1.0 INTRODUCTION

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 have taken place.

AB 939 recognizes that solid waste disposal facilities (e.g., 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 and land disposal. In the current AB 939 integrated waste management hierarchy, the largest volume of solid waste is managed through disposal. However, the Los Angeles County Countywide Siting Element (CSE) proposes a new solid waste management paradigm (see Figure 1-1) with the following waste management hierarchy (from most to least preferred): (1) waste prevention (including source reduction, product design, and producer responsibility); (2) reuse; (3) recycling; (4) conversion/compost; (5) transformation/waste-to-energy; and (6) landfilling. In the new paradigm, the least volume of waste would be managed through disposal.

The CSE addresses some of the components of the new waste management hierarchy, such as Class III landfills, inert waste landfills, and alternative technology facilities (e.g., conversion technology, transformation. The other components of the waste management hierarchy, namely, waste prevention (including source reduction), reuse, recycling, and composting, are addressed in each jurisdiction's Source Reduction and Recycling Element (SRRE), which, as mandated by State law, have been prepared separately by each city in Los Angeles County and by Los Angeles County Public Works, on behalf of 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 needs of the 88 cities in Los Angeles County and the County unincorporated communities for a 15-year planning period (between 2018 and 2033), 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 technology facilities (e.g. conversion technology, transformation). 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.

DEFINITIONS

Definitions of key terms used in this Chapter are included when referenced. For a more complete listing of acronyms and definitions, please refer to the List of Acronyms and Glossary of Terms at the beginning and end of this document, respectively.

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 Article 6.6 (Countywide and Regional Agency Integrated Waste Management Plans), 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.

BACKGROUND

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 area[1] of approximately 4,100 square miles and consists of 88 cities and various unincorporated County communities. Home to more than 10.1 million[2] people, it is the most populous county in the nation, larger in population than 43 states and 145 countries. Approximately 27 percent (roughly one-third) of California residents live in Los Angeles County. The County's population has increased approximately nine percent since 1995 and is projected to increase by nearly 1.0 million between 2018 and the year 2033 (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 within the County to provide enough capacity 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. If the County were a country, it would rank among the

[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 10.1 million people is based on U.S. Bureau of the Census, Population Estimates Program (PEP).

world's largest economies[3].

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 past 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 its residents, while continuing to provide an environmentally safe, efficient, and economically viable solid waste disposal system.

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

Los Angeles County 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 the preparation and revision of the CSE and its environmental document (see Sections 1.10 and 1.11).

The preparation of the Preliminary Draft 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, government 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 and the Task Force 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 to maximize participation. These outreach efforts are documented in Volume III, Appendices 1-E through 1-K, of the CSE and its Final EIR.

[3] Source: Los Angeles County Economic Development Corporation

In

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 Table 1-1.

Los Angeles County Solid Waste Collection and Disposal System

Solid waste for the 88 cities and the unincorporated communities in Los Angeles County is collected by both residential and commercial waste haulers through a diverse and complex system.

Waste is generally collected once a week; however, there are some jurisdictions that are served two days out of the week. Each jurisdiction utilizes various bin systems for the collection of its residential waste. These options include: a one-bin system, two-bin system, and three-bin system; and in rare cases a four-bin system. The types of materials collected in these bins include Municipal Solid Waste (MSW), recycled materials, green materials and manure (in the case of a four-bin system). In the commercial sector, dumpsters are commonly used as storage bins for the collection of commercial waste.

Solid waste collection rates in the County vary from jurisdiction to jurisdiction, while most jurisdictions have a uniform solid waste collection method. A majority of the jurisdictions use an automatic solid waste collection method; however, a few jurisdictions use manual and a combination of manual and automated solid waste collection methods.

