

## INTEGRATED WASTE MANAGEMENT DEPARTMENT REPORT

**DATE:** November 17, 2004

**TO:** Orange County Planning Commission

**FROM:** Janice V. Goss, Director

**SUBJECT:** Proposed Final Environmental Impact Report 588 for the Regional Landfill Options for Orange County (RELOOC) Strategic Plan – Olinda Alpha Landfill Implementation

**LOCATION:** The Olinda Alpha Landfill is located in unincorporated Orange County north of the intersection of Lambert Road/Carbon Canyon and Valencia Avenue, near the City of Brea

**CONTACT PERSONS: IWMD Public Information Officer:** Linda Hagthorp (714) 834-4176  
**Project Manager:** Ray Hull (714) 834-7202

### I. PROJECT SUMMARY

The Regional Landfill Options for Orange County (RELOOC) project is a long-range (40-year) strategic planning effort initiated by the County of Orange Integrated Waste Management Department (IWMD) in 1998. The purpose of RELOOC was to assess the County's existing disposal system capabilities and develop viable short and long-term solid waste disposal options for the County. As part of that endeavor, the County is considering landform and operational modifications to existing municipal solid waste landfills operated by IWMD.

This Environmental Impact Report (EIR 588) analyzes the potential environmental impacts associated with landfill site modifications facilitating continued operation of the Olinda Alpha Landfill from its current permitted closure date of 2013 to the estimated future closure year 2021. The proposed project includes a vertical and horizontal expansion of Olinda Alpha Landfill. The expansion is confined within the existing landfill property boundary, would provide additional landfill capacity, and would thereby help meet the County's near-term solid waste disposal needs. The proposed project would not result in an increase to either the current maximum daily permitted tonnage or the annual average daily tonnage limits for this landfill.

### II. CURRENT LANDFILL OPERATION

Olinda Alpha Landfill opened in 1960. The landfill serves northern Orange County and also receives municipal solid waste (MSW) imported from Los Angeles, San Bernardino and Riverside Counties. Access to the landfill is via SR-57, Imperial Highway and Valencia Avenue. The landfill is open Monday through Saturday. For refuse transfer trucks it is open from 6:00 A.M. to 4:00 P.M. and from 7:00 A.M. to 4:00 P.M. for all commercial and non-commercial deliveries. Refuse disposal by private citizens is allowed, but is limited to Orange County residents. The waste composition at Olinda Alpha Landfill under the proposed project would not

differ from that currently received at this landfill. Non-hazardous municipal solid waste would comprise the waste stream, and existing screening safety mechanisms would continue to be employed to ensure that hazardous materials are not accepted. The landfill is permitted to accept a maximum daily tonnage of 8,000 tons per day (tpd) of municipal solid waste and an annual daily average of 7,000 tpd.

Olinda Alpha Landfill complies with all federal, state and local regulations for landfills. Site staff conducts daily inspections to ensure that the site is in compliance with all permit conditions imposed by regulatory agencies having jurisdiction over landfills. These permitted conditions include specific procedures for controlling fires, leachate, landfill gas (LFG), dust, vectors, birds, noise, odor, litter, drainage, erosion and traffic.

The potential environmental impacts associated with the current Olinda Alpha Landfill operations through its permitted closure date of 2013 were analyzed in the Final EIR 523 for the North Orange County Landfill and Alternatives Technology Study (NOCLATS), which was certified by the Board of Supervisors (BOS) in 1992.

### III. PROPOSED PROJECT

Briefly, the proposed project includes:

- Landfill expansions (no change in the existing landfill property boundary is proposed):
  - Vertical expansion from current permitted elevation of 1,300 feet above mean sea level (AMSL) to a maximum of 1,415 feet AMSL or a net vertical increase of 115 feet.
  - Horizontal expansion within the northeast portion of the existing landfill property; modification would expand the existing refuse footprint by an estimated 33 acres.
- The expansion proposed would extend the life of this landfill from its current permitted closure date of 2013 to approximately 2021.
- The proposed project would not result in an increase to either the maximum daily permitted tonnage or the annual average daily tonnage limits for this landfill.

The objectives of the proposed project to expand the Olinda Alpha Landfill, derived from the RELOOC study goals and objectives and the RELOOC planning process, are:

- Ensure that the County's near-term waste disposal needs are met.
- Maximize capacity of Olinda Alpha Landfill.
- Maintain adequate revenues and local control of waste disposal to provide consistent and reliable public rates and fees.
- Maintain efficient, cost effective and high quality IWMD operations.
- Minimize adverse environmental impacts associated with municipal solid waste disposal.
- Define future waste disposal system by 2004 to provide a basis for renegotiation of 10-year Waste Disposal Agreements with Orange County cities, franchised refuse haulers and Districts.

