



**CENTRAL CONTRA COSTA
SOLID WASTE AUTHORITY**

Agenda Report

TO: CCCSWA BOARD OF DIRECTORS
FROM: PAUL MORSEN, EXECUTIVE DIRECTOR
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DATE: SEPTEMBER 1, 2009

SUBJECT: AB 939 ANNUAL REPORTS FOR YEAR 2008

SUMMARY

This report documents the waste disposal, diversion and program implementation for CCCSWA members Danville, Lafayette, Moraga, Orinda, and Walnut Creek for calendar year 2008. It reflects disposal and diversion information provided to the California Integrated Waste Management Board (CIWMB) for annual reporting submitted on July 31, 2009. This was the second of two annual reports submitted to the CIWMB during 2009, in response to the requirements established by SB 1016. Unincorporated County area disposal and diversion information is reported separately by Contra Costa County.

2008 diversion target achievement reported for CCCSWA member cities was:

Member Agency	Achieved Target
Danville	Yes
Lafayette	Yes
Moraga	Yes
Orinda	Yes
Walnut Creek	Yes

Findings made during development of the 2008 Annual Reports are:

1. All CCCSWA member cities met or exceeded the per capita diversion target. This is an improvement over the previous report year (2007) where four out of five members met the 50% diversion target requirement.
2. Overall land filled tonnage decreased by 11% from 2007 levels,
3. Residential recycling tonnage decreased 4% from 2006 levels – Commercial recycling tonnage reversed its downward trend from 2006-07 and increased by 21%.
4. Waste reduction and recycling program implementation reported in the Planning Annual Report Information System (PARIS) section of the Annual Report conforms to requirements established in each city Source Reduction & Recycling Element.

Senate Bill 1016

The new reporting system installed by Senate Bill 1016 (2006) changes the AB 939 directed 50% goal requirement to a per capita disposal rate indicator which uses only two factors: a jurisdiction's population and its total disposal. Per capita waste generation rates are averaged for calendar years 2003-2006 and then halved to create the 50% per capita “*target*” for each jurisdiction. The report year per capita disposal figure is applied to this target to determine compliance.

The 50% per capita target alone does not determine if a jurisdiction is in compliance with AB 939. CIWMB will use target compliance as an indicator in evaluating program implementation and local jurisdiction performance. CIWMB's evaluation will be focused specifically on how jurisdictions are implementing their programs. For those jurisdictions that miss the per capita diversion target, the “Good Faith Effort” (GFE) review process will be used to determine if current and planned programs are sufficient to allow the jurisdiction to meet and exceed the target in future years.

Report Year 2008 Diversion Targets

Determination of CCCSWA member achievement of their specific per capita generation target for 2008 is:

Table 1. 2008 Per Capita Disposal Target Achievement

Member Agency	Per Capita Generation Target (lbs per person)	2008 Per Capita Disposal (lbs per person)	Target Achievement
Danville	4.3	3.8	Yes
Lafayette	4.5	4.1	Yes
Moraga	3.3	2.9	Yes
Orinda	4.1	3.9	Yes
Walnut Creek	5.5	5.5	Yes
Regional Agency	4.3	4.0	Yes

Based on each member city meeting or exceeding their target requirement, all members are in compliance with AB 939 50 percent diversion requirements for 2008. If the CCCSWA had reported as a Regional Agency for 2008, the Agency would have exceeded the 50% diversion target established by SB 1016.

2008 Annual Report Background Information

Disposal in 2008 decreased within the CCCSWA incorporated areas, reflecting the continuing slowdown in local economic activities. There is a direct correlation between business activity and waste produced by both commercial and even residential sectors. When the economy slows, so does waste creation and disposal. Waste disposal for 2008 includes:

Table 2. 2008 Total Refuse Disposal Tonnage

Member Agency	2007	2008	Change
Danville	36,782	29,547	-20%
Lafayette	20,115	17,722	-12%
Moraga	9,496	8,628	-9%
Orinda	12,968	12,501	-4%
Walnut Creek	70,005	64,861	-7%
TOTAL	149,366	133,259	-11%

Residential Recycling

Residential recycling tonnage also declined in 2008. Residential recycling data shown here reflects materials collected by weekly curbside collection (comingled container/fiber and green waste), and recycling center drop off collection (Walnut Creek Recycling Center). These statistics do not reflect other recycling services that residents may use, including use of other regional recycling centers and drop-offs, and AB 20/20 CRV buyback centers.

