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DEPARTMENT OF
PUBLIC WORKS

CITY OF SACRAMENTO
CALIFORNIA

CITY HALL
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SACRAMENTO, CA
95814-2673

OFFICE OF THE DIRECTOR

916-449-5283

January 26, 1988

MELVIN H. JOHNSON
DIRECTOR
LESLIE M. FRINK
DEPUTY DIRECTOR
REGINALD YOUNG
DEPUTY DIRECTOR

Transportation and Community Development/
Budget and Finance Committee
Sacramento, California

Honorable Members in Session:

SUBJECT: Update of the Status on Reports Back on Solid Waste Issues

SUMMARY

This report provides the joint Transportation and Community Development/Budget and Finance Committee with an update on the status of several solid waste and solid waste related tasks which have been requested by your committees on or after November 17, 1987.

BACKGROUND

The Committees on previous occasions have requested reports on the tasks listed below:

Task #1

Respond to the November 16, 1987 letter from Mike Eaton of ECOS.

Status: This task has been completed and copies of the original letter and the reply are attached as Exhibit 1.

Task #2

The Committee requested that staff report back with a "Scope of Services" for the proposed Black and Veatch transfer station contract. A report back on January 5, 1988 resulted in the Committees' request that we report back with a definitive "Scope of Services" for the Transfer Stations EIR.

Status: The current interaction between the transfer station design and the issue of privatization is such that staff will return with the proposed Transfer Station's EIR "Scope of Services" after the privatization issue report is submitted to the joint Committees (see status of Task #4).

Task #3

Prepare a history of the various solid waste disposal alternatives previously analyzed by staff.

Status: This task has been completed and the Bibliography is attached as Exhibit 2.

Task #4

Develop a schedule and an analysis regarding the solid waste privatization issue.

Status: This task is underway and it is expected that a report back will be made to the joint Committees on or before February 23, 1988.

FINANCIAL

This report has no financial implications.

RECOMMENDATION

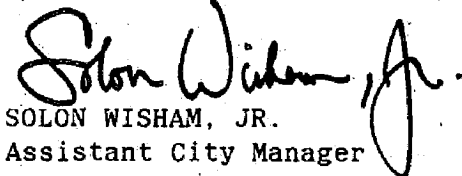
This report contains no recommendations and is only for information.

Respectfully submitted,




for REGINALD YOUNG
Deputy Director of Public Works

APPROVED FOR COMMITTEE INFORMATION


SOLON WISHAM, JR.
Assistant City Manager

APPROVED


MELVIN H. JOHNSON
Director of Public Works

- Exhibits: (1) Letter from M. Johnson to M. Eaton dated January 4, 1988
(2) Bibliography of Solid Waste Disposal Studies

January 26, 1988
All Districts

to present a credible alternative to transfer station construction that could produce fewer environmental impacts. As a potential alternative, it must be thoroughly analyzed in the Environmental Impact Report. In particular, the question of economic feasibility must be addressed.

While the staff report does not provide much detail, it does not appear that money has been budgeted as a part of the contract for this type of side-by-side evaluation of the economics and environmental merits of continued City-operated versus private collection services. Again, we believe funds should be allocated for this purpose. We would appreciate clarification on this issue.

We are also concerned that there may be other issues pertaining to the scope of the EIR which will affect the scope of the contract. For this reason, it may have been more efficient to initiate the scoping process for the solid waste management plan EIR before finalizing the contract with the consultant. We trust you agree, however, that any issues identified in the EIR scoping process will take precedence over any scope of work identified at this point.

Please contact me at 447-6099 if you have any questions about our position.

Sincerely,



Michael R. Eaton
President

cc: Mayor and City Council Members



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January 4, 1988

Mr. Michael R. Eaton, President
Environmental Council of Sacramento, Inc.
909 12th Street
Sacramento, CA 95814

Dear Mr. Eaton:

This is in response to your letter of November 16, 1987 concerning the selection of a consultant for professional services related to solid waste transport to the County landfill. I will try to clarify the City's current position on this subject.