After collection, waste is either hauled directly to the landfills or transformation facilities, or indirectly through a transfer station, materials recovery facility, or Construction, Demolition, and Inert (CDI) debris recycling facility. 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 2018, Los Angeles County disposed a daily average of approximately 33,599 tons of solid waste (excluding inert waste disposal at permitted inert waste landfill) at landfills and transformation facilities located in and out of the County. The 2018 disposal data is based on disposal data from January 1, 2018, through December 31, 2018. 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 ("Existing Solid Waste Disposal Facilities") and 4 ("Current Disposal Rate and Assessment of Disposal Capacity Needs") and, 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 wasteshed 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.

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. Calabasas and Scholl Canyon Landfills only accept solid waste generated within their defined wastesheds.

Since 1995, six major (Azusa Land Reclamation Company Landfill, Bradley Landfill, BKK Landfill, Lopez Canyon Landfill, Spadra Landfill, and Puente Hills) 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. Puente Hills Landfill closed on
October 31, 2013, after 43 years of continuous disposal operations.

EXISTING IN-COUNTY DISPOSAL RATE AND DISPOSAL CAPACITY

Existing disposal capacity in the County is provided through Class III landfills, a permitted inert waste landfill, and transformation 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 landfill, and transformation 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 landfill is also provided in Chapters 3 and 4.

Class III Landfills

The County currently is a 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 nonhazardous 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.

As of December 31, 2018, the remaining permitted Class III landfill capacity in the County is estimated at 163.39 million tons (194.35 million cubic yards), of which the remaining permitted capacities for Major and Minor Landfills are 156.46 and 6.93 million tons (182.27 and 12.08 million cubic yards), respectively. Based on the 2018 average disposal rate of 34,170 tons per day (tpd)[4] (excluding waste imported to the County), the cumulative need for Class III landfill disposal capacity of approximately 126.4 million tons by year 2033 would not exceed the remaining Class III landfill capacity of 163.39 million tons.

Major Class III Landfills

As of December 31, 2018, there are six 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

Scholl Canyon Landfill

Sunshine Canyon City/County Landfill

The total average daily disposal rate in 2018 for the six existing permitted major Class III landfills, is approximately 15,605 tpd based on 2018 disposal data. This amount includes waste (approximately an average of 404 tpd) imported from other counties such as Orange, Riverside, San Bernardino, San Diego, and Ventura Counties.

More detailed information on each major Class III landfill facility is provided in Chapter 3.

Minor Class III Landfills

As of December 31, 2018, 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 2018 for the four existing permitted minor Class III landfills is approximately 405 tpd based on 2018 disposal data.

More detailed information on each minor Class III landfill facility is provided in Chapter 3.

Inert Waste Landfills

Inert waste landfills include facilities/operations such as inert debris disposal facilities, inert debris engineered fill operations (IDEFOs), and inert debris engineered fill activities.

The combined total average disposal rate of the inert waste landfills in the County is 10,667 tpd as of December 31, 2018. The total remaining permitted disposal capacity for the inert waste landfills in the County as of December 31, 2018 is unknown. However, based on the maximum available daily capacity of the permitted inert waste landfill (see Section 1.5.2.1) and Inert Debris Engineered Fill Operations (see Section 1.5.2.2), there is sufficient daily capacity at 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 and 1.5.2.2) disposal capacity (15-year planning period) for the permitted inert waste landfill, for inert materials within the County, and the increasing trend toward recycling construction and demolition waste.

Permitted Inert Waste Landfill

As of December 31, 2018, there is one permitted inert waste landfill in the County:

Azusa Land Reclamation Landfill (inert waste only portion)

The total average daily disposal rate in 2018 for the permitted inert waste landfill is approximately 1,148 tpd[4] based on 2018 disposal data.

The total remaining permitted disposal capacity for the permitted inert waste landfill in the County is approximately 57.72 million tons (46.17 million cubic yards) as of December 31, 2018. At the current average disposal rate of 1,148 tpd the total remaining permitted capacity will be exhausted in about 129 years. This demonstrates that there is currently sufficient daily capacity at inert waste landfills.

More detailed information on the permitted inert waste landfill is provided in Chapter 3.

