

5.13 UTILITIES – SOLID WASTE DISPOSAL

5.13.1 INTRODUCTION

This section evaluates the potential impacts on solid waste collection and disposal service. Information used in this analysis was obtained from the Tulare County Resource Management Agency,¹ the City of Porterville 2030 General Plan,² the California Integrated Waste Management Board,³ and the City Municipal Code.⁴

5.13.2 SUMMARY OF 2030 GENERAL PLAN EIR FINDINGS

Porterville's solid waste is currently disposed at Teapot Dome landfill, located approximately 5 miles southwest of the City limits. Teapot Dome is a County-operated Class III landfill permitted to discharge up to 600 tons a day; its anticipated closure date is 2012. Tulare County has indicated that they will not expand the Teapot Dome landfill. When it reaches capacity, the County anticipates setting up a transfer facility, which would divert waste to either the Woodville or Visalia landfill. The Tulare County Recycling Complex accepts all the recyclables for the Consolidated Waste Management Authority (CWMA). This processing and transfer facility is about 20 miles from the City limits. It is permitted for 1,200 tons per day (tpd). The statewide mandated waste diversion goal was 50 percent by the year 2000, which was met by the CWMA. However, since 2002, the CWMA has fallen short of this goal and requested an extension in order to develop additional programs to encourage recycling and waste reduction. Impacts were found to be less than significant.⁵

5.13.3 EXISTING CONDITIONS

The City provides solid waste collection services to residential and commercial uses within the City limits. Other governmental agencies, such as school districts and state and federal agencies, contract with private haulers for solid waste collection. Solid waste collected by the City is hauled to Teapot Dome, which is owned and operated by the Tulare County CWMA. Teapot Dome has a permitted capacity of

¹ Patty Ackley, Solid Waste Manager, Tulare County Resource Management Agency, personal communication with Evan Sharp February 2, 2009.

² Dyett and Bhatia Urban and Regional Planners, City of Porterville 2030 General Plan, Chapter 8 Public Utilities, Section 8.4 Solid Waste Management and Recycling, 2007.

³ California Integrated Waste Management Board, Solid Waste Information System, <http://www.ciwmb.ca.gov/SWIS/>. Accessed July 29, 2009.

⁴ City of Porterville Municipal Code, Chapter 13 Garbage and Refuse.

⁵ Dyett and Bhatia Urban and Regional Planners, City of Porterville 2030 General Plan Draft Environmental Impact Report, Section 3.11 Public Utilities and Services, 2007, 229.

6,546,407 cubic yards (cy) and remaining capacity of 123,000 cy.⁶ Its maximum permitted disposal is 600 tpd, and it has an anticipated closure date of 2012. Beyond Teapot Dome landfill's closure date of 2012, the County anticipates setting up a transfer facility to divert waste to either the Woodville or Visalia landfills. The Woodville Disposal Site, a County-operated Class III landfill permitted for 1,078 tpd, is located approximately 15 miles northwest of the City limits. As of 2008, the landfill was at 41.5 percent capacity with a remaining capacity of 4,928,139 cy and an anticipated closure data of 2026. The County plans to expand the Woodville landfill and is in the process of obtaining the necessary permits.⁷ The Visalia Disposal Site, located approximately 35 miles northwest of the City limits, is a County-operated Class III landfill permitted to discharge up to 2,000 tpd. This site was recently expanded. As of 2006, the landfill was at 13.3 percent capacity with a remaining capacity of 16,145,600 cy; its anticipated closure date is 2024.

The Tulare County Recycling Complex accepts all recyclables for CWMA. This processing and transfer facility is about 20 miles from the City limits. It is permitted for 1,200 tpd.⁸

The City of Porterville provides waste and recycling collection services to residential and commercial uses within the City limit. Porterville has various programs to encourage recycling and waste reduction, such as curbside collection of residential and yard recyclables (green can), a recycling drop-off center, a commercial/industrial recycling program, school recycling programs, biannual special collection events, and public education/outreach activities. The most recent California Integrated Waste Management Board-approved (CIWMB) diversion rate for the City is 54 percent for 2006.⁹ Types of material contained in the waste stream are identified in **Table 5.13-1, Household Solid Waste Generated by Type**, and **Table 5.13-2, Business Solid Waste Generated by Type**.

