



BOARD OF SUPERVISORS
AGENDA LETTER

Agenda Number:

A-27

Clerk of the Board of Supervisors
105 E. Anapamu Street, Suite 407
Santa Barbara, CA 93101
(805) 568-2240

Department Name: Public Works
Department No.: 054
For Agenda Of: July 1, 2008
Placement: Administrative
Estimated Tme:
Continued Item: No
If Yes, date from:
Vote Required: Majority

REPLACEMENT # 1
DATE 6/30 TIME 2:20

TO: Board of Supervisors

FROM: Department Scott McGolpin, Public Works Director, ext 3010 *SM*
Director(s)
Contact Info: Mark Schleich, Public Works Deputy Director, ext 3603 *MS*

SUBJECT: Amendments to Planning & Development's Solid Waste Thresholds Regarding Construction & Demolition Waste Recycling

County Counsel Concurrence

Auditor-Controller Concurrence

As to form: Yes

As to form: N/A

Other Concurrence: N/A

As to form: No

Recommended Actions:

Set a public hearing for July 8, 2008 (10 minutes) to approve a revision to the County of Santa Barbara Environmental Thresholds and Guidelines Manual, as recommended by the County Planning Commission, that addresses construction and demolition (C&D) waste generation impacts. This hearing would request the following:

- A. Adopt a resolution to amend the County of Santa Barbara Environmental Thresholds & Guidelines Manual to add a new threshold for construction and demolition waste to the existing solid waste thresholds (Attachment A),
- B. Approve the attached Notice of Exemption (Attachment B) pursuant to Section 15273 of the CEQA Guidelines for the proposed amendments.

Summary Text:

On November 6, 2007, your Board directed staff to revise the County of Santa Barbara Environmental Thresholds and Guidelines Manual to address the impacts of C&D waste. The revisions would require large development projects that prepare Solid Waste Management Plans to include mitigating the impacts of C&D waste.

The proposed changes have been developed by staff from both the Public Works and Planning & Development Departments. In addition, these revisions have been reviewed and unanimously endorsed by the County of Santa Barbara Planning Commission (see Attachment C).

Background:

The management of construction and demolition related waste (C&D) is an increasing concern across the state of California and currently accounts for approximately one-third of all waste generated by the communities in the unincorporated regions of the County of Santa Barbara. A large amount of C&D material generated in the area is currently being recycled but it is imperative that the County integrate the requirement to recycle C&D material into County policies. On November 6, 2007, your Board directed staff to include C&D waste management policies for large projects in the County of Santa Barbara Environmental Thresholds & Guidelines Manual.

The current Environmental Thresholds and Guidelines Manual does not have any reference to C&D waste. The only waste considered to have an impact on community resources is the waste produced during operations (a.k.a. occupancy). This oversight occurs in the Standard Conditions as well. By including waste generated during construction in a Solid Waste Management Plan (required of large projects under Planning & Development's Standard Conditions) we can safeguard against C&D waste being sent directly to a landfill. Staff expects a Solid Waste Management Plan to be required for less than 10 permitted projects per year.

This Board Letter contains proposed revisions to the County of Santa Barbara Environmental Thresholds & Guidelines Manual (Attachment A) to implement this component of a comprehensive countywide C&D recycling plan.

Performance Measure:

None

Fiscal and Facilities Impacts:

Budgeted: No

Fiscal Analysis:

Narrative: There is no fiscal impact incurred as a result of approving these proposed revisions to the County of Santa Barbara Environmental Thresholds and Guidelines Manual.

Staffing Impacts:

Legal Positions:

0

FTEs:

0

None

Special Instructions:

Please direct the Clerk of the Board to post the Notice of Exemption at the Clerk's office following Board approval. Please send an executed copy of the Resolution and Minute Order to Diane Black of the Planning & Development Department and Leslie Wells in the Resource Recovery & Waste Management Division of Public Works.