Inert Debris Engineered Fill Operations

As of December 31, 2018, there are ten IDEFOs in the County:

Durbin Landfill

Hanson Aggregates (Livingston-Graham)

Manning Pit

Montebello Land and Water Company

North Kincaid Pit

Nu-Way Arrow Reclamation

Peck Road Gravel Pit

Reliance Landfill

Sun Valley Landfill

United Rock Products

The total average daily disposal rate in 2018 for the IDEFOs is approximately 9,519 tpd, based on 2018 disposal data.

The total remaining disposal capacity of the IDEFOs as of December 31, 2018, is unknown. However, these types of facilities will not be considered in the CSE for disposal capacity planning purposes.

More detailed information on IDEFOs is provided in Chapter 3.

[4] The total average daily disposal rate of 1,148 tpd for the permitted inert waste landfill includes 213 tpd of inert waste imported from outside Los Angeles County.

Transformation Facilities

As of December 31, 2018, there are two transformation facilities located within the County:

Commerce Refuse-to-Energy Facility (CREF) (closed as of June 2018)

Southeast Resource Recovery Facility (SERRF)

The total average daily disposal rate in 2018 for the transformation facilities is approximately 1,335 tpd based on 2018 disposal data. The SERRF processed approximately 1,192 tpd of solid waste including about 141 tpd of solid waste imported from outside the County, while CREF processed approximately 143 tpd which includes about 19 tpd of solid waste imported from other counties (see Table 4-4). The residual ash generated from the transformation process is diverted for use in the production of Portland Cement concrete and other uses.

Transformation 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. Alternative technologies (e.g., conversion technology, transformation) are sources of electrical power. However, the development of additional 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.

More detailed information on transformation and conversion technology facilities is provided in Chapters 3, 5, and 7.

POTENTIAL NEW OR EXPANSIONS OF EXISTING IN-COUNTY CAPACITY

Class III Landfills

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.

Potential Expansion of Existing Class III Landfills

Currently, there is no proposed expansion of existing Class III landfill within this planning period.

Permitted Inert Waste Landfills

Potential New Permitted Inert Waste Landfills

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

Potential Expansion of Existing Permitted Inert Waste Landfills

Currently, there is no proposed expansion of the existing permitted inert waste landfill.

Alternative Technology Facilities

Potential New Alternative Technology Facilities

Potential host sites for an alternative 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. Potential locations for alternative technology facilities are identified in the CSE. For more detailed information on potential new alternative technology facilities, please refer to Chapter 7.

The City of Los Angeles is also evaluating the potential siting of a number of alternative technology facilities capable of processing post-source separated municipal solid waste. The City Council's RENEW LA plan calls for the development of seven alternative technology facilities, six within the City's boundaries and one in the local region. The City of Los Angeles Municipal Code has been amended to allow alternative technology facilities to be sited in the M-2 (light industrial), M-3 (heavy industrial), and PF (public facilities) zones by conditional use.

Transformation Facilities

Potential New Transformation Facilities

No site has been identified for potential development of new transformation facilities in the County for this planning period.

Potential Expansion of Existing Transformation Facilities

Currently, there are no proposed expansions of existing transformation facilities in the County;

therefore, no such facilities have been identified in the CSE.

Conversion Technology

Potential New Conversion Technology Facilities

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

Engineered Municipal Solid Waste Conversion Facilities

Potential New Engineered Municipal Solid Waste Conversion Facilities

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

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 2018, approximately 175,737 tons (563 tpd) of imported solid waste was received by Los Angeles County Class III landfills, and transformation facilities, from other counties and states. Of waste imported to Los Angeles County, approximately 181 tpd, 25 tpd, 28 tpd, and 302 tpd were received from Orange County, Riverside County, San Bernardino County, and Ventura County, respectively. Smaller amounts were imported from other counties and states.

SOLID WASTE EXPORT

In recent years, the exportation of solid waste has become a very important factor 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. In 2012, the State passed Assembly Bill 845, which also prohibits an ordinance enacted by a city or county from otherwise restricting or limiting the importation of solid waste into a privately-owned solid waste facility in that city or county based on place of origin.