As with lower refuse disposal, lower recycling tonnage is a result of lower consumption resulting from the current economic slowdown. Although recycled tonnage has declined, residential recycling is still significantly greater than recycled tonnage for commercial in every CCCSWA member jurisdiction (see Table 4.) This is significant because commercial refuse disposal (consisting of waste from commercial, industrial, and self haul sectors) is significantly greater than residential refuse disposal. In 2008, residents in all our communities recycled a higher percentage of their waste than businesses and industry in their communities.

Table 3. 2008 Residential Recycling Collection Tonnage

Member Agency	2007	2008	Change
Danville	19,605	18,725	-5%
Lafayette	10,382	9,979	-4%
Moraga	6,512	6,225	-5%
Orinda	8,718	8,382	-4%
Walnut Creek	20,353	19,730	-3%
TOTAL	65,570	63,041	-4%

Table 4. 2008 Comparison of Residential and Commercial Recycled Tonnage

Member Agency	Residential	Commercial/Industrial/ Self-Haul
Danville	18,725	7,629
Lafayette	9,979	3,411
Moraga	6,225	1,988
Orinda	8,382	2,453
Walnut Creek	19,730	14,308
TOTAL	63,041	29,789

Commercial Recycling

Commercial recycling collected tonnage increased in 2008. This is a welcome sign after overall declines in prior report years. Danville, Walnut Creek, Moraga, and Orinda all recorded increases and in the case of Danville and Walnut Creek, the increases were significant at 34% and 23% respectively. Only Lafayette showed a slight decline in collected weight. The increases in Danville and Walnut Creek were due to higher tonnages reported by commercial permitted recyclers and greater recycling recovery from the self haul waste at the Contra Costa Transfer Facility. The reduction in Lafayette was due to reduced self haul recovery at the transfer station.

The statistics shown in Table 5. reflect recycling collection performed by the small business service offered by Valley Waste Management (for businesses with refuse services less than one yard/week), reported collected weights from permitted recycling services, and self haul recovery at the Contra Costa Transfer facility. These figures do not reflect business use of local recycling centers, self haul to other recycling facilities in the region, and use of employee's residential recycling services.

Table 5. 2008 Commercial Recycling Collection Tonnage

Member Agency	2007	2008	Change
Danville	5,063	7,629	34%
Lafayette	3,586	3,411	-5%
Moraga	1,783	1,988	10%
Orinda	2,044	2,453	17%
Walnut Creek	10,946	14,308	23%
TOTAL	23,422	29,789	21%

Although increases in total commercial recycled tonnage is a positive sign, this diversion as a percentage of total waste generation is low. This continues to support the need to evaluate the effectiveness of current programs and develop new approaches to commercial waste reduction and recycling . The Authority's evaluation and redesign of services might also consider the value of using a mandatory commercial recycling ordinance as a way to require all commercial generators to use a recycling service that is appropriate to their need and budget.

Self Haul Disposal

Residents, businesses, and construction contractors throughout the CCCSWA service area practice self haul disposal of waste, by delivering materials directly to transfer stations and landfills. During 2008, CCCSWA members saw an 11% decrease in self haul of waste material. Danville, Lafayette, and Walnut Creek saw decrease in their self haul while Orinda and Moraga saw slight increases. Table 6. compares 2008 self-haul disposal with the prior year.

Table 6. Comparison of 2007 & 2008 Self Haul Disposal

Member Agency	2007	2008	Change
Danville	10,684	7,686	-28%
Lafayette	7,954	6,888	-13%
Moraga	2,485	2,631	6%
Orinda	5,664	6,077	7%
Walnut Creek	23,734	21,517	-9%
TOTAL	50,521	44,799	-11%

Construction and commercial waste generators are the primary contributors of self haul waste. Logically, the current economic downturn probably explains the reductions experienced in 2008. This is supported by the communities where the reductions took place. Due to their size, Walnut Creek, Danville, and Lafayette probably experienced higher levels of construction activities prior to the downturn. They also have larger commercial sectors which were also susceptible to the economic slowdown, resulting in reduced waste generation.

