of Class III landfills, inert waste landfills, transformation (waste-to-energy) facilities, alternative technology (e.g., conversion/recovery technology) permitted facilities, and biomass processing facilities. The other elements of the waste management planning and practices, namely, waste prevention (including source reduction), reuse, recycling, and composting, are addressed in the Source Reduction and Recycling Elements (SRREs), which, as mandated by State law, have been prepared separately by each city in Los Angeles County and the County unincorporated communities, and are summarized in the Los Angeles County Integrated Waste Management Summary Plan.

The purpose of the CSE for Los Angeles County is to provide a planning mechanism to address the solid waste disposal capacity needed by the 88 Cities in Los Angeles County and the County unincorporated communities for each year of the 15-year planning period (2010 – 2025), through a combination of existing facilities, increase in diversion rate, promotion of Extended Producer Responsibility, use of alternative technologies, expansion of the existing facilities, new facilities, out-of-County disposal, and other strategies.

The CSE is not intended to be a definitive plan for the development of disposal facilities but is intended to be a tool and planning mechanism for cities in the County and the waste management industry to use to plan for and develop adequate disposal capacity within and outside the County. The CSE identifies sites which may be potentially suitable for development by interested parties for use as disposal facilities, including alternative to landfill technologies, e.g. conversion/recovery technology facilities. When an interested party selects a site for development as a waste disposal facility, the project must undergo a stringent examination of its technical and environmental feasibility and obtain all applicable permits from the appropriate government agencies. The CSE is not a proposal for the development of such disposal projects, but a planning tool to address the disposal needs of the businesses and residents of the 88 cities in Los Angeles County and the County unincorporated communities.

1.2 DEFINITIONS

1.2.1 Landfill

Defined in CCR, Title 27, Section 20164 as “a waste management unit at which waste is discharged in or on land for disposal. It does not include surface impoundment, waste pile, land treatment unit, injection well, or soil amendments.”

1.2.2 Major Class III Landfill

Refers to a Class III landfill which is permitted to receive 250,000 tons or more of solid waste per year.

1.2.3 Major Landfill

Refers to a permitted solid waste landfill which receives more than 250,000 tons of solid waste per year (or 800 tons per day, six days per week).

1.2.4 Minor Class III Landfill

Refers to a Class III landfill which is permitted to receive less than 250,000 tons of solid waste per year.

1.2.5 Minor Landfill

Refers to a permitted solid waste landfill which receives less than 250,000 tons of solid waste per year (or 800 tons per day, six days per week).

1.2.6 Permitted Capacity

Refers to the total quantity of solid waste (in cubic yards and/or tons) which a permitted landfill or permitted transformation facility is allowed to receive in accordance with the terms, conditions, and limitations of the facility's current Solid Waste Facility Permit (SWFP) (full or registration tier permit only), Land Use/Conditional Use Permit, Waste Discharge Requirements, and Permit to Operate issued by the local Air Quality Management/Air Quality Control District, whichever is more restrictive.

1.2.7 Solid Waste

Defined in PRC Section 40191 as “(a) Except as provided in subdivision (b), ‘solid waste’ means all putrescible and nonputrescible solid, semisolid, and liquid wastes, including garbage, trash, refuse, paper, rubbish, ashes, industrial wastes, demolition and construction wastes, abandoned vehicles and parts thereof, discarded home and industrial appliances, dewatered, treated, or chemically fixed sewage sludge which is not hazardous waste, manure, vegetable or animal solid and semisolid wastes, and other discarded solid and semisolid wastes. (b) ‘Solid waste’ does not include any of the following wastes: (1) Hazardous waste, as defined in Section 40141, (2) Radioactive waste regulated pursuant to the Radiation Control Law (Chapter 8 (commencing with Section 114960) of Part 9 of Division 104 of the Health and Safety Code), and (3) Medical waste regulated pursuant to the Medical Waste Management Act (Part 14 (commencing with Section 117600) of Division 104 of the Health and Safety Code). Untreated medical waste shall not be disposed of in a solid waste landfill, as defined in Section 40195.1. Medical waste that has been treated and deemed to be solid waste shall be regulated pursuant to this division.”

1.3 SPECIFIC REQUIREMENTS

The basic statutory requirements for the content and format of the CSE are found in PRC Chapter 4, Article 1 (Element Preparation), Sections 41700 through 41704; Article 2 (Tentative Reservations), Sections 41710 through 41712; Article 3 (General Plan Consistency), Section 41720; and Article 4 (Local Agency Approval), Sections 41721 through 41721.5. The content of the CSE was prepared in compliance with the above laws and in accordance with regulations outlined in California Code of Regulations (CCR), Title 14, Chapter 9 (Planning Guidelines and Procedures for Preparing and Revising the Countywide Integrated Waste Management Plans), Article 6.5 (Siting Elements), Sections 18755 through 18756.7, and Section 18757 (General Requirements), which the California Department of Resources and Recovery (CalRecycle) developed and the California Office of Administrative Law approved in July 1994.

Regulations governing the procedures for preparing and revising the CSE are contained in CCR, Article 8 (Procedures for Preparing and Revising Siting Element and Summary Plan), Sections 18776 through 18788.

Similarly, the laws and regulations governing the content of the revised CSE and the procedures for preparing the revised CSE are the same as the laws and regulations mentioned above for preparing the CSE.

1.4 BACKGROUND

1.4.1 Los Angeles County Demographics

Los Angeles County has the most extensive and complex solid waste management system (see **Figure 1-2**) in the State and possibly the country. In order to understand the complexity of the solid waste management issues, planning strategies, and challenges faced by the County, it is essential to fully comprehend the County's size, population, number of jurisdictions, public/private relationships, political and economic structure, as well as the dynamic nature of its solid waste management system.

Los Angeles County covers an area¹ of approximately 4,100 square miles and consists of 88 cities and various unincorporated County communities. Home to more than 9.9 million² people, the County is the most populous county in the nation, larger in population than 42 states and 162 countries. Approximately 27 percent (one out of three) of California residents live in the County. The County's population has increased approximately five percent since 1995, and is projected to increase by more than 1.2 million between 2010 and the year 2025 (see **Figure 4-1**). This vigorous growth, if coupled with comparable increases in economic activity, will have a major impact on the solid waste management infrastructure in the County and will require a major concerted effort by all jurisdictions in the County to provide for the waste disposal needs of their residents.

The County is also the nation's largest manufacturing center. The Port of Los Angeles has one of the world's largest artificial harbors. It is one of the nation's chief fishing ports that houses one of the world's largest fish-canning centers. Most of the trade between the United States and China flows through the County. The County is the sixteenth largest economy in the world, and makes up approximately 26 percent of California's gross domestic product. If the County were a country, it would rank twentieth in gross domestic product among the largest nations in the world.

¹ Land area is the size, in square units (metric and nonmetric) of all areas designated as land in the Census Bureau's national geographic (TIGER®) database.

² The estimated population of 9.9 million people is based on U.S. Bureau of the Census, Population Estimates Program (PEP).

The County was once the number one farm county in the nation, but over the years, agricultural importance has given way to rapid urban and industrial expansion. Now, the County is among the nation's leaders in many industries including retail and wholesale distribution, apparel, aerospace and defense, finance and business services, oil-refining, international trade, tourism, and entertainment. The entertainment industry has always been an important component to the economy and history of the County and is currently the fastest growing source for new jobs.

The overall strong economic growth of the County in the last few decades has been aided in part by having one of the most efficient and economical waste management systems in the nation. The County's continuing challenge lies in protecting the health, safety, and economic well-being of the County residents while continuing to provide an environmentally safe, efficient, and economically viable solid waste disposal system.

1.4.2 Development of the Previous Countywide Siting Element (Dated June 1997)

The Los Angeles County Department of Public Works (Public Works), under the auspices of the Los Angeles County Solid Waste Management Committee/Integrated Waste Management Task Force (Task Force), is responsible for preparation and revision of the CSE and its environmental document (see **Sections 1.10** and **1.11**).

The preparation of the Preliminary Draft of the Los Angeles County Countywide Siting Element, dated June 1997, and its Draft Environmental Impact Report (EIR), dated June 1996 were completed in early 1996. Subsequently, the documents were released to cities, governmental agencies, neighboring counties, environmental organizations, and private industries for a 45-day comment period on March 11, 1996. In order to assure availability of the documents to citizens, copies of the Preliminary Draft CSE and its Draft EIR were also delivered to over 230 County and city libraries throughout the County, as well as Public Works Headquarters and its field offices. Additionally, Public Works conducted a series of 13 community information meetings throughout the County during the period of April 1 to April 22, 1996. Notices of the availability of the documents and the times and locations of the public information meetings were published in the *Los Angeles Times* and numerous local newspapers in an effort to maximize participation. These outreach efforts are documented in Volume III, Appendices 1-E through 1-K, of the CSE and its Final EIR.

Due to the positive response by both the cities and the public, and to ensure maximum participation by all concerned, the comment period was subsequently extended twice for a total of over 200 days, ending on October 17, 1996. Additionally, Public Works worked with various groups, such as the Natural

Resources Defense Council and Landfill Alternatives Save Environmental Resources (LASER), to gain a greater insight into areas of the CSE that may be revised for greater clarity and to expand the document's information. All comments received, both at the public meetings and/or contained in letters received during the comment period, were presented with appropriate responses in Volume II, Appendices 1-A through 1-D of the final draft CSE, dated June 1997, which incorporated the changes developed in response to the comments received.