Attachments:

Exhibit A: Resolution to amend County of Santa Barbara Environmental Thresholds & Guidelines Manual

Exhibit B: CEQA Notice of Exemption

Exhibit C: County of Santa Barbara Planning Commission Resolution in support of this action

Authored by: Leslie Wells, Program Leader, Resource Recovery & Waste Management ext 3611

ATTACHMENT A

BEFORE THE BOARD OF SUPERVISORS OF THE
COUNTY OF SANTA BARBARA, STATE OF CALIFORNIA

IN THE MATTER OF THE ADOPTION OF)
REVISED SOLID WASTE THRESHOLDS)
AS AN AMENDMENT TO THE COUNTY)
OF SANTA BARBARA ENVIRONMENTAL)
THRESHOLDS AND GUIDELINES MANUAL)

RESOLUTION NO.: ____ - ____

WITH REFERENCE TO THE FOLLOWING:

- A. In May 1992, the Board of Supervisors adopted and published the County of Santa Barbara Environmental Thresholds and Guidelines Manual in order to provide County agencies, applicants and the public with definitions, procedures and forms to implement the California Environment Quality Act (CEQA) of 1970 and to supplement the State CEQA Guidelines; and,
- B. The County Board of Supervisors now finds that it is in the interest of the residents of the County to amend the County of Santa Barbara Environmental Thresholds and Guidelines Manual, Chapter 17, Solid Waste Thresholds (see attached Exhibit 1); and,
- C. The proposed amendment is consistent with policies of the Santa Barbara County Comprehensive Plan and Coastal Land Use Plan, including adopted Community Plans, which call for the reduction of solid waste from projects generated during construction and operations; and,
- D. This Board and the Planning Commission held duly noticed public hearings at which time the proposed amendment to the County of Santa Barbara Environmental Thresholds and Guidelines Manual was explained and comments invited from the persons in attendance.

NOW, THEREFORE, IT IS HEREBY RESOLVED as follows:

- 1. The above recitations are true and correct.
- 2. In compliance with the provisions for the Rules for Use and Criteria for Amendment (Section 2.D) of the County of Santa Barbara Environmental Thresholds and Guidelines Manual, this Board adopts the above mentioned revision.
- 3. The Chair of this Board is hereby authorized and directed to sign and certify all documents and other materials in accordance with this resolution to show the above mentioned action by the Board of Supervisors.

PASSED, APPROVED AND ADOPTED this _____ day of _____, 2008 by the following vote:

AYES:
NOES:
ABSTAIN:
ABSENT:

Salud Carbajal, Chair
Board of Supervisors

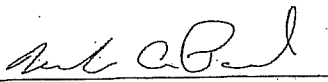
ATTEST:
Clerk of the Board

By _____
Deputy

APPROVED AS TO FORM:
DANIEL WALLACE
INTERIM COUNTY COUNSEL

AS TO FORM:
ROBERT W. GEIS
AUDITOR-CONTROLLER

By 
Deputy

By 
Deputy

17. SOLID WASTE THRESHOLDS

I. BACKGROUND & EXISTING POLICIES

Four landfills operate within the County. These landfills include: the County operated Tajiguas Landfill (serving the South Coast, Santa Ynez Valley, Cuyama and Ventucopa), the City operated Santa Maria Landfill (serving the City of Santa Maria and unincorporated areas of the Santa Maria Valley), the City operated Lompoc Landfill (serving the City of Lompoc and unincorporated areas of the Lompoc Valley), and the federally operated Vandenberg Air Force Base Landfill (serving Vandenberg Air Force Base). Two waste recycling and transfer stations and two waste transfer stations also serve the County's unincorporated areas including: the South Coast Recycling and Transfer Station (serving the South Coast area), the Santa Ynez Valley Recycling and Transfer Station (serving the Santa Ynez Valley), the Cuyama Transfer Station (serving the Cuyama Valley), and the Ventucopa Transfer Station (serving the Ventucopa area).

In September 1989, the California Integrated Solid Waste Management Act (also known as AB 939) was enacted into law. It required each municipality in the state to divert at least 50% of its solid waste from landfill disposal through source reduction, recycling, and composting by 2000. This 50% requirement also includes the waste stream that comes exclusively through construction and demolition (C&D) as dictated by the County Code Chapter 17.