⁶ Patty Ackley, Solid Waste Manager, Tulare County Resource Management Agency, personal communication with Evan Sharp February 21, 2010.

⁷ Ibid.

⁸ Dyett and Bhatia Urban and Regional Planners, City of Porterville 2030 General Plan Draft Environmental Impact Report, Section 3.11 Public Utilities and Services, 2007, 229.

⁹ California Integrated Waste Management Board, California Waste Stream Profiles, <http://www.ciwmb.ca.gov/Profiles/Juris/JurProfile2.asp?RG=R&JURID=609&JUR=Consolidated+Waste+Management+Authority>. Accessed July 29, 2009.

**Table 5.13-1
Household Solid Waste Generated by Type**

Material type	Percentage of Total
Organic	45%
Paper	27.5%
Plastic	8.8%
Metal	4.6%
Construction Debris	4.5%
Glass	4.0%
Mixed Residue	4.0%
Household Hazardous Waste	0.3%

Source: California Integrated Waste Management Board, California Waste Stream Profiles,
<http://www.ciwmb.ca.gov/Profiles/Juris/JurProfile1.asp?RG=R&JURID=609&JUR=Consolidated+Waste+Management+Authority>
 Accessed September 2010.

**Table 5.13-2
Business Solid Waste Generated by Type**

Material type	Percentage of Total
Mixed Residue	0.5%
Special Waste	0.1%
Paper	32.2%
Glass	2.7%
Household Hazardous Waste	0.2%
Plastic	9.6%
Other Organic	31.1%
Metal	5.7%
Construction Demolition	11.4%

Source: California Integrated Waste Management Board, California Waste Stream Profiles,
<http://www.ciwmb.ca.gov/Profiles/Juris/JurProfile1.asp?RG=R&JURID=609&JUR=Consolidated+Waste+Management+Authority>
 Accessed September 2010.

5.13.4 REGULATORY PLANS AND POLICIES

State

The California Waste Management Act (AB 939),¹⁰ passed by the State of California in 1989, mandates the amount of solid waste entering existing landfills and the reuse of solid waste through recycling efforts.¹¹ AB 939 requires every city and county in the state to include in its solid waste management plan a source reduction and recycling element (SRRE) that identifies how each jurisdiction will meet the mandatory state waste diversion goals of 25 percent by the year 1995 and 50 percent by the year 2000. The purpose of AB 939 is to “reduce, recycle, and reuse solid waste generated in the state to the maximum extent feasible.”

The term “integrated waste management” refers to the use of a variety of waste management practices to safely and effectively handle the municipal solid waste stream with the least adverse impact on human health and the environment. AB 939 established waste management prioritization as follows:

- Source Reduction
- Recycling
- Energy Recovery
- Landfilling
- Household Hazardous Waste Management

Subsequent to the enactment of AB 939, additional legislation was passed to assist local jurisdictions in accomplishing the goals of AB 939. The California Solid Waste Refuse and Recycling Access Act of 1991¹² directed CIWMB to draft a “model ordinance” relating to adequate areas for collecting and loading recyclable materials in development projects.

Construction and debris (C&D) waste has been specifically targeted by the State of California for diversion from the waste stream. Due to the heavy, inert material found in construction and debris waste, it creates significant problems when disposed of in landfills. Since C&D debris is heavier than paper and plastic, it is more difficult for the County and cities to reduce the tonnage of disposed waste. Projects that will generate C&D waste should emphasize deconstruction and diversion planning, rather than

¹⁰ California Integrated Waste Management Board, 2003. History of California Solid Waste Law, 1985–1989. <http://www.ciwmb.ca.gov/Statutes/Legislation/CalHist/1985to1989.htm>, March 17, 2006.

¹¹ Ibid.

¹² California Public Resource Codes, The California Solid Waste Refuse and Recycling Access Act of 1991, Sections 42900-42911.

demolition. Deconstruction is the planned, organized dismantling of a prior construction project, which allows maximum use of the deconstructed materials for recycling in other construction projects and sends a minimum of the deconstruction material to landfills.