PRC Section 41721 requires the CSE to be "approved by the county and by a majority of the cities within the county which contain a majority of the population of the incorporated area of the county." In addition to the local jurisdictions' approvals, the CSE must be reviewed and approved by CalRecycle. A summary of the CSE approval and revision process as mandated by State law is provided in **Tables 1-2 and 1.4.**

1.4.3. Los Angeles County Solid Waste Collection and Disposal System

Based on the Solid Waste Integrated Management System (SWIMS) database, the collection of solid waste countywide is performed by over 112 private waste haulers and several city governments.

Collection of solid waste in the unincorporated County areas is carried out through the open market system, Garbage Disposal Districts (GDDs), and the Franchise Solid Waste Collection System. County unincorporated areas, which are not part of a GDD or the Franchise Solid Waste Collection System, are operating under an open market system for solid waste collection services. Residents and business owners in these areas have the discretion to choose any private waste hauler servicing the area. The GDDs are areas within the unincorporated County where garbage collection, recycling, bulky item pick-ups, and annual clean-up events are provided to residents and businesses by private waste haulers who enter into a contract issued and managed by Public Works. Public Works currently operates the following seven GDDs: Athens-Woodcrest-Olivita, Belvedere, Firestone, Lennox, Malibu, Mesa Heights, and Walnut Park. In other unincorporated areas, which are not part of a GDD, trash collection service is currently operated under the Los Angeles County Franchise Solid Waste Collection System. Under the Franchise System, waste haulers sign an agreement with the County authorizing them to provide exclusive services for individual communities. The agreement includes minimum service standards and rate control measures. The Franchise System, when fully operational (95% operational as of 2011), will replace the current open market system to provide benefits to establish quality service and promote cleaner neighborhoods through recycling services, environmental workshops, bulky item pick-ups, and annual clean-up events for County unincorporated communities.

After collection, waste is either hauled directly to the landfills or transformation facilities, or indirectly through any one of the numerous transfer stations, materials recovery facilities, or construction, demolition, and inert (CDI) debris recycling facilities located throughout the County. The County relies on a unique mixture of publicly- and privately-owned and operated facilities to maintain a competitive environment for waste collection and disposal.

In 2010, a daily average of approximately 28,110 tons of solid waste (excluding inert waste disposal at permitted inert waste landfills) were disposed at landfills and transformation facilities located in and out of the County. The 2010 disposal data is based on disposal data from January 1, 2010, through December 31, 2010. The distribution among the various types of facilities is discussed in the following subsections.

Although the Cities and the County continue to implement aggressive waste diversion programs aimed toward meeting or exceeding the AB 939 diversion mandates, population increases and economic growth will require increased cooperation by the Cities and the County toward providing for the disposal capacity needs of the residents. The Los Angeles County Solid Waste Management Action Plan (see **Section 1.9.2**), adopted by Los Angeles County in 1998, the City of Los Angeles Board of Public Works, and the County Sanitation Districts of Los Angeles County (which represents 78 Cities), initiated a major planning effort toward a long-term solution to protecting the health, safety, and economic well-being of County residents by addressing recycling, composting, and the environmentally safe disposal need of the County through various planning strategies.

Additionally, as further discussed in Chapters 3 and 4, numerous factors severely hinder the accessibility of this available disposal capacity. These factors include: expiration of the land use permits and/or other regulating permits; restrictions on the acceptance of waste generated outside jurisdictional and/or watershed boundaries; permit restrictions on the amount of waste that can be accepted daily; and/or limitations on the amount of waste that can be handled by a facility on a daily basis due to the lack of manpower and equipment. When these factors are considered, the analysis indicates that in the worst-case scenario (see **Chapter 4, Scenario 1**), the remaining permitted daily disposal capacity need (shortfall) increases at least sixfold between the years 2010 and 2025 (see **Chapter 4, Table 4-11**).

One of the critical limiting factors is the jurisdictional restriction on waste disposal. Burbank Landfill can only receive solid waste generated within the City of Burbank and Savage Canyon Landfill is limited to receive solid waste from the City of Whittier or waste haulers contracted with the City of Whittier. Puente Hills Landfill does not accept solid waste generated by large cities and counties that

have landfill capacity or the ability to site landfills. Calabasas and Scholl Canyon Landfills only accept solid waste generated within their defined wastesheds.

Since 1995, five major (Azusa Land Reclamation Company Landfill, Bradley Landfill, BKK Landfill, Lopez Canyon Landfill, and Spadra Landfill) and two minor (Brand Park Landfill and Two Harbors Landfill) Class III landfills have closed or ceased accepting solid waste due to capacity limitations or the expiration of land use and/or other operational permits, or for other reasons. In addition, Puente Hills Landfill (with daily permitted capacity of 13,200 tons per day (tpd)³) is scheduled to close on October 31, 2013. Under these circumstances, if no expansions of existing facilities occur or no new disposal facilities are developed, the County will experience shortfalls in Class III daily disposal capacity as early as 2014 (see **Chapter 4, Table 4-23**, and **Figures 4-12 to 4-15** of the CSE). A complete description of the County's Disposal Capacity Shortfall Analysis is detailed in Chapter 4 ("Current Disposal Rate and Assessment of Disposal Capacity Needs").

1.5 EXISTING IN-COUNTY DISPOSAL RATE AND DISPOSAL CAPACITY

Existing disposal capacity in the County is provided through Class III landfills, permitted inert waste landfills, and transformation (waste-to-energy) facilities. A detailed discussion on the current disposal rate and disposal capacity in the County is provided in Chapter 4 ("Current Disposal Rate and Assessment of Disposal Capacity Needs").

Fact sheets for the Class III landfills, permitted inert waste landfills, and transformation (waste-to-energy) facilities are provided in Chapter 3 ("Existing Solid Waste Disposal Facilities") and Chapter 7 ("Proposed In-County Facility Location and Description") of the CSE. Information on the inert waste landfills is also provided in Chapters 3 and 4.

1.5.1 Class III Landfills

The County currently is host to two classifications of land disposal facilities, namely Class III landfills and inert waste landfills. The first landfill classification, Class III, is allowed to accept any type of solid waste for disposal. Class III landfills are required to comply with strict environmental and technical standards mandated by local, state, and federal agencies. While this high level of regulation ensures safe disposal of solid waste and protection of the public health, it also increases the amount of time required for the siting and permitting of Class III facilities. Today, the siting and permitting of a Class III landfill can take anywhere from 10 to 15 years.

³ "Tons per day" means tons per day, average six days per week.

As of December 31, 2010, the remaining permitted Class III landfill capacity in the County is estimated at 123.85 million tons (166.81 million cubic yards), of which the remaining permitted capacities for Major and Minor Landfills are 117.12 and 6.73 million tons, respectively. Based on the 2010 average disposal rate of 27,784 tpd (excluding waste imported to the County), that capacity would be mathematically exhausted in less than 15 years assuming the status quo.

1.5.1.1 Major Class III Landfills

As of January 1, 2011, there are seven existing permitted major Class III landfills within the County:

- Antelope Valley Recycling and Disposal Facility
- Calabasas Landfill
- Chiquita Canyon Landfill
- Lancaster Landfill and Recycling Center
- Puente Hills Landfill
- Scholl Canyon Landfill
- Sunshine Canyon City/County Landfill

The total average daily disposal rate in 2010 for the seven existing permitted major Class III landfills is approximately 19,863 tpd based on 2010 disposal data. This amount includes waste (approximately an average of 675 tpd) imported from other counties such as Orange, Riverside, San Bernardino, San Diego, and Ventura Counties.

The remaining permitted disposal capacity for the seven major Class III landfills is estimated at 117.12 million tons (155.26 million cubic yards) as of December 31, 2010.

1.5.1.2 Minor Class III Landfills

As of January 1, 2011, there are four existing permitted minor Class III landfills within the County:

- Burbank Landfill No. 3 (City of Burbank use only)
- Pebbly Beach Disposal Site, Avalon, Santa Catalina Island
- San Clemente Landfill, U.S. Navy Facility, San Clemente Island
- Savage Canyon Landfill (City of Whittier use only)

The total average daily disposal rate in 2010 for the five existing permitted minor Class III landfills is approximately 372 tpd based on 2010 disposal data.

The total remaining permitted disposal capacity for the five minor Class III landfill is estimated at 6.73 million tons (11.55 million cubic yards) as of December 31, 2010.

1.5.2 Inert Waste Landfills

The second landfill classification is the inert waste landfill. Inert waste, as defined in CCR, Title 14, Section 18720 (32), refers to a non-liquid solid waste including, but not limited to, soil and concrete, that does not contain hazardous waste or soluble pollutants at concentrations in excess of water-quality objectives established by a regional water board pursuant to Division 7 (commencing with Section 13000) of the California Water Code, and does not contain significant quantities of decomposable solid waste. Inert waste landfills include facilities/operations such as inert debris disposal facilities, inert debris engineered fill operations, and inert debris engineered fill activities.

The combined total average disposal rate of inert waste landfills in the County is 5,946 tpd as of December 31, 2010. The total remaining permitted disposal capacity for the inert waste landfills in the County as of December 31, 2010 is unknown⁴. However, based on the available total remaining disposal capacity of the permitted inert waste landfills (see **Section 1.5.2.1**) and Inert Debris Engineered Fill Operations (IDEFOs) (see **Section 1.5.2.2**), there is currently sufficient daily capacity at permitted inert waste landfills.

Inert waste landfill capacities are not considered in the disposal capacity analysis prepared for the CSE due to the currently adequate (see discussion in **Sections 1.5.2.1, 1.5.2.2, and Footnote No. 10**) disposal capacity (15-year planning period) for the permitted inert waste landfills for inert materials within the County and the increasing trend toward recycling construction and demolition waste.