The City Council has on several occasions endorsed the concept of a transfer station with the provision that direct haul be evaluated alongside any subsequently proposed transfer station project. A proper comparison of direct haul and a transfer station cannot be made until a transfer station site(s) is identified and a conceptual design prepared.

The Department of Public Works has recently selected a consultant for continuing the direct haul/transfer station evaluations. The proposed scope of work provides for several phases, each of which will require a decision of the City Council before proceeding to the next phase. The scope of work with the consultant will be revised as needed to reflect decisions made along the way. At this time, there is no presumption that a transfer station will be approved over direct haul. However, it is generally understood that if a transfer station can be sited, it would most likely be more economical, and result in less traffic and air pollution than direct haul.

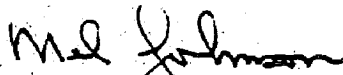
When first endorsing the concept of a transfer station for further study, the City Council deferred any decision on private or public operation. Privatization is primarily a philosophical issue. It can and should be addressed separately from the options of direct haul and transfer stations. This department is responding to the City Council's recent direction to begin evaluating the unsolicited proposal by several private companies. This will not be addressed in the scope of work for the "transfer station" consultant who was selected using criteria not appropriate for a study of privatization.

Mr. Michael R. Eaton, President
January 4, 1988
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Your comments about studies and analysis of waste reduction, recycling and household hazardous materials are most germane to good solid waste management. However, these studies are equally appropriate to both solid waste transfer and direct haul of solid waste. In staff's opinion, they should not be part of transfer station Pre-Design, but independent of the waste transport mode. Therefore, Solid Waste staff has negotiated a contract with the Sacramento Local Conservation Corps (SLCC) to examine, via a pilot program, several recycling options. In the 1988-89 budget, the Solid Waste Division is asking for funding to study the waste reduction potential of expanding current composting activities. Modifications to our Household Hazardous Waste program await staff review of a California Waste Management Board Study of the collection of the hazardous materials and input from the Sacramento City Toxic Substances Commission.

I hope this clarifies the issues and adequately responds to the concerns expressed in your letter. Since you have an interest in this subject, I have directed our project manager, David Pelser, to include you in any mailing of progress reports, notices of public meetings, EIR scoping sessions, etc.

Sincerely,



Melvin H. Johnson
Director of Public Works

MHJ:DAP:lg

SW:87342:DAP:LG

cc: Mayor and Councilmembers

bcc: Reginald Young, Deputy Director of Public Works
David Pelser, Solid Waste Division

EXHIBIT 2

BIBLIOGRAPHY OF SOLID WASTE DISPOSAL DOCUMENTED STUDIES

Herein is a compilation of studies that have been conducted pertinent to various alternative methods of municipal solid waste disposal. The listed reports are available for review at the Solid Waste Division's office, 13th and I Streets. Please contact Carol Smith, Administrative Assistant, at 449-2043, to review these reports.

BIBLIOGRAPHY OF SOLID WASTE DISPOSAL STUDIES

Sacramento City Solid Waste Transfer Station - Site Selection by Brown and Caldwell, August 1979

Under contract from the City Solid Waste Division, Brown and Caldwell and its subcontractor Carissimi Rohrer Associates established 13 criteria for determining the location of a City Transfer Station. Subsequently, 19 potential sites were identified and evaluated to the established criteria. The results of the evaluation and analysis was that seven sites for the location of a Transfer Station were identified. The sites, in order of best to least preferred, were (1) Portion of the City Landfill, (2) Richards Boulevard Industrial Area - NW, (3) Richards Boulevard Area - NE, (4) Former Walker and Donant Landfill Site (N/A), (5) Redding and 4th Avenue, (6) Power Inn and Southern Pacific Railroad (Granite's), and (7) Portion of Elvas Farms (N/A).