As of 2004, 63% of all solid waste generated in the unincorporated areas of the County of Santa Barbara was diverted for recycling or re-use (as certified by the California Integrated Waste Management Board). This diversion level is the result of implementation of the County Source Reduction and Recycling Element adopted by the Board of Supervisors in February 1992. Despite these diversion levels, landfill space is still limited.

In order to preserve our limited landfill resources, the County must maintain its high levels of diversion. New construction, especially remodeling and demolition, represents the greatest challenge to maintaining existing diversion rates. The solid waste thresholds described in this section will establish when a discretionary project is considered to result in a significant solid waste impact under the California Environmental Quality Act. Considering solid waste impacts of new development and providing mitigation to reduce solid waste will help the county maintain its State-mandated diversion rates and minimize impacts to the county's limited landfill space.

The primary mitigation measure for reducing solid waste impacts to a less than significant level is preparation and implementation of a 'Solid Waste Management Plan' (SWMP). The Department of Public Works maintains a sample SWMP for public distribution with all permit applications that are expected to exceed thresholds. In addition, Land Use Development Policy 4 of the County Comprehensive Plan requires a finding that there are adequate public services (in this case landfill capacity) to serve new development. This policy also provides the basis for inclusion of waste reduction mitigation measures as part of the conditions of project approval. Preparation and implementation of a SWMP for projects that exceed the defined threshold will reduce all solid waste impacts to a less than significant level.

II. IMPACT ASSESSMENT

Solid waste impacts can be divided into two categories: 1) short-term waste generated from construction and demolition (C&D) projects; and 2) long-term waste generated during project occupancy/operation.

A. Waste Generation During Construction

Generation of C&D waste per cubic foot varies widely depending on type and location of project. Here are some general guidelines:

<u>COMMERCIAL DEVELOPMENT</u>	<u>(Amounts in Pounds per Square foot)</u>
Remodel	40 lbs
Demolition	100 lbs
New Construction	25 lbs

<u>RESIDENTIAL DEVELOPMENT</u>	<u>(Amounts in Pounds per Square foot)</u>
Remodel	100 lbs
Demolition	60 lbs
New Construction	15 lbs

These estimates are based on the US Environmental Protection Agency's 1998 C&D study (Document: EPA530-R-98-010; June 1998) and data gathered by the San Luis Obispo Integrated Waste Management Authority in 2005 and 2006.

B. Waste Generation During Occupancy/Operations - Residential

Residential Projects:

The annual per capita waste generation rate for Santa Barbara County is currently 2.11 tons. Of this 2.11 tons, the residential per capita waste generation rate is 0.95 tons (1,900 pounds), including interior and exterior waste. Waste generation rates are based on the County of Santa Barbara Waste Generation Study (February, 1991) and the Area Planning Council Forecast of 1989.

The County average residents per household rates are:

Single Family Residences: 3.01 people per household

Attached residences (condos, townhomes, apts, duplex, triplex): 2.65 people per household (these statistics come from 1990 census data, C. Pauley, Comprehensive Planning RMD.)

To calculate a residential project's solid waste generation the following formula is used:

For SFR: 3.01 people/unit x # of units x 0.95 tons per year = tons/yr/project

For attached units: 2.65 people/unit x # of units x 0.95 tons per year = tons/yr/project

ATTACHMENT A - EXHIBIT 1 - Thresholds & Guidelines Section on Solid Waste

Commercial/Industrial/Institutional Projects:

To determine the waste stream for a specific project the following information is provided:

Type/Description	Annual Generation Rate (in tons)
Neighborhood Center (30,000 to 100,000 sq. ft.)	sq. ft. x 0.0009
Regional Shopping Center (100,000 to 300,000 sq. ft.)	sq. ft. x 0.0012 (anchor store) sq. ft. x 0.0048 (tenant)
General Retail & Misc. Services	sq. ft. x 0.0057
Eating & Drinking Establishment	sq. ft. x 0.0115
Auto Dealer & Service Station	sq. ft. x 0.0016
Hotel and Motel	# of rooms x 0.80
Warehouse	sq. ft. x 0.0016
Health Services	sq. ft. x 0.0013
Hospital	# of rooms x 1.90
Office	sq. ft. x 0.0013
Educational Institutions	sq. ft. x 0.0010
Transportation, Communication & Utilities	sq. ft. x 0.0026
Manufacturing	sq. ft. x 0.0026

(Figures are based on Industry & National Standards as discussed in the Ventura County Solid Waste Thresholds, 1992)

For project types that are indicated above, the estimated waste stream can be determined by surveying similar uses, ideally within Santa Barbara County. If possible, three such uses should be used in the survey.

Residual Impact Calculation:

Waste Generation (tons per year) x 0.50 (% of waste reduction) = tons per year

III. THRESHOLDS OF SIGNIFICANCE

A. Construction and Demolition

Construction & Demolition waste accounts for 31% of all waste generated by residents of Santa Barbara County. In order to comply with AB 939 requiring a minimum of 50% of all waste to be diverted from landfills, this particular source of waste has been targeted.

Any construction, demolition or remodeling project of a commercial, industrial or residential development that is projected to create more than 350 tons of C&D debris is considered to have a significant impact on public services.

Although amounts of waste generated vary project to project we have the following estimates of projects that will reach the thresholds of significance:

1. Remodeling projects over 7,000 square feet for residential projects and 17,500 square feet for commercial/industrial projects
2. Demolition projects over 11,600 square feet for residential buildings and 7,000 square feet for commercial/industrial buildings
3. New construction projects over 70,000 square feet for residential buildings and 28,000 square feet for commercial/industrial buildings

These estimates are based on the US Environmental Protection Agency's 1998 C&D study (Document: EPA530-R-98-010; June 1998) and data gathered by the San Luis Obispo Integrated Waste Management Authority in 2005 and 2006.

B. Operations/Occupancy

Project Specific:

The following thresholds are based on the projected average solid waste generation for Santa Barbara from 1990-2005. The goals outlined in the SRRE assume a 1.2% annual increase, which equates to approximately 4,000 tons per year increase in solid waste generation over the 15 year period. A project is considered to result in a significant impact to landfill capacity if it would generate 5% or more of the expected annual increase in waste generation thereby using a significant portion of the remaining landfill capacity. Based on the analysis conducted (as illustrated in Table 5), the numerical value associated with the 5% increase is **196 tons per year**. As indicated above, source reduction, recycling and composting can reduce a project's waste stream (generated during operations) by as much as 50%. If a proposed project generates 196 or more tons per year after reduction and recycling efforts, impacts would be considered significant and unavoidable (Class 1). Project approval would then require the adoption of overriding considerations. A typical single family residential project of 68 units or less would not trigger the threshold of significance.

Cumulative Thresholds:

Projects with a specific impact as identified above (196 tons/year or more) would also be considered cumulatively significant, as the project specific threshold of significance is based on a cumulative growth scenario. However, as landfill space is already extremely limited, any increase of 1% or more of the estimated increase accounted for in the SRRE, mitigation would be considered an adverse contribution (Class III) to regional cumulative solid waste impacts. One percent of the SRRE projected increase in solid waste equates to **40 tons per year (in operational impacts)**. To reduce adverse cumulative impacts, and to be consistent with the SRRE, mitigation should be recommended for projects which generate between 40 and 196 tons of solid waste per year. Projects which generate less than 40 tons per year of solid waste would not be considered to have an adverse effect due to the small amount of solid waste generated by these projects and the existing waste reduction provisions in the SRRE. A typical single family residential project of 14 units or less would not trigger this adverse impacts level.

IV. MITIGATION MEASURES

The following Mitigation Measures are suggested for projects which would exceed County solid waste thresholds. This is a partial list of measures and does not preclude measures which may be applicable on a project specific basis.