1.5.2.1 Permitted Inert Waste Landfills

As of January 1, 2011, there is one permitted inert waste landfills in the County:

- Azusa Land Reclamation Landfill (inert waste only portion)

The total average daily disposal rate in 2010 for the permitted inert waste landfills is approximately 400 tpd⁵ based on 2010 disposal data.

The total remaining permitted disposal capacity for the inert waste landfills in the County is approximately 50.84 million tons (42.72 million cubic yards) as of December 31, 2010. At the current average disposal rate of 390 tpd the total

⁴ See **Sections 1.5.2.1, 1.5.2.2, and Footnote No. 6** for discussion of the available remaining disposal capacity data.

⁵ The total average daily disposal rate of 400 tpd for the permitted inert waste landfills includes 224 tpd of inert waste imported from outside Los Angeles County.

remaining permitted capacity will be exhausted in about 470 years. This demonstrates that there is currently sufficient daily capacity at inert waste landfills.

1.5.2.2 Inert Debris Engineered Fill Operations

Inert Debris Engineered Fill Operations (IDEFO) are inert waste landfills regulated under the Enforcement Agency (EA) Notification tier. The EA Notification tier is not considered a SWFP under the State's tiered regulatory structure; therefore, these facilities will not be considered in the CSE for disposal capacity planning purposes.

As of January 1, 2011, there are thirteen IDEFOs in the County:

- Atkinson Brick Company
- Chandler's Palos Verdes Sand
- Hanson Aggregates (Livingston-Graham)
- Lower Azusa Reclamation Project
- Manning's Pit
- Montebello Land and Water Company
- Nu-Way Arrow Reclamation
- Nu-Way Live Oak Reclamation
- Peck Road Gravel Pit
- Strathern Landfill
- United Rock Products
- Vulcan Materials Company (Calmat Reliance Pit No. 2)
- Vulcan Materials Company (Sun Valley Landfill Site)

The total average daily disposal rate in 2010 for the IDEFOs is approximately 5,946 tpd, based on 2010 disposal data.

The total remaining disposal capacity of the IDEFOs as of December 31, 2010, is unknown at this time. However, these types of facilities will not be considered in the CSE for disposal capacity planning purposes.

1.5.3 Transformation (Waste-to-Energy) Facilities

In CCR, Title 14, Section 18720, a transformation facility (waste-to-energy facility) is defined as "a facility whose principal function is to convert, combust, or otherwise process solid waste by incineration, pyrolysis, destructive distillation, or gasification, or to chemically or biologically process solid wastes, for the purpose of volume reduction, synthetic fuel production, or energy recovery. Transformation facility does not include a composting facility."

Transformation (waste-to-energy) technology has been identified as an effective alternative to divert the greatest amount of solid waste from landfills.

As of January 1, 2011, there are two waste-to-energy facilities located within the County:

- Southeast Resource Recovery Facility (SERRF)
- Commerce Refuse-to-Energy Facility (CREF)

Both SERRF and CREF are co-owned by the County Sanitation Districts of Los Angeles County (CSD) and their respective host cities.

The total average daily disposal rate in 2010 for the transformation (waste-to-energy) facilities is approximately 1,728 tpd based on 2010 disposal data. The SERRF processed approximately 1,423 tpd of solid waste including about 143 tpd of solid waste imported from outside the County, while CREF processed approximately 305 tpd which includes about 18 tpd of solid waste imported from other counties (see **Table 4-8**). The residual ash generated from the transformation process is diverted for use in the production of Portland Cement concrete and other uses.

Opened in 1988 and located in the City of Long Beach, SERRF is owned by a Joint Powers Authority (JPA) formed by the City of Long Beach and the County Sanitation District No. 2 of Los Angeles County. The City of Long Beach leases the facility from the JPA and has hired a contractor to operate the facility.

Commencing operation in 1987 and located in the City of Commerce, CREF is owned by the Commerce Refuse-to-Energy Authority, a JPA formed by the City of Commerce and the County Sanitation District No. 2 of Los Angeles County. The facility is operated by the CSD pursuant to an agreement between the Commerce Refuse-to-Energy Authority and the CSD.

Transformation (waste-to-energy) technology has been identified as an effective alternative to divert solid waste from landfills and remains a valid solid waste disposal alternative for future consideration in the County. It is commercially, technically, and environmentally feasible as demonstrated by the successful operation of the above-mentioned facilities and by meeting stringent air quality standards. However, the development of additional transformation facilities in the County during the 15-year planning period is unlikely due to the high capital costs involved in developing these facilities, uncertainty caused by deregulation of the energy industry, the current low prices for power, the unavailability of power contracts, and public opposition to perceived air quality impacts.

Transformation facilities, including waste-to-energy and conversion/recovery technology facilities, are discussed further in **Chapters 3, 5, and 7** of the CSE.

1.6 POTENTIAL NEW OR EXPANSIONS OF EXISTING IN-COUNTY CAPACITY

1.6.1 Class III Landfills

1.6.1.1 Potential New Class III landfills

The previous CSE (dated June 1997) identified two sites (Elsmere and Blind Canyon) located in the unincorporated County for potential development of new Class III landfills. However, on September 30, 2003, the County Board of Supervisors unanimously adopted a motion to remove these sites from the CSE's list of potential new landfills. As a result, this CSE does not identify any site for development of new Class III landfills in the County. Also, no new Class III landfill is expected to be developed in the County in the foreseeable future.

1.6.1.2 Potential Expansion of Existing Class III Landfills

Operators of the following four Class III landfills have filed, intend to file, or are considering the filing of applications for future landfill expansions of existing facilities within this planning period:

- Chiquita Canyon Landfill
- Lancaster Landfill and Recycling Center
- Savage Canyon Landfill
- Scholl Canyon Landfill

1.6.2 Inert Waste Landfills

1.6.2.1 Potential New Inert Waste Landfills

No site has been identified for proposed development of new inert waste landfills in the County within this planning period.

1.6.2.2 Potential Expansion of Existing Inert Waste Landfills

The owner/operator of Peck Road Gravel Pit has proposed a 41-acre expansion in an area of the landfill site situated within the City of Irwindale.

1.6.3 Transformation (Waste-to-Energy) Facilities

1.6.3.1 Potential New and/or Expansion of Transformation Facilities

No site has been identified for potential development of new transformation (waste-to-energy) facilities in the County for this planning period.

1.6.3.2 Potential Expansion of Existing Transformation Facilities

Currently, there are no proposed expansions of existing transformation (waste-to-energy) facilities in the County; therefore, no such facilities have been identified in the CSE.

1.6.4 Alternative Technology Facilities

1.6.4.1 Potential New Conversion/Recovery Technology Facilities

Currently, there are no existing conversion/recovery technology facilities in the County; therefore, no proposed expansions of alternative technology facilities have been identified in the CSE.

However, the Conversion Technology Evaluation Report, dated August 18, 2005 (also known as Phase I Report) and the Conversion Technology Report: Phase II Assessment, dated October 2007 (also known as Phase II Report) recommend co-locating proposed new conversion/recovery technology facilities at Materials Recovery Facilities (MRF) and Transfer Stations (TS) due to numerous benefits of co-location such as readily available feedstock, pre-processing capacity, appropriate zoning, potential land availability, and transportation avoidance. The locations of major MRFs; TS; and CDI debris processing facilities; and other areas in the County with land use designation potentially suitable for locating conversion/recovery (and other alternative) technology facilities are listed in **Tables 7-1** and **7-2**, and shown in **Figures 7-8** and **7-9**.

Sixteen potential host sites for a conversion/recovery technology facility were submitted to the County. These sites are discussed in the "Los Angeles County Conversion Technology Project, Preliminary Siting Assessment," submitted to the County Board of Supervisors on October 20, 2010 (See Chapter 5, **Appendix 5-A**). In subsequent updates to the County Board of Supervisors, additional sites were added to the list.

1.6.4.2 Potential New Alternative Technology Facilities

The City of Los Angeles is also investigating the development of a number of alternative technology facilities that may be sited at MRFs. The RENEW LA plan recommends alternative technology (e.g., waste-to-energy technology) projects be sited in industrial zones of the City of Los Angeles and for the City of Los Angeles to revise its zoning ordinance to allow alternative technology (such as waste-to-energy technology) facilities by right in all M-2 (light industrial) and M-3 (heavy industrial) zones with conditions.

1.6.5 Biomass Processing Facilities

There are no existing or proposed new biomass processing facilities in the County; therefore, no biomass processing facilities have been identified in the CSE.

1.7 SOLID WASTE IMPORT

In 1995, approximately 2,481 tpd of solid waste disposed in Los Angeles County originated from ten different counties in the State, including as far north as Shasta County and as far south as San Diego County. Of waste imported to Los Angeles County, approximately 905 tpd, 475 tpd, 755 tpd, and 370 tpd were received from San Diego County, Ventura County, Orange County, and San Bernardino County, respectively. Smaller amounts were imported from other counties.

In 2010, approximately 210,522 tons (645 tpd) of imported solid waste were received by Los Angeles County landfills and transformation facilities from other counties. Solid waste imported to Los Angeles was received from Alameda County, Contra Costa County, Fresno County, Humboldt County, Imperial County, Kern County, Napa County, Orange County, Riverside County, Sacramento County, San Bernardino County, San Diego County, San Francisco County, San Joaquin County, San Luis Obispo County, Santa Barbara County, Tulare County, and Ventura County.