**Proposed Project Landform Modifications.** The project includes both a vertical and a horizontal expansion of Olinda Alpha Landfill within the existing landfill property. As proposed, the height of Olinda Alpha Landfill would be increased from its current permitted elevation of 1,300 feet above mean sea level (AMSL) to a maximum of 1,415 feet AMSL or a net vertical increase of 115 feet. The horizontal expansion would include landform modifications to the northeast part of the existing landfill property. This modification would expand the existing refuse footprint by an estimated 33 acres. The extent of the ultimate lateral expansion will be determined after additional geotechnical field data is obtained prior to construction. Portions of the horizontal expansion would be in areas that have already been disturbed by landfill operations. The expanded landfill would ultimately provide an additional 25.7 million cubic yards of air space or accommodate disposal of an additional 14.2 million tons (MT) of municipal solid waste and would extend the life of this landfill from its current permitted closure date of 2013 to approximately 2021, based on current population projections, daily tonnage, compaction densities, approved landfill elevations and existing disposal technologies.

**Proposed Project Phasing.** The proposed expansion of Olinda Alpha Landfill would be implemented in phases and would not disturb all parts of the landfill property at once. Refuse disposal operations in the vertical and lateral expansion areas would continue as before with the incremental development of waste cells across the deck in 20-foot lifts from south to north and west to east. The lateral expansion would occur before the vertical expansion, prior to reaching the existing permitted maximum elevation of 1,300 feet AMSL. As filling operations approach the lateral expansion area elevations, the lateral expansion areas would be lined and refuse disposal would continue across the deck.

Upon landfill closure, the final cover system for the entire landfill site will be constructed in accordance with regulatory requirements and an approved Final Closure Plan. A cover design to support a passive use regional park, which is currently the planned post-closure use, will be developed as part of the Final Closure Plan.

**Landfill Access.** Traffic access to Olinda Alpha Landfill would remain unchanged under the proposed project, with access provided via SR-57, Imperial Highway and Valencia Avenue. The total number of trips per day to the landfill for MSW disposal would not increase under the proposed project because the permitted daily tonnage accepted at Olinda Alpha Landfill would not increase compared to existing conditions.

**Other Project Features.** The proposed project may require that additional landfill operations, support and maintenance buildings/structures be constructed at Olinda Alpha Landfill and may include additional landfill gas (LFG) control facilities. Also, the existing surface water drainage systems, LFG collection and control systems, and leachate collection and recovery systems will be expanded, as necessary, to accommodate the proposed expansion of Olinda Alpha Landfill. The number of employees at the landfill will not change with implementation of the proposed project. The number of pieces of and types of equipment used at Olinda Alpha Landfill would remain unchanged, and the operating schedule/procedures at Olinda Alpha Landfill would also remain unchanged.

#### IV. CEQA COMPLIANCE

Since 2001, twenty public meetings have been held in the City of Brea presenting the RELOOC project and the proposed expansion of the Olinda Alpha Landfill to the City Council, community groups and the general public. On January 8, 2004, IWMD circulated a Notice of Preparation/Initial Study (NOP/IS) to all responsible agencies and interested parties. A public scoping meeting was conducted on January 22, 2004, at Brea City Hall to solicit comments from the general public. Public comments received during the scoping meeting and 30-day NOP/IS comment period were incorporated into the Draft EIR.

On June 17, 2004, Draft EIR 588 for the Regional Landfill Options for Orange County (RELOOC) Strategic Plan – Olinda Alpha Landfill Implementation was circulated for a 45-day comment period to city staff, resource agencies, homeowner associations and interested parties. Comments on the Draft EIR were received from the following cities, property owners, agencies, and corporations:

- United States Army Corps of Engineers – Los Angeles District
- U.S. Fish & Wildlife Service/California Department of Fish & Game
- State of California Department of Transportation
- Southern California Associations of Governments
- California Department of Toxic Substance Control
- California Department of Parks and Recreation
- California Integrated Waste Management Board
- State of California Governor's Office of Planning & Research
- Wildlife Corridor Conservation Authority
- County of Orange Health Care Agency
- City of Lake Forest
- City of Brea
- City of Anaheim
- City of Fullerton
- Hills for Everyone
- Warren Collier (46 individuals submitted the same letter as Warren Collier)
- Jayanthi Iyengar (3 individuals submitted the same letter as Jayanthi Iyengar)
- Melanie Schlotterbeck (239 individuals submitted the same postcard as Melanie Schlotterbeck)
- 22 other individuals

Noteworthy comments on the Draft EIR 588 include the following:

City of Brea: City staff offered comments with respect to the following issues:

Comment: IWMD should provide for on-going funding for road maintenance and pavement repairs that may be needed on routes to the landfill during the life of the landfill. Additionally, a final street and pavement rehabilitation program outlining work to be completed at final landfill closure should be provided.