The applicant shall develop and implement a solid waste management plan to be reviewed and approved by the Public Works Department Resource Recovery & Waste Management Division and RMD and shall include one or more of the following measures:

- **Provision of space and/or bins for storage of recyclable materials within the site**
- **Establishment of a recyclable material pick-up area**
- **Implementation of curbside recycling program to serve new development**
- **Development of a plan for accessible collection of materials on a regular basis (may require establishment of private pick-up depending on availability of County sponsored programs)**
- **Implementation of a monitoring program (quarterly, bi-annually) to ensure a 35% - 50% minimum participation in recycling efforts, requiring businesses to show written documentation in the form of receipts**
- **Development of Source Reduction Measures, indicating method and amount of expected reduction**
- **Implementation of a program to purchase recycled materials used in association with the proposed project (paper, newsprint etc.) - This could include requesting suppliers to show recycled material content**
- **Implementation of a backyard composting yard waste reduction program**

One or more of the above measures may apply to a specific project. County waste characterization studies estimate that implementation of the measures described can reduce waste generation by 50%. The expected reduction in waste generation from mitigation measures for a specific project should be developed in consultation with the Public Works Department Resource Recovery & Waste Management Division.

NOTICE OF EXEMPTION

TO: Santa Barbara County Clerk of the Board of Supervisors

FROM: Public Works Department, Resource Recovery and Waste Management Division

The project or activity identified below is determined to be exempt from further environmental review requirements of the California Environmental Quality Act (CEQA) of 1970, as defined in the State and County Guidelines for the implementation of CEQA.

APN(s) : Not Applicable Case No.: Not Applicable

Location: County-wide

(Include street address and cross street (if urbanized area) or attach specific location map)

Project Title: Amendment to County of Santa Barbara Environmental Thresholds and Guidelines

Manual – Solid Waste Thresholds

Project Description: The proposed project involves the amendment of the County of Santa Barbara Environmental Thresholds and Guidelines Manual to add a new section to the Solid Waste Thresholds to address waste generated from construction and demolition activities (C&D waste). Under the proposed threshold a significant solid waste impact would occur if a project generates 350 tons or more of C&D waste. The addition of the CEQA C&D threshold is one element of the County's Program to address C&D waste.

(Include nature, purpose, and beneficiaries of project)

Name of Public Agency Approving Project: County of Santa Barbara, Board of Supervisors

Name of Person or Agency Carrying Out Project: Mark Schleich, Deputy Director RRWMD

Exempt Status: (Check one)

- Ministerial
- Statutory Exemption
- Categorical Exemption
- Emergency Project
- Declared Emergency

Cite specific CEQA and/or CEQA Guideline Section: CEQA Guidelines Section 15308, Actions by Regulatory Agencies for the Protection of the Environment

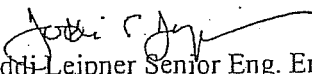
Reasons to support exemption findings (attach additional material, if necessary)

CEQA Guidelines Section 15308 provides a categorical exemption from CEQA for actions taken by regulatory agencies to assure the maintenance, restoration, enhancement or protection of the environment. Construction activities and relaxation of standards allowing environmental degradation are not included in this exemption.

The proposed amendment to the Solid Waste Thresholds provides guidance for assessing potential solid waste impacts under the California Environmental Quality Act (CEQA) associated with waste from construction and demolition projects. The management of C&D is an increasing concern across the state of California, and as of 2007, C&D waste accounts for 31% of all waste generated by the communities in the unincorporated areas of Santa Barbara County. New construction, especially remodeling and demolition, represents the greatest challenge to maintaining existing waste diversion rates. To meet this challenge, one element of the County's program to address C&D waste is to update the County's CEQA thresholds to allow the County to quantitatively determine when C&D waste from large redevelopment

and new development projects is significant and to require projects to implement waste reducing mitigation measures. Thus, in accordance with Section 15308, the adoption of the new C&D threshold would provide new standards for the protection of the environment (where none currently exist) thereby preserving and protecting the County's limited landfill space. The threshold does not allow or authorize new construction activities, but addresses construction-related waste impacts from development projects subject to CEQA.