The out-of-County exportation of waste (rail, haul, etc.) (see Chapter 2, Goal No. 8, Policy No. 8.5 thru 8.10) 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 2018, approximately 5,120,871 tons (16,413 tpd) of solid waste were exported to currently available out-of-County facilities. Over the last decade, on average, approximately 66 percent of the residual solid waste generated in Los Angeles County (that is destined for disposal) was disposed in Los Angeles County. The remaining 34 percent was exported for disposal at out-of-County landfills. However, in 2018, approximately 51 percent of the residual solid waste generated in Los Angeles County was disposed in Los Angeles County, and the remaining 49 percent was exported for disposal at out-of-county landfills.

In 2018, the majority of the 49 percent average waste export was to surrounding counties. Orange, Riverside, San Bernardino, and Ventura received 34, 33, 14, and 15 percent, respectively. The remaining four percent of the exports was sent to landfills in Fresno, Kern, Kings, San Diego, San Luis Obispo, and Stanislaus Counties. More detailed information on solid waste export is provided in Chapter 9.

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

Chapter 9 identifies existing and proposed new out-of-County Class III landfills, located in other California counties. The total combined maximum daily permitted capacity at these landfills is greater than approximately 77,054tpd[5], and the total combined average daily disposal tonnage was approximately 38,752 tpd[6] in 2018. Table 9-1 provides a list and summary of the existing and potential out-of-County Class III landfills located in California.

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,

[5] The total combined permitted daily disposal rate is based only on landfill data in Chapter 9, Table 9-1 of this CSE.

[6] The permitted average daily capacity is based only on landfill data in Chapter 9, Table 9-1 of this CSE.

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 alternative technology facilities (e.g. conversion technology, transformation); 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.

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 1985). Among the many strategies identified in the CoSWMP for the management of solid waste is to develop a number of in-County transformation 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).

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 transformation facilities caused by 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.

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, transformation 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 ("Facility Siting Criteria"). 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 facilities, etc.

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 Public Works – Bureau of Sanitation, and the Los Angeles County 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 and 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.

Preliminary Alternate Site Study

In response to a directive by the County Board of Supervisors to identify the best sites for potential development of land disposal facilities in the County, the staffs of the County 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.

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 County 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, County 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, County 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 EIR 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 EIR 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 (CUP) 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.

ONGOING EXISTING PLANNING ACTIVITIES

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 hierarchy[7]

[7] This CSE proposes a new solid waste management paradigm with a modified hierarchy of solid waste management practices. See Figure 1-1.

of waste management practices in 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:

An 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;

An 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;

An 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's CoIWMP superseded the CoSWMP and currently governs the solid waste planning activities in the County.

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 CUP to develop a landfill at the site. Removal of these two sites also necessitated an amendment of the CSE and required that the goals and policies of the CSE be

re-evaluated to ensure their continued applicability and efficacy. The CSE goals and policies have been re-evaluated and updated in this CSE.

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

PRC Section 41822 requires each city, county, or regional agency to review its SRRE or the CoIWMP at least once every five years to correct any deficiencies in the plan, to 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 CoIWMP 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 CoIWMP's Five-Year Review Report.

The County, with the assistance of the Task Force, conducted a five-year review of the CoIWMP. 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 technology facilities, potential location for these facilities, and current status of development of these technologies.

The two subsequent Five-Year Review Reports were submitted to CalRecycle in April 2010 and September 2014.

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.

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

~~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 17 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 Los Angeles County 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.

~~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 CoIWMP 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)[8] with the CoIWMP 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 technologies to reduce dependence on landfills and incinerators.

Table 1-2 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.

ROLE OF LOS ANGELES COUNTY 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 approved by the Action Plan. Public Works is also the responsible agency for preparing and administering the CSE, and the CoIWMP 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 CoIWMP; coordination of the cities' and the County's efforts in planning, developing, and implementing programs mandated by AB 939; and assisting in the

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

development of market strategies which would reduce dependence on land disposal and transformation facilities.