1.8 SOLID WASTE EXPORT

In recent years, the exportation of solid waste has become a very important issue in the management of solid waste. Los Angeles County is closely neighbored by eight counties: Imperial, Kern, Orange, Riverside, San Bernardino, Ventura, Santa Barbara, and San Diego. The close proximity of Los Angeles County to other counties and the relatively few existing waste flow controls add another factor that must be considered in the County's waste management and disposal strategies.

The out-of-County exportation of waste (rail, haul, etc.) (see **Chapter 2, Goal No. 1, Policy No. 1.2**) is an essential element in the long-term solid waste disposal strategies for the County. Out-of-County disposal, including rail haul, has limitations, and in-County infrastructure necessary for accessing out-of-County disposal capacity are discussed in further detail in **Chapter 9** ("Out-of-County Disposal").

In 2010, approximately 1,917,993 tons (6,147 tpd) of solid waste were exported to currently available out-of-County facilities. Over the last decade, on average, approximately 78 percent of the residual solid waste generated in Los Angeles

County (that is destined for disposal) was disposed in Los Angeles County. The remaining 22 percent was exported for disposal at out-of-County landfills. The majority of the 22 percent average waste export was to surrounding counties. For example, Orange, Riverside, and Ventura Counties, respectively, received approximately seven, seven, and three percent of 22 percent waste exports. The remaining one percent of the exports was sent to landfills in Kern, Kings, San Bernardino, San Diego, and Stanislaus Counties combined.

1.8.1. Out-of-County Class III Landfills (Located in California) Potentially Available for Out-of-County Disposal

Chapter 9 identifies 34 out-of-County Class III landfills, located in 14 separate California counties which are potentially available for out-of-County disposal. The total combined maximum daily permitted capacity at these landfills is greater than approximately 173,743 tpd⁶, and the permitted average daily capacity is greater than approximately 65,627 tpd⁷. **Table 9-1** provides a list and summary of the existing and potential out-of-County Class III landfills located in California.

1.9 PREVIOUS PLANNING ACTIVITIES

The management of solid waste in the County has always been a complex undertaking involving public and private refuse collection services, public and private operation of solid waste facilities, multi-agency regulation, and regional versus local considerations. In recent years solid waste management has become an increasingly difficult task with the implementation of progressively more stringent regulations for landfills, transformation facilities, and other solid waste management facilities' development and operations; public resistance to the siting of many types of solid waste facilities including transformation (waste-to-energy) facilities and alternative technology (including conversion/recovery technology) facilities; increasingly longer hauling distances to disposal sites; escalating solid waste handling and disposal costs; and dwindling landfill capacity. The Cities and the County have worked together to develop several planning strategies over the last several years to safely and effectively dispose of the waste generated by the County's residents and businesses. These previous planning/implementing activities are discussed below.

1.9.1 County Solid Waste Management Plan

Solid waste planning activities in the County were previously governed by the Los Angeles County Solid Waste Management Plan (CoSWMP) Triennial Review, Vol. 1: Non-hazardous Waste (March 1984) and Revision A (August

⁶ The total combined permitted daily disposal rate is based only on landfill data in **Chapter 9, Table 9-1** of this CSE (excluding disposal rate shown as "TBD" and "unlimited"), for the last year for which records were immediately available, and is therefore subject to change.

⁷ See Footnote No. 6.

1985). Among the many strategies identified in the CoSWMP for the management of solid waste is to develop a number of in-County waste-to-energy facilities to handle 40 percent of the solid waste generated in the County. The CoSWMP which received approval by the majority of the cities in the County containing a majority of the incorporated population and the County Board of Supervisors, was approved by the former California Waste Management Board (- [now CalRecycle) in March 1986. The CoSWMP was prepared pursuant to the requirements of the California Solid Waste Management and Resource Recovery Act of 1972; initially adopted by the County Board of Supervisors in June 1976; and approved by the California Waste Management Board (now CalRecycle) in December 1977.

As required by the California Solid Waste Management and Resource Recovery Act of 1972, the CoSWMP provided for solid waste disposal management on a Countywide basis. As required by AB 939, the CoSWMP was superseded by the Countywide Integrated Waste Management Plan (CoIWMP) upon its preparation and approval by the cities in the County, the County Board of Supervisors, and CalRecycle. The CoIWMP (See Section 1.10.1) is an integrated solid waste management planning document incorporating the CSE and Summary Plan, and the Cities' and the County's SRRE, Household Hazardous Waste Elements (HHWEs), and Nondisposal Facility Elements (NDFEs).

1.9.2 Los Angeles County Solid Waste Management Action Plan

In the mid-1980s, the County experienced unprecedented population growth and subsequent increases in waste generation and was facing a situation of rapidly decreasing landfill capacity. The dilemma was created due to a lack of development of waste-to-energy facilities caused by the public opposition. As a result, in order to protect the public health and avert a waste disposal crisis, on October 28, 1986, the County Board of Supervisors initiated a comprehensive solid waste management study and implementation program. This and subsequent Board actions resulted in the development of various planning strategies addressing the solid waste management options, economic considerations, and the identification of the best sites for future landfill capacity. These strategies were incorporated in the following planning documents: the **Los Angeles County Solid Waste Siting Project** (March 1987); the **Preliminary Alternate Site Study** (January 1988); and the **Report on the Solid Waste Management Status and Disposal Options in Los Angeles County** (February 1988). These planning documents were the building blocks which led to the development and adoption of the **Los Angeles County Solid Waste Management Action Plan (Action Plan)** by the Board of Supervisors in April 1988. The Action Plan was subsequently adopted by the CSD Board of Directors (representing 76 Cities in the County, in May 1988), and the City of Los Angeles Board of Public Works.

1.9.2.1 Solid Waste Management Siting Project

The Solid Waste Management Siting Project (Siting Project) was the first step in the development of the comprehensive solid waste management study and implementation program conducted in response to the Board of Supervisors' order of October 28, 1986. The Siting Project was developed and completed in March 1987 by Public Works in cooperation with the CSD. The purpose of the Siting Project was to assist local jurisdictions to carry out their responsibilities with regard to land use planning by providing guidelines for the siting of transfer stations, waste-to-energy facilities, and landfills. The Siting Project also included a discussion of programs for public involvement at the earliest stages of the planning process to ensure their active awareness of the need as well as participation in the safe management of solid waste.

The criteria contained in the Siting Project was updated and incorporated into the CSE (see **Chapter 6**). The criteria served as a basis for the selection of potential sites which would be found suitable for development of land disposal, transformation facilities, alternative technology, biomass processing facilities, etc.

1.9.2.2 Report on Solid Waste Management Status and Disposal Options in Los Angeles County

The Report on Solid Waste Management Status and Disposal Options in Los Angeles County was the result of an unprecedented cooperative effort of the staffs of the CSD, the City of Los Angeles Department of Public Works – Bureau of Sanitation, and the Los Angeles County Department of Public Works. The report was completed in February 1988, with the purpose of providing the various governing bodies of the City of Los Angeles, the County, and the CSD with feasible strategies for the management of the County's solid waste in the future. The report contained the most current information available at that time on the existing solid waste management system in the metropolitan area of the land included projections of future solid waste quantities for use in waste management planning. The information contained in the report was updated and incorporated in Chapter 3 (Existing Solid Waste Disposal Facilities), Chapter 4 (Current Disposal Rate and Assessment of Disposal Capacity Needs), and Chapter 7 (Proposed In-County Facility Locations and Descriptions) of the CSE.

1.9.2.3 Preliminary Alternate Site Study

In response to a directive by the County Board of Supervisors to identify the best sites for potential development as land disposal facilities in the County, the staffs of the County Department of Public Works and the CSD conducted a preliminary study of potential landfill sites. The January 1988 study used a complex set of criteria which considered several technical, environmental and

social factors to analyze 101 potential landfill sites within the metropolitan area of the County. From the 101 initial sites, six were eventually selected as the most potentially suitable for new landfills. The sites included Blind Canyon near the Los Angeles-Ventura County Line, Browns Canyon near Chatsworth, Elsmere Canyon near Santa Clarita, Mission/Rustic-Sullivan Canyons in the Santa Monica Mountains, Towsley Canyon near Newhall, and Toyon II in Griffith Park.

1.9.2.4 Action Plan

Based on the results of the above studies, the Board of Supervisors in April 1988 adopted the Solid Waste Management Action Plan. The Action Plan was subsequently adopted by the City of Los Angeles Board of Public Works and the CSD Board of Directors which represents 76 cities.

The Action Plan was an integrated regional approach to managing solid waste by incorporating: household hazardous waste programs; source reduction, recycling, and composting programs; public education/awareness programs; and specifically directing the County Department of Public Works to implement those programs that are applicable on a Countywide basis. The Action Plan provided a long-range solution for management of solid waste through the following goals:

- Continue to pursue a balance between public and private waste management operations in the County to provide County residents an efficient and economical method of waste disposal.
- Support the Countywide implementation of residential and commercial recycling and green waste composting and household hazardous waste programs.
- Request the City of Los Angeles to support expansion of Lopez Canyon Landfill and the development of Toyon II Landfill to the extent that they are found to be environmentally and technically feasible.
- Develop 50 years of permitted solid waste disposal capacity to be held in public ownership, with appropriate land use protections, for use through public, private, or public/private joint venture operations. Direct the County Director of Public Works, the County Chief Administrative Officer, and the Chief Engineer and General Manager of the CSD to conduct studies to determine the feasibility of public ownership and permitting of landfill sites identified in the Preliminary Alternate Site Study; initiate discussions with property owners regarding the availability of property; secure purchase options as appropriate; and recommend further Board action for public acquisition and permitting of landfills at these sites.