Lead Agency Contact Person: Carlyle Johnston, Senior Analyst Phone #: (805) 882-3619

Department/Division Representative:  Joddi Leipner Senior Eng. Env. Planner Date: February 20, 2008

Acceptance Date: _____

Note: A copy of this form must be posted at P&D 6 days prior to a decision on the project. Upon project approval, this form must be filed with the County Clerk of the Board and posted by the Clerk of the Board for a period of 30 days to begin a 35 day statute of limitations on legal challenges.

DATE POSTED AT PLANNING & DEVELOPMENT

DATE FILED BY COUNTY CLERK

ATTACHMENT C

RESOLUTION OF THE SANTA BARBARA COUNTY PLANNING COMMISSION
COUNTY OF SANTA BARBARA, STATE OF CALIFORNIA

IN THE MATTER OF RECOMMENDING TO THE)
BOARD OF SUPERVISORS THE ADOPTION OF)
REVISED SOLID WASTE THRESHOLDS)
AS AN AMENDMENT TO THE COUNTY)
OF SANTA BARBARA ENVIRONMENTAL)
THRESHOLDS AND GUIDELINES MANUAL)

RESOLUTION NO.: 08 - 02

WITH REFERENCE TO THE FOLLOWING:

- A. In May 1992, the Board of Supervisors adopted and published the County of Santa Barbara Environmental Thresholds and Guidelines Manual in order to provide County agencies, applicants and the public with definitions, procedures and forms to implement the California Environment Quality Act (CEQA) of 1970 and to supplement the State CEQA Guidelines; and,
- B. The County Planning Commission now finds that it is in the interest of the residents of the County to recommend that the Board of Supervisors amend the County of Santa Barbara Environmental Thresholds and Guidelines Manual, Chapter 17, Solid Waste Thresholds; and,
- C. The proposed amendment is consistent with policies of the Santa Barbara County Comprehensive Plan and Coastal Land Use Plan, including adopted Community Plans, which call for the reduction of solid waste from projects generated during construction and operations; and,
- D. This Commission held a duly noticed public hearing at which time the proposed amendment to the County of Santa Barbara Environmental Thresholds and Guidelines Manual was explained and comments invited from the persons in attendance.

NOW, THEREFORE, IT IS HEREBY RESOLVED as follows:

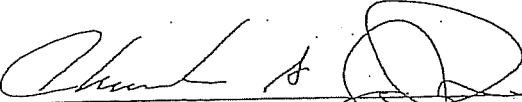
- 1. The above recitations are true and correct.
- 2. In compliance with the provisions for the Rules for Use and Criteria for Amendment (Section 2.D) of the County of Santa Barbara Environmental Thresholds and Guidelines Manual, this Commission recommends the Board of Supervisors of the County of Santa Barbara, State of California, following the required noticed public hearing, approve and adopt the above mentioned recommendation of this Commission.

A certified copy of this resolution shall be transmitted to the Board of Supervisors.

4. The Chair of this Commission is hereby authorized and directed to sign and certify all documents and other materials in accordance with this resolution to show the above mentioned action by the Planning Commission.

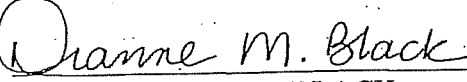
PASSED, APPROVED AND ADOPTED this 26th day of March, 2008 by the following vote:

AYES: Cooney, Brown, Jackson, Valencia, Blough
NOES:
ABSTAIN:
ABSENT:



Charles "C.J." Jackson, Chair
Santa Barbara County Planning Commission

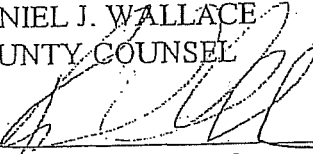
ATTEST:



DIANNE MEESTER BLACK
Secretary to the Commission

APPROVED AS TO FORM:

DANIEL J. WALLACE
COUNTY COUNSEL

By 

Deputy County Counsel