Solid Waste Transfer Station Conceptual Design Report by Brown and Caldwell, February 1980

The conceptual design described a 600 ton-per-day stationary compactor-type transfer station located at the southwestern portion of the City Landfill. This study resulted in the development and definition of the appropriate design criteria for a Transfer Station.

Solid Waste Transfer Station Initial Study, by J.B. Gilbert Associates, February 1980

This study was prepared to assist in a City determination as to whether an Environmental Impact Report (EIR) was needed for a project that would place a Transfer Station on a portion of the City Landfill. Based on an early draft of the Initial Study, the City Public Works Department determined that an EIR was needed.

Draft Environmental Impact Report on Solid Waste Disposal Alternatives by Brown and Caldwell, August, 1980

This study evaluated the likely environmental impacts of four solid waste disposal alternatives defined by Public Works staff. The alternatives studied were (1) Direct Haul to Landfill, (2) Transfer Station at the City Landfill Site, (3) Baling Station at the City Landfill, and (4) Bailing Station and Balefill at the Granite Site. All of the above disposal methods were to include resource recovery or the potential for future resource recovery. The report indicated that the only significant adverse environmental impact of the various projects was an increase in air emissions and fuel consumption.

Vegetal Waste Processing Agreement by City Staff, September 1981

This report presented to the City Council a California Department of General Services proposed contract for the purchase of organic residue (vegetal waste) from the City of Sacramento. Staff reports by the City Attorney's Office and Public Works recommended that the City not enter into the agreement. The Council directed the Assistant City Manager, Solon Wisham, Jr., to continue negotiations with the State. In March of 1982, the City entered into an agreement with the State.

Final Environmental Impact Report on Solid Waste Disposal Alternatives by Brown and Caldwell, January 1982

Final EIR for formerly proposed alternatives expanded to include the Vegetal Waste Processing Facility on the southwest portion of the City Landfill. The City Council approved this EIR.

Potential Land Uses of 43.38 Acre Parcel by George S. Nolte and Associates, March 1983

This study was prepared to assist the City in determining whether or not to renew its option to purchase a parcel of land across from the City Landfill then owned by the State Department of Transportation (Caltrans) and now known as the Lennane property. The study indicated that the property could best be used for either of three potential functions: (1) a consolidated City Corporation Yard, (2) a church and community center and (3) an industrial/commercial/office PUD. The City did not renew its option since a corporation yard was not approved for the site.

Site Technical Report and Supplemental Draft Environmental Impact Report Landfill Expansion by Brown and Caldwell, July 1983.

This report presented the technical findings as to the suitability of the expansion of the City Landfill at 28th and B Street and it also documented the environmental impacts associated with the landfill's expansion. This report also identified measures to mitigate potential significant impacts.

Final Supplemental Environmental Impact Report Landfill Expansion by Brown and Caldwell, October 1983

Final EIR for a 35 acre expansion of the City Landfill. The City approved this EIR with modifications that reduced the expansion to 28 acres.

Evaluation of Diverting City Waste Through Sacramento County's Transfer Station, by Cooper Engineers, Inc., December 1984

At City Council's request, a consultant engineering firm was hired to evaluate the feasibility of using the County-owned transfer station to expand the useful life of the City Landfill. The results of the evaluation indicated that the County

transfer stations would require physical and permit modifications to accommodate the City's solid waste. In all cases, the use of the transfer stations would result in higher unit cost than landfilling at the City Landfill for the next three years.

Request for Proposals (RFP) Waste-to-Energy Facility, City of Sacramento by Brown, Vence & Associates, February 1985

Public Works hired the consultant firm of Brown, Vence & Associates and their subcontractors Smith Barney, Harris Upham & Co., Inc., to prepare a RFP to select a firm to design, build, own, and operate a waste-to-energy facility. Twelve firms responded to the RFP.