- Perform detailed environmental studies on the six potential landfill sites as identified in the Preliminary Alternate Site Study.
- Support expansions of existing Azusa Land Reclamation, Chiquita Canyon, Puente Hills, Scholl Canyon, and Sunshine Canyon Landfills to the maximum extent technically and environmentally feasible.
- Continue support for public education and awareness programs regarding solid waste issues particularly in the areas of source reduction, recycling, household hazardous waste, and composting.

Since adoption of the Action Plan by the County Board of Supervisors, the County Department of Public Works had developed and implemented the following programs:

- Countywide Household Hazardous Waste Management Program which provides a mechanism for residents throughout the County to dispose of their household hazardous waste in a safe and environmentally sound manner.
- County Residential Curbside Recycling Program which has been implemented on a community basis in the County unincorporated area.
- Countywide Public Education/Awareness Program to inform citizens on solid waste management issues throughout the County.
- Countywide Backyard Composting Program where the County residents are provided and trained on various backyard composting techniques.

As set forth in the Action Plan, the County Department of Public Works and the CSD conducted technical studies on the feasibility of landfill facility sites identified by the Preliminary Alternate Site Study (with exception of Elsmere Canyon Site which studies were conducted by the private sector). The results of these studies revealed that Browns Canyon and Toyon II sites are geologically unsuitable as potential landfill sites. However, Blind, Mission/Rustic-Sullivan, and Towsley Canyons remained viable candidates for future consideration as landfill sites. As a result, a draft program Environmental Impact Report was prepared by the CSD and distributed for public comments. Based on the results of comments received at public information meetings and from interested groups, a final program Environmental Impact Report was prepared. However, the document was not certified pending resolution of access to these sites.

In reference to the proposed Elsmere Canyon site, in December 1988, Elsmere Corporation, the former project proponent, submitted an application to the County

Department of Regional Planning for a Conditional Use Permit for the development of a Class III landfill and materials recovery facility at this site. The originally proposed project property encompassed an area of approximately 2,700 acres of which 1,643 acres are located within the Los Angeles National Forest.

As directed by the County Department of Regional Planning and the U.S. Forest Service, a draft Environmental Impact Report/Environmental Impact Statement (EIR/EIS) was prepared for the project.

The draft EIR/EIS (State Clearinghouse No. 89032935) was released for public review in January 1995. The public review period for the project's EIR/EIS ended August 4, 1995, and subsequently the final EIR/EIS was prepared. However, the document was not released due to enactment of the Omnibus Parks and Public Lands Management Act of 1996 (Public Law 104-333, Section 812). This Act prohibits the transfer of any Angeles National Forest lands for use as a solid waste landfill. As a result, Browning-Ferris Industries (BFI), the project proponent, decided to no longer consider the use of the areas within the Angeles National Forest. In 2010, the remaining site was acquired by the City of Santa Clarita. This land, combined with previously preserved land by the Mountains Recreation and Conservation Authority, was dedicated as permanent open space and for Public Park and recreational uses.

In reference to the proposed Mission/Rustic-Sullivan Canyons site, existing Federal law (Public Law 98-506) prohibits the siting of new landfills within the boundary of any unit of the National Park System. Since the Mission/Rustic-Sullivan Canyons are located within the area designated as the Santa Monica Mountains National Recreation Area, which is a unit of the National Park System (Public Law 95-625), the use of these canyons for a landfill site is in conflict with Public Law 98-506. Therefore, these canyons have been removed from further consideration.

In regard to the Towsley Canyon, this site has also been removed from further consideration as directed by the County Board of Supervisors.

1.10 ONGOING EXISTING PLANNING ACTIVITIES

1.10.1 Countywide Integrated Waste Management Plan

Besides mandating the waste diversion goals of 25 percent by 1995 and 50 percent by 2000, AB 939 established an integrated system of solid waste management in the State, with a hierarchy⁸ of waste management practices in

⁸ This CSE proposes a new solid waste management paradigm with a modified hierarchy of solid waste management practices. See **Figure 1-1**.

the following order and priority: (1) source reduction, (2) recycling and composting, and (3) environmentally safe transformation/land disposal.

AB 939, as amended, requires each county to prepare a Countywide Integrated Waste Management Plan (CoIWMP) consistent with the above hierarchy. As mandated by AB 939, the County CoIWMP consists of the following:

- a SRRE, prepared by each City within the County and the County unincorporated area, which describes how a jurisdiction will meet the waste diversion mandates of 25 percent and 50 percent by the years 1995 and 2000, respectively, through source reduction, recycling, composting, special waste management, and education and public information programs;
- a HHWE, prepared by each City within the County and the unincorporated County area, which describes the programs and strategies a jurisdiction will implement to reduce the amount of household hazardous waste in the waste stream;
- a NDFE, prepared by each City within the County and the County unincorporated area, which describes the facilities a jurisdiction proposes to use to divert materials from the waste stream;
- a Summary Plan which provides a summary of all the 88 cities and County SRREs, HHWEs, and NDFEs, and a summary of the existing, planned, and contingency source reduction, recycling, and composting programs identified by the jurisdictions in the County which are being and will be implemented to achieve the State-mandated waste diversion goals; and
- a Countywide Siting Element which addresses the 15-year disposal (landfill and/or transformation) capacity need of the 88 cities and unincorporated communities to safely handle residual solid waste which remains after recycling, composting, and other waste diversion activities.

Upon its approval by CalRecycle in June 1999, the County CoIWMP superseded the CoSWMP and currently governs the solid waste planning activities in the County.

1.10.2 Board Motion, Synopsis 5, September 30, 2003

On September 30, 2003, the County Board of Supervisors unanimously adopted a motion to remove the Elsmere Canyon Landfill and Blind Canyon Landfill sites from the CSE's list of potential new landfills. Additionally, Browning-Ferris Industries (BFI), the owner of the Elsmere Canyon Landfill site, sent letters to Public Works (February 10, 2004) and the Los Angeles County Department of

Regional Planning (May 5, 2004) withdrawing their application for a Conditional Use Permit to develop a landfill at the site. Removal of these two sites also necessitates an amendment of the CSE and requires that the goals and policies of the CSE must be re-evaluated to ensure their continued applicability and efficacy. The CSE goals and policies have been re-evaluated and updated in this CSE.

1.10.3 Five-Year Review of the Los Angeles County Countywide Integrated Waste Management Plan

PRC Section 41822 requires each city and county to review its SRRE or the ColWMP at least once every five years to correct any deficiencies in the plan, comply with the source reduction and recycling requirements established under PRC Section 41780, and revise the document as necessary.

The purpose of the Five-Year Review Report of the ColWMP is to assure that the County's waste management practices remain consistent with the State's waste management hierarchy (PRC Section 40051). CCR, Title 14, Section 18788 also identifies the issues which must be addressed in the ColWMP's Five-Year Review Report.

The County, with the assistance of the Task Force, conducted a five-year review of the ColWMP. The resulting Five-Year Review Report, dated June 2004, summarized the County's findings and recommendations.

Based on the findings of the Five-Year Review Report, the CSE must be revised for the following reasons:

- To update the goals, policies, and objectives of the CSE to further assist local jurisdictions in the County to meet AB 939 waste diversion goals and to reflect new solid waste management policies, funding sources, and administrative changes.
- To remove Elsmere Canyon Landfill and Blind Canyon Landfill from the CSE's list of potential new landfills to comply with the County Board of Supervisors' unanimous motion, Synopsis 5, of September 30, 2003, directing Public Works to remove the sites from the CSE.
- To address the issues related to the implementation of the C & D/Inert Debris Regulations, Phase II, which may result in some previously "unpermitted" facilities (i.e., facilities that were not previously required to obtain a SWFP) being required to obtain either a Registration Permit or Full SWFP and, therefore, required to be listed in the CSE; or previously "permitted" facilities being reclassified as IDEFO or excluded operations and, therefore, not required to be listed in the CSE.

- To revise the CSE's discussion on alternative disposal technology to address the specific permitting needs for conversion/recovery technology facilities, potential location for these facilities, and current status of development of these technologies.

1.10.4 Countywide Siting Element Revision Process

After approval of the first Five-Year Review Report on September 21, 2004, Public Works commenced revision of the CSE with guidance from the Task Force and its Facility and Plan Review Subcommittee. Upon completion of the revision process, the revised CSE and its environmental impact document will undergo a review and approval process in compliance with numerous statutory and regulatory requirements. This includes review and approval by cities, the County Board of Supervisors, and CalRecycle.

The CSE has been revised in accordance with the regulations governing the procedures for preparing and revising the CSE as contained in CCR, Title 14, Division 7, Chapter 9, Article 8, Sections 18776 through 18788 (Procedures for Preparing and Revising Siting Elements, Summary Plans, and Countywide and Regional Integrated Waste Management Plans); CCR Title 14, Division 7, Chapter 9, Article 6.5 (Siting Elements), Sections 18755 through 18756.7; and CCR Title 14, Division 7, Chapter 9, Article 6.6 (Countywide and Regional Agency Integrated Waste Management Plans), Sections 18757 through 18758.

1.10.5 Los Angeles County Solid Waste Management 2050 Plan

The 2050 Plan (Plan) is a long-term planning and vision document for assisting the County in implementing sustainable solid waste management practices through year 2050. The Plan's vision is a healthy, waste-free future for over ten million people in the County. To build a sustainable solid waste management system, the Plan provides a roadmap for improving waste collection and recycling services, implementing and enhancing waste diversion and reduction programs, providing alternatives to landfills, conserving and enhancing in-County disposal capacity, and improving solid waste management infrastructure to provide access to out-of-County solid waste disposal facilities.