One can expect that when economic activities return to more normal levels, self haul activity (and tonnage) will increase. Because of this, it is important that CCCSWA staff continue to work with member agencies to fully implement the recent changes incorporated into the CCCSWA's Model C&D Ordinance that direct all construction waste to the certified regional disposal facilities included in the model ordinance. Expanded and improved commercial recycling services, possibly coupled with a mandatory recycling ordinance, will also help capture more commercial recycling that is currently being self-hauled.

2008 Waste Reduction and Recycling Programs Reporting

Under SB 1016, the new focus for CIWMB review of jurisdictional annual reports will program implementation and performance. The largest section of the annual report, known as the "Planning Annual Reports Information System" (PARIS) section is used by jurisdictions to identify adopted and operating programs, provide descriptions and/or updates, and also provide diversion weights (if available) for each program.

The CCCSWA and its member jurisdictions have been diligent in installing and operating all of the programs identified for implementation in each jurisdictions recycling plan. Overall performance is not only central to CCCSWA member's ability to divert waste, but also helps each member comply with diversion requirements established by AB 939.

The list below identifies the programs that were reported as operating in CCCSWA member jurisdictions in 2008:

CCCSWA Program Implementation List (by sector)

• **Residential Sector**

- Xeriscaping/Grasscycling (“Home Composting for Busy People!”)
- Backyard Composting/Mulching (“Home Composting for Busy People!”)
- Material Exchange (Reuse & Clean Up Collections)
- Residential Curbside Recycling Collection
- Residential Drop Off Collection (Walnut Creek Recycling Center)
- Residential Buy-Back (Walnut Creek Recycling Centers & DOC Buy-Back Sites)
- Residential Curbside Green Waste Collection
- Residential Self Haul Green waste Collection (Walnut Creek Recycling Center & DOC Buy-Back Sites)
- Food Waste Composting (Lamorinda Food Scrap Program)
- Outreach (Special Event Information Tables, Newsletters, program/User Guides, Webiste)
- Economic Incentives (Variable Container Rate Schedule, Compost Bin Subsidy, Compost Rate Rebate)
- Transfer Station (Transfer Station Recovery)
- Compost Facilities (CCL Organics, Newby Island, Grover Compost)
- Alternative Daily Cover (Keller Landfill)
- HHW (Central Contra Costa Sanitary District Collection Center)
- Electronic Waste (Residential Curbside Collection)
- Other HHW (Retail Battery Collection)

• **Commercial Sector**

- Xeriscaping/Grasscycling (“Home Composting for Busy People!”)
- Business Waste Reduction Programs (Green Business Program)
- Commercial On-Site Pick Up (Small Business Program and Permitted Recycler Program)
- Commercial Self Haul Green Waste Collection (Walnut Creek Recycling Center & DOC Buy-Back Sites)
- Scrap Metal (Transfer Station Recovery & Walnut Creek Recycling Center)
- Concrete/Asphalt/Rubble (Transfer Station Recovery & Walnut Creek Recycling Center)
- Wood Waste - (Transfer Station Recovery & Walnut Creek Recycling Center)
- Outreach (Special Event Information Tables, Newsletters, Program/User Guides, Webiste)
- Economic Incentives (Variable Container Rate Schedule)
- Transfer Station (Transfer Station Recovery)
- Compost Facilities (CCL Organics, Newby Island, Grover Compost)
- HHW (SQG Collection @ Central Contra Costa Sanitary District Collection Center)
- Other HHW (Retail Battery Collection)