Local

City of Porterville

2030 General Plan

The Porterville 2030 General Plan¹³ contains the following guiding policies and implementing policies that are relevant to solid waste disposal services. Guiding policies are the City’s statements of its goals and philosophy.¹⁴ Implementing policies represent commitments to specific actions and refer to existing programs or call for the establishment of new programs.¹⁵

PU-G-5	Achieve and maintain the State’s solid waste management goals.
PU-I-20	Adopt programs to promote waste reduction and recycling and expand recycling programs in multi-family residential and commercial development.
PU-I-21	Establish incentives for existing businesses to participate in the City’s recycling program.
PU-I-22	Continue participation as a member of Consolidated Waste Management Authority.
PU-I-23	Evaluate the feasibility of trash compactors in the Downtown area to eliminate multiple commercial trash containers.
PU-I-24	Periodically survey residents and businesses to ensure that solid waste programs effectively address community needs and issues.
PU-I-25	Adopt an environmentally preferable purchasing program for all City departments.
PU-I-26	Adopt a Construction and Demolition Diversion Ordinance.

¹³ City of Porterville, *2030 General Plan*, Chapter 8, “Public Utilities Element,” 195–196

¹⁴ City of Porterville, *2030 General Plan*, Chapter 1, “Introduction,” 15.

¹⁵ City Porterville, *2030 General Plan*, Chapter 1, “Introduction,” 15.

Municipal Code

The City of Porterville Municipal Code¹⁶ provides regulations for collection and disposal of municipal solid waste intended to facilitate the City's compliance with the requirements of AB 939.

To assist the City in meeting its diversion goals as specified by the California Integrated Waste Management Act of 1989 (AB 939)¹⁷ and other state or local laws, the waste generators or customers shall maintain records that include the following information:

- A. The description and nature of the material (e.g., bottles, cardboard, grease, etc.) collected.
- B. The name(s) and address(es) of each collection site within the City of Porterville, including amount, weight, or tonnage of the recyclables collected at each site.
- C. Name and address of the site(s) where the above recyclables were disposed.

The permittee shall maintain such records for a period of five years and shall, upon reasonable request, make such records available for the City's inspection.

The permittee shall also supply additional information when requested by the city manager or his designee.¹⁸

Tulare County

General Plan

Tulare County operates three active landfills: Visalia, Woodville, and Teapot Dome. These landfills serve all of Tulare County, including the City of Porterville, as well as parts of surrounding counties. In addition, there are seven transfer stations located throughout the isolated rural areas of the county for the convenience of residents who live outside of waste collection service areas.¹⁹ Policies and implementation measures included as part of the county's general plan update²⁰ that would address the continued provision of solid waste handling services are summarized below:

Implementation Policy 9	The County shall work with local agencies to prepare an update to the County's Integrated Waste Management Plan and Siting Element to determine existing and projected waste disposal needs, methods of
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¹⁶ City of Porterville Municipal Code, Chapter 13 Garbage and Refuse, Section 13-22 Reporting Requirements.

¹⁷ California Integrated Waste Management Board, 2003. History of California Solid Waste Law, 1985–1989. <http://www.ciwmb.ca.gov/Statutes/Legislation/CalHist/1985to1989.htm> March 17, 2006.

¹⁸ City of Porterville Ordinance No. 1494A July 20, 1993, and Ordinance No. 1615 October 1, 2002.

¹⁹ Tulare County, General Plan Update, Draft Environmental Impact Report, December 2007, 5-54.

²⁰ County of Tulare, *Goals and Policies Report*, Chapter 13, "Public Facilities and Services."

disposable land characteristics suited for disposable sites, and anticipated locations.

- Implementation Policy 10 The County shall prepare and distribute educational materials to inform residents about reuse, recycling, and composting of solid waste materials.
- PFS-5.1 Land Use Compatibility with Solid Waste Facilities – The County shall ensure that solid waste facility sites (i.e., landfills) are protected from the encroachment by sensitive and/or incompatible land uses.
- PFS-5.2 Notification - The County shall provide notification to proposed development within 1-mile of a solid waste facility of the existence of the solid waste facility and any proposed changes to the facility.
- PFS-5.3 Solid Waste Reduction - The County shall promote the maximum feasible use of solid waste reduction, recycling, and composting of wastes, strive to reduce commercial and industrial waste on an annual basis, and pursue financing mechanisms for solid waste reduction programs.
- PFS-5.4 County Usage of Recycled Materials and Products - The County shall encourage all industries and government agencies in the County to use recycled materials and products where economically feasible.
- PFS-5.5 Private Use of Recycled Products - The County shall work with recycling contractors to encourage businesses to use recycled products and encourage consumers to purchase recycled products.
- PFS-5.6 Ensure Capacity - The County shall require evidence that there is adequate capacity within the solid waste system for the processing, recycling, transmission, and disposal of solid waste prior to approving new development.
- PFS-5.7 Provisions for Solid Waste Storage, Handling, and Collection - The County shall ensure all new development adequately provides for solid waste storage, handling, and collection prior to issuing building permits.
- PFS-5.8 Hazardous Waste Disposal Capabilities - The County shall require the proper disposal and recycling of hazardous materials in accordance with the County’s Hazardous Waste Management Plan.