Additionally, by adopting the CSE solid waste management hierarchy and the principles of Reduce, Reuse, and Recycle, the Plan continues to build on the CSE by further developing new initiatives that set a standard for sustainability and environmental stewardship. Annual monitoring and reporting on the progress of the Plan's implementation will be conducted to gauge its effectiveness.

The Plan envisions achieving the following Countywide goals by year 2050: specific materials will be recovered for their highest and best use; residual waste will be managed locally and sustainably through innovative conversion/recovery technology facilities; policies and practices to encourage the elimination of waste will be implemented; residents will be provided with expanded convenient household hazardous waste (HHW)/electronic waste (E-waste) collection opportunities; a reduced generation of HHW/E-waste and increased collection rate of HHW/E-Waste in the County will be facilitated; available in-County disposal capacity will be enhanced and conserved; and out-of-County disposal capacity will be utilized as appropriate.

In the unincorporated areas of the County, the Plan envisions the following: waste will be recycled or recovered for renewable energy; residents and businesses will receive the highest quality waste collection service at the lowest cost; waste collection vehicles will be pollution free and minimally used; the County will shine as an environmental leader and inspire others to take action; recyclables will be manufactured or processed through green manufacturing within the County; and illegal dumping will be eliminated.

Through implementation of the 2050 Plan, the County intends to lead the region by example in creating a healthy and waste-free society.

1.11 ROLE OF LOS ANGELES COUNTY SOLID WASTE MANAGEMENT COMMITTEE/ INTEGRATED WASTE MANAGEMENT TASK FORCE

1.11.1 Former Los Angeles County Solid Waste Management Committee

The former County Solid Waste Management Committee (CoSWMC) was a guiding force in Countywide solid waste management by providing direction and policy for the County. The CoSWMC was the administrative body for the CoSWMP. The CoSWMC's specific responsibilities, membership, terms of office, and schedule of meetings were described in Chapter 3.67, Title 3 of the Los Angeles County Code.

The CoSWMC consisted of seventeen voting members, each of whom is knowledgeable in one or more aspects of solid waste management or in such related fields as environmental quality, resource or energy conservation, and land use. The membership of the CoSWMC consisted of: the Director of the County Department of Public Works; the Director of the County Department of Health Services; the Chief Engineer and General Manager of the CSD; the Executive Officer of the South Coast Air Quality Management District; the Director of the Bureau of Sanitation of the City of Los Angeles; the Director of Public Works of the City of Long Beach; three members appointed by the Los Angeles County Division of the League of California Cities; three members appointed by the City of Los Angeles; one member appointed by the Greater

Los Angeles Solid Waste Management Association; one member appointed by the local chapter of the Institute of Scrap Recycling Industries; and one member each from the general public, an environmental organization, and a business appointed by the County Board of Supervisors.

The CoSWMC, among other things, reviewed proposed facilities and services for conformance with the CoSWMP; and monitored, analyzed, reviewed, and proposed legislation as needed.

The role of the CoSWMC was expanded as a result of AB 939, which mandated that each county convene a task force to assist in coordinating the development of City and County SRREs, HHWEs, and NDFEs, and to assist and advise the county agency responsible for preparation of the CSE and the CoIWMP. On February 27, 1990, the Board of Supervisors considered and sought approval of the Cities in the County for the designation of the CoSWMC as the Task Force as required by PRC Section 40950.

1.11.2 Current Los Angeles County Solid Waste Management Committee/ Integrated Waste Management Task Force

Pursuant to PRC Section 40000, et seq., on July 15, 1990, (after obtaining the required approval from the majority of the cities in the County containing a majority of the County incorporated population), the County Board of Supervisors approved and adopted Ordinance No. 90-0096, amending Chapter 3.67, Title 3 of the County Code, designating the previous CoSWMC as the current Task Force. The Director of Public Works is designated as the Task Force Chairperson.

The Task Force addresses the many growing and multi-faceted issues surrounding solid waste management in the County and is comprised of representatives of stakeholders in solid waste management issues from all corners of the County, including the County, the City of Los Angeles, the City of Long Beach, the CSD, South Coast Air Quality Management District, the League of California Cities, Greater Los Angeles Solid Waste Management Association, the Institute of Scrap Recycling Industries, the general public, the business sector, and environmental organizations. The Task Force strives to take an integrated approach to addressing waste management issues while balancing the concerns of local waste management and recycling industries, municipalities, and the citizens of all 88 cities and unincorporated communities within the County.

The Task Force's responsibilities include coordinating waste management issues on a Countywide basis; determining the need for solid waste disposal, transfer, and processing facilities; and facilitating the development of multi-jurisdictional marketing arrangements for diverted materials.

The Task Force guides the County and 88 Cities in the County in the development of their respective SRREs, HHWEs, and NDFEs. The Task Force also advises the County's staff on development and administration of the CSE and ColWMP along with its associated Summary Plan.

The Task Force's responsibilities also include reviewing each City's SRRE and NDFE, and all Findings of Conformance (FOC)⁹ with the ColWMP for all solid waste facilities that wish to operate within the County.

The Task Force consists of the following three subcommittees:

- **Facility and Plan Review Subcommittee (FPRS)** - advises the Task Force in reviewing and commenting on (1) the SRREs, HHWEs, and NDFEs prepared by the 88 cities in the County and the County unincorporated areas; and (2) the CSE and Summary Plan prepared by the County pursuant to AB 939, as amended. The FPRS's responsibilities also include advising the Task Force in reviewing solid waste disposal facility requests for an FOC with the CSE and on compliance of facilities with the CSE and Summary Plan.
- **Public Education and Information Subcommittee (PEIS)** - is responsible for publishing the "Inside Solid Waste" quarterly newsletter, which communicates the important waste management issues of the Task Force and serves as a forum for news about interesting happenings in waste management and waste reduction in the County. Representatives from cities and public agencies attend the PEIS.
- **Alternative Technology Advisory Subcommittee (ATAS)** - is responsible for evaluating and promoting the development of conversion/recovery technologies to reduce dependence on landfills and incinerators.

Table 1-3 lists the specific responsibilities of the Task Force as mandated by AB 939, as amended, and Title 3, Chapter 3.67, of the County Code.

1.12 ROLE OF LOS ANGELES COUNTY DEPARTMENT OF PUBLIC WORKS

Public Works is the lead County agency advising the County Board of Supervisors on all solid waste management issues. As such, Public Works' responsibilities include preparing and administering the County unincorporated area SRRE, HHWE, and NDFE; the Countywide Household Hazardous Waste Management Program; the Countywide Public Education/Awareness Program; the Countywide Backyard Composting Program; and other programs previously

⁹ An FOC is issued to all Solid Waste Facilities that began operation or modified their operation since the adoption of the ColWMP if the Task Force determines that these facilities are consistent with the CSE.

approved by the Action Plan. Public Works is also the responsible agency for preparing and administering the CSE, and the ColWMP with its associated Summary Plan.

Public Works also acts as the staff to the Task Force. The duties of Public Works in this capacity include: oversight of the ColWMP; coordination of the cities' and the County's efforts in planning, developing, and implementing programs mandated by AB 939; and assisting in the development of market strategies which would reduce dependence on land disposal and transformation facilities.

1.13 TABLES AND FIGURES

This section contains the following tables and figures: **Table 1-1** (Summary of the Los Angeles County Countywide Siting Element), **Table 1-2** (Countywide Siting Element Preparation, Approval, and Revision Process), **Table 1-3** (Task Force Role and Responsibilities), **Figure 1-1** (Solid Waste Management Hierarchy), and **Figure 1-2** (Fundamental Components of Solid Waste Management System).

**TABLE 1-1
SUMMARY OF THE LOS ANGELES COUNTY COUNTYWIDE SITING ELEMENT**

CHAPTER	CHAPTER OVERVIEW
Chapter 1 – Introduction	This Chapter provides an overview of the State requirements and background information on the Los Angeles County solid waste management system. Also included is a summary of the activities that have been instituted by the County Board of Supervisors since 1986 in addressing the solid waste needs of Los Angeles County.
Chapter 2 – Goals and Policies	This Chapter lists goals and policies developed by the Task Force (as required by State law). This chapter also identifies the agencies responsible for implementing the Countywide Siting Element, the implementation of tasks identified, and funding source for the administration of the document.
Chapter 3 – Existing Solid Waste Disposal Facilities	This Chapter identifies all existing permitted landfills and transformation facilities in Los Angeles County. The chapter also includes a series of tables and maps providing essential information on each facility.
Chapter 4 – Current Disposal Rate and Assessment of Disposal Capacity Needs	This Chapter quantifies the current disposal rate, as well as projection of disposal needs during each year of the 15-year planning period. A number of scenarios have been analyzed in identifying when Los Angeles County will experience a need in permitted daily disposal capacity based on status quo, as well as other alternatives identified in the document.
Chapter 5 – Alternative Technologies	This Chapter describes facilities which provide an alternative to existing solid waste disposal technologies and provides a brief assessment on their current state of development. This chapter also describes a number of benefits, advantages, and environmental constraints, regarding the identified alternative technologies.
Chapter 6 – Facility Siting Criteria	This Chapter provides an overview of regulatory requirements for siting of solid waste disposal facilities. As required by State law, and in accordance with the California Integrated Waste Management Board's regulations, this chapter also includes the siting criteria for development of new landfills, transformation facilities, conversion/recovery technologies, and expansion of existing facilities.
Chapter 7 – Proposed In-County Facility Location and Description	This Chapter identifies and provides information on existing landfill expansions and proposed expansions in the County and/or cities during the planning period.
Chapter 8 – General Plan Consistency	This Chapter provides information on the consistency of each potential new landfill site and potential expansion of an existing site with the appropriate jurisdiction's General Plan, which was listed in Chapter 7.
Chapter 9 – Out-of-County Disposal Facilities	This Chapter identifies existing and proposed landfills in adjacent counties which may be available for use by jurisdictions in Los Angeles County.
Chapter 10 – Finding of Conformance	This Chapter describes the procedure for obtaining a Finding of Conformance with the Los Angeles County Countywide Siting Element for Class III landfills, inert waste landfills, transformation facilities, biomass processing facilities, conversion/recovery technology facilities, and other alternative technology facilities, under the auspices of the Los Angeles County Solid Waste Management Committee/Integrated Waste Management Task Force.