Evaluation of Proposals City of Sacramento (WTE) by Brown, Vence & Associates, March 1985

The 12 proposals submitted were analyzed and the listed firms were recommended as viable competitors (1) Ogden-Martin, (2) American REF-FUEL, and (3) Foster Wheeler Corp. However, no contract negotiations were started pending analysis of WTE air quality offsets compatibility with local air quality requirements.

Analysis of Power Purchase Agreement and Transmission Constraints and Their Effect on the City of Sacramento Waste-to-Energy Project by Raymond H. Moseley..., October 1985

In an effort to reasonably evaluate a waste-to-energy electricity option, City staff obtained the services of a consultant to analyze the potential for local power purchase agreements.

The report indicated that if the City was to consider a waste-to-energy project that generated electricity, the City should pursue selling the electricity to PG&E as opposed to the Sacramento Municipal Utilities District (SMUD).

Feasibility of Permitting a Municipal Solid Waste - Fired Resource Recovery Facility by Cooper Engineers, November 1985

This report assessed the ability to obtain the necessary air permits to operate a waste-to-energy resource recovery facility sized to process and burn 600 tons or more of municipal solid waste (msw) each day. The results of the analysis indicated a lack of sufficient air emission offsets in the Sacramento area. Thus, WTE facility is being held in abeyance until air emission standards can be met by new facilities.

Site Technical Studies Florin-Perkins Site (Granite Quarry) by Jones and Stokes Associates, November 1985

This study was conducted to ascertain if the Granite Quarry met the California Water Resources Control Board's physical and technical requirements for a municipal landfill. The study revealed that a Class III landfill was feasible at the Granite site. However, extensive site development would be required. Because of the potential high site development costs, other disposal options were studied.

Solid Waste Disposal Alternative Feasibility Study by Jones and Stokes Associates, April 1986

Jones and Stokes Associates with their subcontractor Cooper Engineers undertook a three pronged effort to plan for and develop solid waste disposal options to replace the City landfill.

The study group developed 50 criteria to evaluate nine alternatives. The alternatives include (1) direct haul, (2) several landfills, and (3) transfer and balefill. The report indicated several desirable alternatives should receive added study. Both direct haul and use of transfer stations seem to have no significant liabilities. The final choice should be based on project specific difference. The report indicated that a Balefill would require a more thorough analysis of its economic implications. It was also recommended that a more definitive study of using the County's landfill be undertaken.

Landfill Site Analysis by Jones & Stokes Associates, June 1986

Jones & Stokes Associates and Cooper Engineers performed a feasibility study of five potential landfill sites all of which were located outside the City in the eastern area of Sacramento County. One site at the southeast corner of Sunrise/Kiefer Boulevard intersection, about one mile north of Jackson Road, was a better technical site than the other four.

City of Sacramento Closure Plan for 28th Street Sanitary Landfill by City Solid Waste Division, June 1986

This plan was prepared in compliance with State Water Resources Control Board's Title 23, Chapter 3, Subchapter 15 of the California Administrative Code. The plan covers the 113 acre landfill and contains all requested elements of landfill closure including final grading and final cover.

Solid Waste Transfer System Analysis by Jones & Stokes Associates, Inc., September 1986

On October 19, 1985, the City Council endorsed the implementation of a transfer station to provide for disposal of the City's solid waste. This report reflects a second study of the City's using the County transfer stations. It also developed transfer station evaluation criteria. This report recommended the City landfill as the best site for a City transfer station.

Solid Waste Transfer Station Site Analyses by Jones & Stokes Associates, Inc., September 1987

On February 17, 1987, the City Council passed a resolution which directed the Department of Public Works to conduct a detailed survey of potential sites for a solid waste transfer station. The report provides the results of an investigation of ten (10) sites excluding the City Landfill. It was recommended in this report that three of the ten (10) sites be carried on to detailed environmental and economic review. The sites proposed are North B Street, Fruitridge/Florin-Perkins and Granite's Gravel Quarry.