PFS-5.9 Agricultural Waste - The County shall investigate waste disposal and reuse needs for agricultural wastes for energy and other beneficial uses and shall change County plans accordingly.

5.13.5 THRESHOLDS OF SIGNIFICANCE

According to Appendix G of the *California Environmental Quality Act (CEQA) Guidelines*,²¹ a significant impact would occur if the project:

- is served by a landfill that does not have sufficient permitted capacity to accommodate the project's solid waste disposal needs, or
- does not comply with federal, state, and local statutes and regulations related to solid waste.

5.13.6 PROJECT IMPACTS

Impact 5.13-1 Construction and occupancy of the proposed project would generate solid waste that requires collection and disposal, but would not cause a violation of an existing law or regulation related to solid waste. *With implementation of mitigation measures impacts would be less than significant.*

Construction Impacts

Construction activities generate a variety of scraps and wastes, with the majority of recyclables being wood waste, drywall, metal, paper, and cardboard. Construction and demolition debris is particularly difficult for landfills to accommodate, as it is inert and dense, making it difficult to reduce the tonnage. Impacts from construction waste are potentially significant.

Operation Impacts

Commercial uses planned for the project would generate waste such as paper, organics, glass, plastics, and metals, which can be either diverted by existing City recycling programs or disposed as mixed waste in any permitted municipal landfill. Based on a solid waste generation rate for commercial uses, the 41,252 square feet of outlot uses and 161,602 square feet of uses associated with the Walmart proposed for the Riverwalk Marketplace Phase II Project would generate a total of 1.32 tons per day (tpd). **Table 5.13-3, Project Waste Generation**, estimates project-generated waste according to the type of use.

²¹ California Environmental Quality Act, *State CEQA Guidelines*, Appendix G, 2009.

**Table 5.13-3
Project Waste Generation**

Use Type	Units	Generation Rate	Waste Generation
Commercial Outlots	41,252 square feet	0.0065 ton per 1,000 square feet per day	0.27 tpd
Walmart Store	161,602 square feet	0.0065 ton per 1,000 square feet per day	1.0522 tpd
Total			1.32 tpd

Source: California Integrated Waste Management Board

The proposed Walmart store incorporates various sustainable practices that will reduce the generation of solid waste from the construction and operation of the store. These include:

- Recycling: The structure will include large amounts of recycled material.
 - Steel recycling: Current construction standards on Walmart buildings include a substantial amount of recycled steel. New stores are built of nearly 100 percent recycled structural steel. Walmart structural steel suppliers use high-efficiency electric arc furnaces that use 50 percent less energy to manufacture recycled steel. Using recycled steel means less mining for new steel, and it is a material which can be readily recycled again if the building is demolished.
 - Recycled Plastic: All of the plastic baseboards, and many of the plastic shelving, are manufactured from recycled material.
- Walmart stores utilize “sandwich balling,” which is a process that compacts loose plastic (shrink wrap, garment bags, and grocery bags) between layers of cardboard and bundles it together in bales. These bales are sent to certified processors for recycling which reduces the amount of waste sent to landfills.
- A substantial portion of the waste Walmart stores produce comes from packaging materials used in shipping. Walmart’s Packaging Network works with product suppliers to reduce packaging and ensure that the packaging used can be recycled or reused. Substantial quantities of materials are saved through this process.

These measures can significantly reduce the amount of waste sent to landfills; however, for a conservative estimate of project impacts, these measures were not taken into account.