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TABLE 1-2
COUNTYWIDE SITING ELEMENT PREPARATION, APPROVAL, AND REVISION PROCESS

1.	<p>Preparation of the Preliminary Draft Los Angeles County Countywide Siting Element (CSE) and Environmental Documents</p> <p>The County shall prepare and submit the draft CSE and the necessary environmental document to the cities, Task Force, appropriate governmental agencies, and public for a 45-day review period and conduct public information meetings to ensure public input.</p>
2.	<p>Preparation of the Final Draft CSE and Environmental Documents</p> <p>Based on the comments received on the draft CSE and environmental documents, the County shall prepare the final draft CSE and environmental document and shall submit the documents to the cities for approval.</p>
3.	<p>Local Adoption of the Final Draft CSE and Environmental Documents</p> <ul style="list-style-type: none"> a) Each city in the County, and the County Board of Supervisors, shall conduct a public hearing for the purpose of adopting the final draft CSE and environmental documents. After considering all comments of members of the governing body and the public, each jurisdiction shall, by resolution, either approve or disapprove the final draft CSE and environmental document within 90 days of receipt of the final draft CSE and environmental document from the County. Lack of action by a city within this 90-day period would constitute tacit approval by that city. b) If a jurisdiction disapproves final draft CSE and environmental documents, the jurisdiction shall give written notice to the Task Force, the County Board of Supervisors, and the California Department of Resources Recycling and Recovery (CalRecycle) of the deficient areas in the final draft CSE and environmental document within 30 days of disapproval. c) If the final draft CSE and environmental document is not approved by a majority of the cities within the County which contain a majority of the population of the incorporated area, the County shall revise the deficient areas of the final draft CSE and environmental documents and recirculate it as required by Title 14, CCR, Sections 18779 through 18785.
4.	<p>Submittal of the Final Draft CSE and Environmental Documents to CalRecycle</p> <p>Upon approval of the final draft CSE and environmental documents, which have also been approved by a majority of the cities representing a majority of the County's incorporated population, the County shall, within 30 days of such approval, submit the following to CalRecycle:</p> <ul style="list-style-type: none"> a) three copies of the locally approved final draft CSE and environmental documents; b) a copy of each jurisdiction's resolution approving or disapproving the final draft CSE and environmental documents; c) a copy of the public notice for each jurisdiction's public hearing on the final draft CSE and environmental documents;

TABLE 1-2
COUNTYWIDE SITING ELEMENT PREPARATION, APPROVAL, AND REVISION PROCESS

<p>d) a copy of the Notice of Determination for the project's California Environmental Quality Act document which has been filed with the State Clearinghouse in the Office of Planning and Research; and</p> <p>e) a tabulation showing that the final draft CSE environmental documents were approved by a majority of the cities representing a majority of the population in the incorporated portion of the County.</p>	
5.	<p>CalRecycle Approval of the Final Draft CSE and Environmental Documents</p> <p>a) CalRecycle shall, within a timeframe of 90 to 120 days, review the final draft CSE and environmental documents, and at a public hearing determine whether it meets the requirements of the California Integrated Waste Management Act of 1989, as amended. After considering public testimony and input from the Task Force, CalRecycle shall either adopt a resolution approving the ColWMP, or issue a Notice of Deficiency to the County.</p> <p>b) Within 30 days of approval/disapproval, CalRecycle shall send a copy of the resolution of approval or a Notice of Deficiency to the County.</p> <p>If issued a Notice of Deficiency by CalRecycle, the County, pursuant to the requirements of PRC Section 41811 and 41812, and with Sections 18780 through 18784 of Title 14 of CCR, shall revise the final draft CSE and environmental documents addressing deficiencies identified by CalRecycle, resubmit the document to the cities for local adoption, and resubmit the document to CalRecycle within 120 days.</p>

**TABLE 1-3
TASK FORCE ROLE AND RESPONSIBILITIES**

A. General Role/Responsibilities
1. Assist in coordinating the development of cities/County Source Reduction and Recycling Elements (SRREs), Household Hazardous Waste Elements (HHWEs), and NonDisposal Facility Elements (NDFEs).
2. Assist and advise the agency responsible for preparation of the Los Angeles County Countywide Siting Element (CSE) and the Countywide Integrated Waste Management Plan (ColWMP) and its Summary Plan.
<p>3. Five-year review of the ColWMP by Task Force</p> <p>Prior to the fifth anniversary of CalRecycle's approval of the ColWMP or its more recent revision, the Task Force shall review the ColWMP in accordance with provisions of PRC Sections 40051, 40052, and 41822, to ensure that it remains consistent with the hierarchy of waste management practices defined in PRC Section 40051.</p> <ul style="list-style-type: none"> a) On or before the fifth anniversary of CalRecycle's approval of the ColWMP, the Task Force shall submit written comments on areas of the ColWMP which require revision, if any, to the County and CalRecycle. b) Within 45 days of receiving the Task Force's comments, the County shall determine if a revision is necessary and notify the Task Force and CalRecycle in writing of its findings. c) CalRecycle shall review the County's findings and determine if additional areas of the ColWMP require revision, or if no revision is necessary. d) Within 60 days of receipt of the County's findings, CalRecycle shall, at a public hearing, approve or disapprove the County's findings regarding revision of the ColWMP. e) Within 30 days of its action at the public hearing, CalRecycle shall send a copy of its resolution, approving or disapproving the County's findings, to the Task Force and the County. If CalRecycle has identified additional areas of the ColWMP that require revision, CalRecycle shall identify those areas in its resolution.
B. SRRE, HHWE, and NDFE Responsibilities
1. Advise jurisdictions responsible for SRRE preparation, as needed, and review goals, policies, and procedures for jurisdictions which, upon implementation, will aid in meeting the solid waste management needs of the County, as well as the mandated source reduction and recycling requirements of PRC Section 41780.
2. Assist and advise in the review of the SRRE, HHWE, and NDFE and assist jurisdictions in the implementation of the SRRE, HHWE, and NDFE.
3. Provide technical guidance and information regarding source reduction, waste diversion, and recycling to local jurisdictions during preparation of the SRRE, HHWE, and NDFE. Such information may be presented to the general public at public hearings and upon request by members of local governments and community organizations.