Response: In Draft EIR 588, IWMD proposes participating in a roadway repair and maintenance program with the City of Brea and Caltrans. IWMD would consider participating in a program to provide funding on an equitable share basis for road repair and maintenance.

Comment: City staff requested that additional viewshed simulations be produced in addition to the viewshed simulations provided in Draft EIR 588.

Response: In response to this request, IWMD has included additional viewshed simulations in the Response to Comments section of proposed Final EIR 588.

Comment: City staff believes the County's proposal to participate in a noise reduction program on a fair share basis does not adequately address identified noise impacts on city street haul routes. Specific improvements, such as rubberized asphalt treatments, should be provided for all critical areas of the haul route through the City of Brea.

Response: The County's participation in a fair share Noise Reduction Program is considered appropriate because, while landfill traffic does contribute to significant adverse levels of traffic noise exposure, it is not the sole source of traffic noise. Landfill traffic is less than 2,000 daily vehicles out of a total 50,000 to 61,000 total vehicles (less than 4% of the total vehicles) on Imperial Highway from SR 57 to Valencia Avenue, about 10% to 17% of total vehicles on Valencia Avenue between Imperial Highway and Lambert Road, and about 50% of the total vehicles on Valencia Avenue north of Lambert Road directly south of the landfill entrance. Consequently, a proportional contribution to a Noise Reduction Program is considered appropriate to mitigate the proportional level of impacts attributable to the proposed project.

Comment: City staff requested that the vibration analysis included in Draft EIR 588 be enhanced to include empirical measurements near residential areas along Imperial Highway and Valencia Avenue.

Response: In response to this request, IWMD has included the results from a subsequent empirical vibration study in the Response to Comments section of proposed Final EIR 588. This study reported that vibration levels for homes adjacent to Imperial Highway and Valencia Avenue north of Carbon Canyon Road are less than significant.

Comment: The City of Brea should be part of the approval process for all interim and final grading and landscaping designs for the proposed project.

Response: IWMD concurs that the City of Brea will be part of the approval process for interim and final grading and landscape design plans.

#### General Public.

Comment: Forty-seven members of the general public e-mailed an identical letter expressing concern about a loss of regional park acreage from the proposed Olinda Regional Park due to the proposed vertical expansion at Olinda Alpha Landfill. Additionally, the letter implies that numerous facilities and recreational activities laid out in a 1994 General Development Plan are now being taken back by the County. Senders of the letter requested acre-for-acre replacement of park space lost due to the proposed vertical expansion.

Response: IWMD's response explains that first, the future Olinda Regional Park is not being taken back, and second, no specific acreage for the future regional park on the Olinda Alpha Landfill property has been designated. No specific uses for this park, other than its identification as a passive use park following closure of the landfill, have been identified at this time. County

regional parks are planned, constructed and operated by the County's Resources and Development Management Department/Harbors, Beaches and Parks (RDMD/HBP). County regional park programs and construction are identified and budgeted annually according to a Five-Year Capital Plan developed by the RDMD/HBP and updated annually. The Olinda Alpha Landfill does not appear in the current (or any past) RDMD/HBP Five-Year Capital Plan for the dual reason that it will not be available for conversion to a County regional park within the next five years and that there is no capital funding currently scheduled for the creation of a new regional park due to reductions in RDMD/HBP's capital funding.

Previously, the County has provided \$9.4 Million in funding to the City of Brea for park, recreation, and open space needs.

Comment: In the same letter some members of the general public demanded that landfill truck traffic be removed from City of Brea streets by constructing an alternative route to the landfill, preferably along a proposed Tonner Canyon Road extension currently shown in the Orange County Master Plan of Arterial Highways (MPAH) and the City of Brea Master Plan of Roadways (MPR).

Response: In Draft EIR 588 IWMD explains that the Tonner Canyon Road extension is proposed for deletion from the MPAH and MPR at the request of the City of Brea. Further, in 1994 the County completed the *Project Report and Preliminary Summary of Environmental Impacts, Landfill Access Road Alternatives, Olinda/Olinda Alpha Landfill Vertical Expansion Project* which concluded that Valencia Avenue is the environmentally superior and preferred alternative for access to the landfill. The 2<sup>nd</sup> Amendment to the Brea Memorandum of Understanding, approved by the Board of Supervisors June 13, 1995, memorialized the decision for continued use of Valencia Avenue as sole access to the landfill. The issue of a potential western landfill access road/extension of Tonner Canyon Road was also extensively studied in two previous EIRs. One of these EIRs (1997) was for determining landfill access road alternatives and the other EIR (2002) was for the Tonner Hills residential community. Both of these reports determined that the extension of Tonner Canyon Road would result in regionally significant impacts to biological resources by bisecting an important wildlife movement corridor. County improvements to Valencia Avenue constructed since 1997 provide the necessary capacity on Valencia Avenue to adequately serve the landfill. For these reasons, the proposed expansion project at Olinda Alpha Landfill did not include any project components or analysis related to the extension of Tonner Canyon Road or the use of Tonner Canyon Road for access to the landfill through the life of this proposed project.