Teapot Dome landfill has permitted daily capacity of 600 tpd, remaining capacity of 123,000 cy, and is permitted to operate through January 1, 2012. The landfill accepted an average 250 tpd of waste for the year 2008, which leaves a remaining permitted daily capacity of 350 tpd.²² Without consideration of

²² Patty Ackley, Solid Waste Manager, Tulare County Resource Management Agency, personal communication with Evan Sharp, February 2, 2009.

current source reduction and recycling programs, waste generated by the proposed project would require less than 0.37 percent of the total remaining daily permitted capacity at Teapot Dome. Project-generated waste can be accommodated within the current permitted capacity of the landfill. After Teapot Dome landfill's closure date of 2012, the County plans to set up a transfer facility to divert waste to either the Woodville or Visalia landfill, both of which have adequate capacity to accommodate waste through the planning horizon of the 2030 General Plan.

Future uses would be enrolled in the City's recycling program as they become occupied, and the City Municipal Code²³ requires the provision of enclosures to house solid waste and recyclable collection bins for the proposed uses. Given that the proposed project would be served by landfills that have adequate capacity to accommodate project-generated waste and would participate in existing recycling and source reduction programs, impacts would be considered less than significant.

Mitigation Measures

The following mitigation measures shall be implemented:

- 5.13-1 During construction, the contractor shall separate all project construction debris and construction-related debris into recyclable and non-recyclable items. Recyclable items shall include those materials that have value and can be diverted from landfill disposal. All recyclable debris shall be transported to appropriate recycling facilities to reduce waste disposed of at County landfills.
- 5.13-2 Prior to issuance of grading permits, the project applicant shall submit for review a Construction Recycling Plan to the City of Porterville. The plan shall include means to separate recyclable/reusable construction debris. The plan shall include the method the contractor will use to haul recyclable materials and shall include the method and location of material disposal.

Residual Impacts

Impacts will be less than significant.

²³ City of Porterville, Municipal Code, Chapter 13, "Garbage and Refuse," Section 13-11, "Bin Container Pads and Enclosures."

5.13.7 CUMULATIVE IMPACTS

Impact 5.13-2 **Buildout of the City of Porterville 2025 General Plan would increase the volume of waste requiring collection and disposal. *Less than significant impact.***

Buildout of the general plan would accommodate a projected population of 107,300 persons, each of which would generate approximately two pounds per day of waste requiring collection and disposal. Population alone is anticipated to generate 532 tpd of waste without source reduction and recycling efforts. Assuming the reduction rate goal of 50 percent is met in the year 2030, approximately 266 tpd of waste would require disposal, which considering the current permitted daily capacity of 600 tpd, would leave a remaining capacity of 334 tpd.

As previously noted, Tulare County has indicated that they will not expand the Teapot Dome landfill. When it reaches capacity, the County anticipates setting up a transfer facility to divert waste to either the Woodville or Visalia landfill. Woodville Disposal Site, a County-operated Class III landfill permitted for 1,078 tpd, is located approximately 15 miles northwest of the City limits. As of 2008, the landfill was at 41.5 percent capacity with a remaining capacity of 4,928,139 cy and an anticipated closure data of 2026. The County plans to expand Woodville and is in the process of obtaining the necessary permits.²⁴ Visalia Disposal Site, located approximately 35 miles northwest of the City limits, is a County-operated Class III landfill permitted to discharge up to 2,000 tons a day. This site was recently expanded. As of 2006, the landfill was at 13.3 percent capacity with a remaining capacity of 16,145,600 cy and an anticipated closure data of 2024.

The City's 2030 General Plan EIR concluded that available landfill capacity will be sufficient through the planning horizon of 2030 and that implementation of General Plan policies would reduce impacts to less than significant. Cumulative impacts of the Riverwalk Marketplace II Project are consistent with these findings.

²⁴ Patty Ackley, Solid Waste Manager, Tulare County Resource Management Agency, personal communication with Evan Sharp February 2, 2009.

Cumulative Mitigation Measures

Compliance with all City programs regarding source reduction and recycling in order to meet mandated solid waste diversion rates would be required of all projects within the City. Analysis in the City's 2030 General Plan EIR²⁵ suggests that such efforts could include a composting program or establishing facilities for separation and recovery of recyclables and other materials from the waste stream.

5.13.8 LEVEL OF SIGNIFICANCE AFTER MITIGATION

Impacts would be less than significant.

²⁵ City of Porterville, 2030 General Plan Draft Environmental Impact Report, Section 3.11, "Public Utilities and Services," 2007, 235.