**TABLE 1-3
TASK FORCE ROLE AND RESPONSIBILITIES**

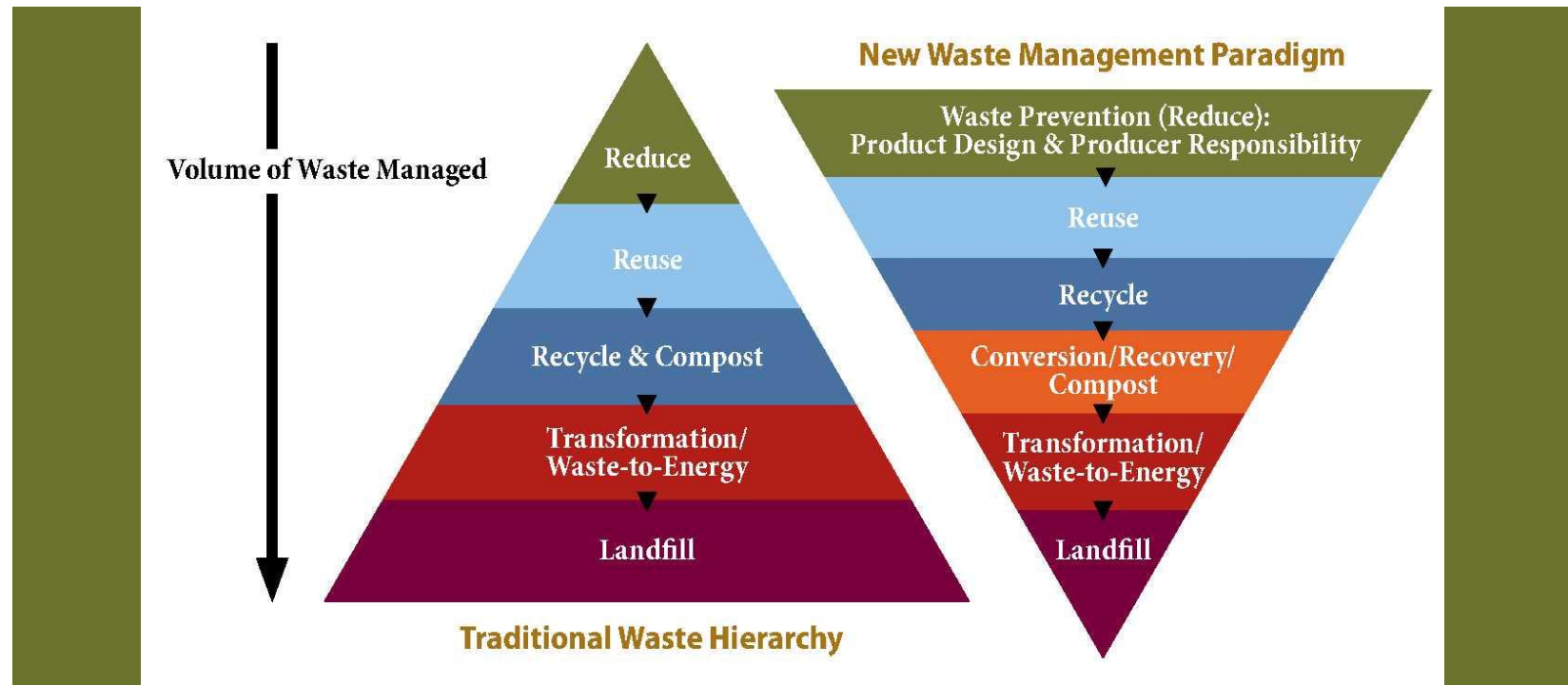
<p>4. To ensure a coordinated and cost-effective regional recycling system, the Task Force shall:</p> <ul style="list-style-type: none"> a) Identify solid waste management issues of Countywide or regional concern. b) Determine the need for solid waste collection systems, processing facilities, and marketing strategies that can serve more than one local jurisdiction within the region. c) Facilitate the development of multi-jurisdictional arrangements for the marketing of recyclable materials. d) To the extent possible, facilitate resolution of conflicts and inconsistencies between or among jurisdictions SRRE, HHWE, and NDFE.
<p>5. Review preliminary drafts of SRREs, HHWEs, and NDFEs.</p> <ul style="list-style-type: none"> a) Take into consideration the issues of Countywide or regional concerns as required by PRC Section 40950(c). b) Send copies of the Task Force's written comments on the preliminary drafts of the SRRE, HHWE, and NDFE simultaneously to CalRecycle and to the jurisdiction that prepared the preliminary draft SRRE, HHWE, and NDFE within 45 days of receipt of the preliminary draft (90 days for NDFE). c) Other reviewing agencies, as applicable, (the County, adjacent cities, any association of regional governments, and CalRecycle) shall review and send their written comments to the jurisdiction that prepared the preliminary draft SRRE, HHWE, and NDFE. A copy of CalRecycle's written comments shall be sent simultaneously to the Task Force.
<p>6. Review the final draft of the SRREs and HHWEs.</p> <ul style="list-style-type: none"> a) The Task Force shall provide written comments on the final draft to CalRecycle and the jurisdiction responsible for preparation of the final draft within 30 days of receipt of the final draft. b) If deficiencies are indicated in the Task Force's comments, the Task Force shall meet with the jurisdiction to resolve them. c) If no resolution between the Task Force and the jurisdiction can be achieved, the Task Force shall send a letter to the jurisdiction and CalRecycle indicating the remaining deficiencies of the SRRE and HHWE.
<p>C. CSE and CoIWMP and its Summary Plan Responsibilities</p>
<p>1. The Task Force, within 30 days of its establishment, and, as required by CCR, Title 14, Section 18777, shall determine and verify the remaining permitted combined disposal capacity of existing solid waste facilities in the County.</p>
<p>2. Assist and advise the agency responsible for preparation of the CSE, the CoIWMP and its Summary Plan, as needed, and develop goals, policies, and procedures which are consistent with guidelines and regulations adopted by CalRecycle, to guide the development of the CSE of the CoIWMP.</p>
<p>3. To ensure that Los Angeles County adequately plans for meeting future solid waste handling and disposal needs, coordinate the preparation and review of the CSE, the CoIWMP and its Summary Plan prior to their circulation to reviewing agencies and to CalRecycle.</p>

**TABLE 1-3
TASK FORCE ROLE AND RESPONSIBILITIES**

<p>4. Review the preliminary draft of the CSE, the ColWMP and its Summary Plan.</p> <p>Send written comments simultaneously to CalRecycle and to the agency responsible for preparation of the CSE, the ColWMP and its Summary Plan within 45 days of receipt of the preliminary draft.</p>
<p>5. Review the final draft of the CSE, the ColWMP and its Summary Plan.</p> <p>a) Send written comments simultaneously to the agency responsible for preparation of the CSE, and the ColWMP and its Summary Plan and CalRecycle within 45 days of receipt of the final draft.</p> <p>b) Where deficient areas have been identified in the Task Force's written comments, the responsible agency shall submit a revised final draft.</p> <p>c) The Task Force shall review the revised final draft. If deficiencies still remain, the Task Force shall meet with the agency to resolve them.</p> <p>d) If no resolution can be achieved, the Task Force shall send a letter to the agency and CalRecycle indicating the remaining deficiencies of the CSE, and the ColWMP and its Summary Plan within 30 days of receipt of the revised final draft of the CSE, and the ColWMP and its Summary Plan.</p> <p>e) If the CSE or the ColWMP and its Summary Plan are deemed adequate, the Task Force shall notify the County and CalRecycle, in writing, within 30 days of its determination.</p>
<p>D. Consistency with the Countywide Solid Waste Management Plan and ColWMP</p>
<p>To ensure consistency with the CoSWMP or ColWMP, all proponents of new solid waste facilities (solid waste stations and disposal facilities) or expansion of existing solid waste facilities must obtain a Finding of Conformance from the Task Force for consistency with the CoSWMP and the ColWMP, as applicable.</p>

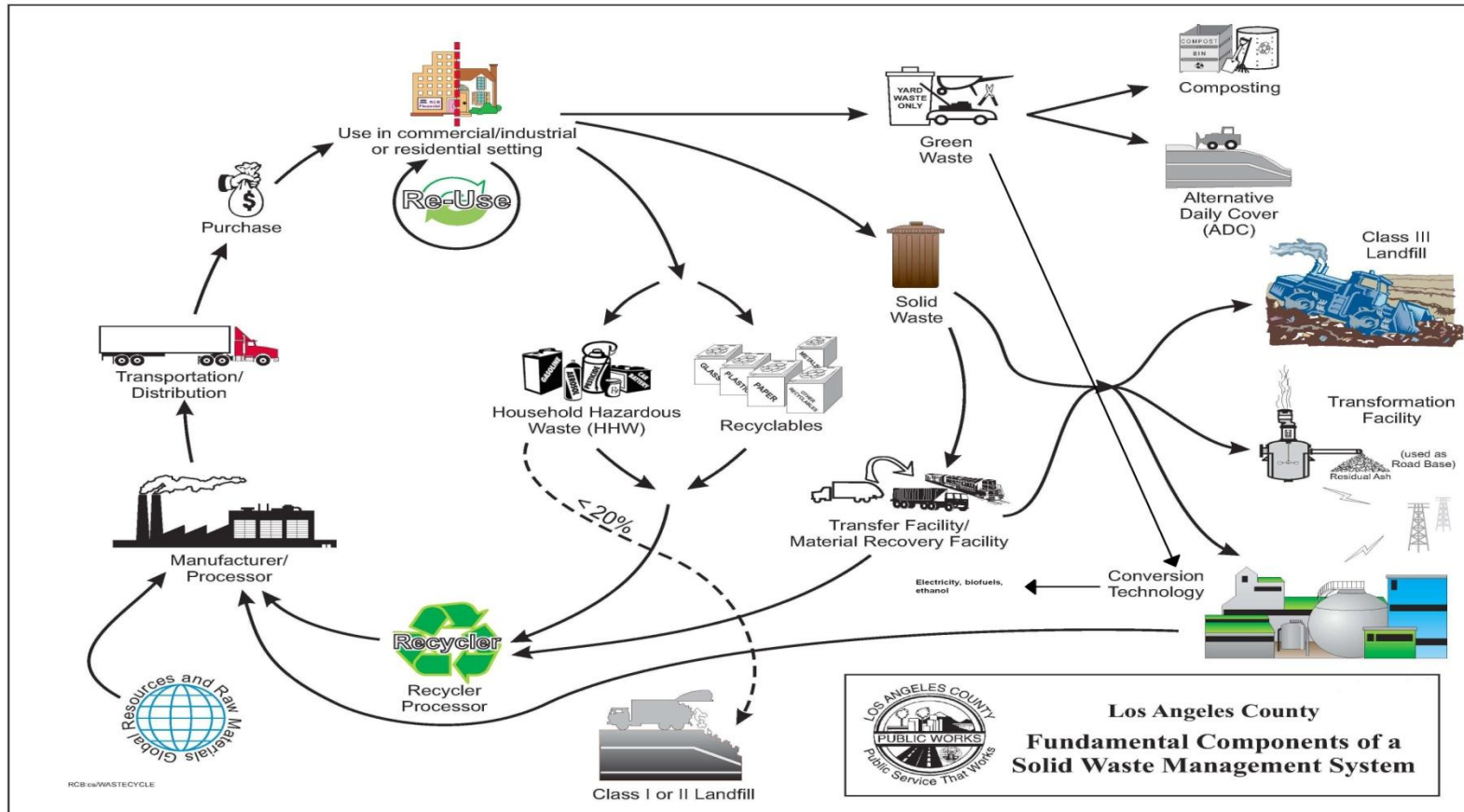
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**FIGURE 1-1
SOLID WASTE MANAGEMENT HIERARCHY**



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**FIGURE 1-2
FUNDAMENTAL COMPONENTS OF SOLID WASTE MANAGEMENT SYSTEM**



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