Comment: Some members of the public oppose using mitigation funds to build an alternative access road to the landfill in Tonner Canyon.

Response: The extension of Tonner Canyon Road is not part of the proposed project. The extension of Tonner Canyon Road would divide and fragment a regionally important wildlife movement corridor.

Comment: Some members of the public support the establishment of a mitigation fund to buy open space in the City of Brea region.

Response: As documented in the Draft EIR, adverse impacts on surrounding open space are anticipated to be limited to visual and lighting impacts that will be mitigated to below a level of significance as discussed in Section 5.8 (Aesthetics) in the Draft EIR. The impacts of the

proposed project related to biological resources and recreation and mitigation measures to address significant adverse project impacts are identified in the Draft EIR. A mitigation fund is not proposed or required for the landfill expansion project in the Draft EIR.

Comment: Sixteen members of the general public e-mailed an identical letter expressing concern that traffic impacts would worsen with the proposed project. Specifically, the letter states that almost all the intersections in Brea that are used by landfill traffic will experience an increase in congestion with this project.

Response: IWMD reiterated that there are no proposed increases in refuse tonnage to the landfill under the proposed expansion project. The quantity of landfill vehicle trips will be very similar to existing conditions. In 2013, the proposed project, in combination with cumulative project traffic, would result in impacts to only two intersections at Imperial Highway and Valencia Avenue and Imperial Highway and Kraemer Boulevard. Mitigation measures identified would mitigate the adverse traffic impacts of these intersections to below a level of significance.

Comment: In this same e-mail letter received from sixteen members of the general public, a concern was raised regarding air quality impacts from landfill traffic and operations in Brea. The commentators requested that air pollutants be reduced to a "no project" level.

Response: As discussed in Section 5.6 (Air Quality) of the Draft EIR, landfill construction operations would generate emissions exceeding the SCAQMD daily construction emissions thresholds. Implementation of the identified mitigation measures would reduce the construction related emissions as required by SCAQMD, but project related PM<sub>10</sub> (i.e. dust) emissions would still exceed SCAQMD thresholds and would constitute a significant short-term adverse impact on regional air quality. During landfill operations, the project would result in a continuation of emissions over a longer period of time that would exceed emissions thresholds for the operation of the proposed project. Mitigation measures would not result in reductions in emissions that would be below the SCAQMD operation phase thresholds. Consequently, the operational phase of the proposed project would result in significant adverse air quality impacts.

Nevertheless, under the No Project Alternative, it should be understood that on-site equipment use at the other in-County and out-of-County landfills will be expected to be the same as those used at Olinda Alpha Landfill because the same quantities of MSW would still need to be disposed after the closure of Olinda Alpha Landfill. In addition, under the No Project Alternative, there would be greater travel distance to transport MSW from the Olinda Alpha Landfill service area to other landfills, a change that would result in a greater generation of air emissions in the region. Therefore, the proposed project would actually result in lower regional air quality impacts than would the No Project Alternative.

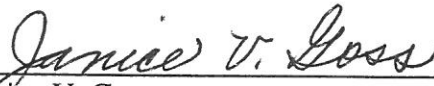
## PUBLIC HEARING NOTICE

In the week of November 1, 2004, a Notice was mailed to surrounding property owners, neighboring cities, regulatory and resource agencies, interested parties and homeowner associations. In addition, a Notice was published in the November 3, 2004, edition of the Orange County Register.

V. RECOMMENDATIONS

1. Receive IWMD staff report and staff presentation;
2. Conduct Public Hearing;
3. Recommend that the Board of Supervisors find Proposed Final Environmental Impact Report 588 for the Regional Landfill Options for Orange County (RELOOC) Strategic Plan – Olinda Alpha Landfill Implementation adequate.

Respectfully submitted,

  
Janice V. Goss  
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Attachments:

Proposed Final EIR 588, which is bound with the following documents:

- A. Comments on the Draft EIR 588 and County Responses
- B. Draft EIR 588 text with appendices
- C. Clarifications and Revisions to Draft EIR 588
- D. Draft Board of Supervisors Findings