• **Industrial/Institutional**

- Xeriscaping/Grasscycling (“Home Composting for Busy People!”)
- Business Waste Reduction Programs (Green Business Program)
- Procurement – Recycled Content Purchasing
- School Source Reduction Programs (“Wastebusters” Program)
- Government Source Reduction Programs (Local Gov’t Recycling Programs)
- Commercial On-Site Pick Up (Small Business Program and Permitted Recycler Program)

- School Recycling programs – (WasteBusters)
 - Government Recycling Programs (Local Gov't Recycling Programs)
 - Seasonal Special Collection (Christmas Tree collection & Reuse & Clean Up Collections)
 - School Composting Program (“Compost in the Classroom Program” & Wastebusters)
 - Scrap Metal (Transfer Station Recovery & Walnut Creek Recycling Center)
 - Concrete/Asphalt/Rubble (Transfer Station Recovery & W.C. Recycling Center)
 - Wood Waste - (Transfer Station Recovery & Walnut Creek Recycling Center)
 - Outreach (Special Event Information Tables, Newsletters, program/User Guides, Website)
 - Transfer Station (Transfer Station Recovery)
 - Compost Facilities (CCL Organics, Newby Island, Grover Compost)
 - HHW (SQG Collection @ Central Contra Costa Sanitary District Collection Center)
- **Self-Haul**
 - Commercial Self Haul – (Yellow page ads & Contractors Guide Outreach)
 - Scrap Metal (Transfer Station Recovery & Walnut Creek Recycling Center)
 - Concrete/Asphalt/Rubble (Transfer Station Recovery & W.C. Recycling Center)
 - Wood Waste - (Transfer Station Recovery & Walnut Creek Recycling Center)
 - Transfer Station (Transfer Station Recovery)
 - Compost Facilities (CCL Organics, Newby Island, Grover Compost)
 - Alternative Daily Cover (Keller Landfill)
 - Ordinances (C&D Ordinance)
 - HHW (Central Contra Costa Sanitary District Collection Center)

2008 New or Planned Programs

During 2008, the Authority implemented or initiated planning for programs which were reported to the state as part of the 2008 Annual Reports. These included:

- **Residential Sector**
 - Agency Website Redesign. (Planned)
 - Planning for SHARPS and pharmaceutical drop off collection. (Pilot)
- **Commercial Sector**
 - Planning for commercial food waste collection and processing at EBMUD. (Pilot)
 - Targeted outreach to office buildings and multi-family complexes. (Implemented)
 - Planning for improvements/expansion of commercial collection services. (Planned)
- **Government**
 - Development of Model Environmental Purchasing Policy (EPP) for adoption by CCCSWA member agencies. (Implemented)
- **Self-Haul Sector**
 - Working with regional C&D disposal facilities to develop certification procedure to ensure recovery and recycling of C&D waste materials. (Implemented)
 - Revising Construction and Demolition (C&D) Ordinance for member Cities and adoption in Town of Danville. (Implemented)

Conclusion

All five CCCSWA members met or exceeded the 2008 per capita disposal target. This means that all five CCCSWA member cities are in compliance with the AB 939 50% diversion requirement for 2008. Contra Costa County reports separately so this report does not include results for unincorporated county areas (staff does provide disposal and diversion statistics for the unincorporated areas to include in the county report).

2008 experienced declines in collected refuse (both residential and commercial) and residential recycling tonnages. These declines are probably a result of the economic slowdown where reduced business activity and consumer purchasing influences the amount of refuse and recyclables produced for disposal.

Unlike refuse and residential recycling, commercial recycling increased by 21% reversing declines over the past two years. Although the increase in commercial recycling is a welcome sign, recycled commercial tonnage, as a percentage of overall commercial disposal, is smaller when compared to residential disposal and recycling rates. Businesses need to make a greater contribution in the CCCSWA services area to recycle their waste and contribute to exceeding the 50% diversion targets.

An additional observation is during periods of reduced commercial activity, the Authority's permit commercial recycling program appears to be capable of supporting adequate commercial recycling to allow overall compliance with the 50% diversion requirement. However, during periods of more normal commercial activity, it is questionable whether the permit program and other commercial recycling services currently operating in the Authority's area are up to the task. Staff continues to believe that the best way to assure consistent compliance with the AB 939 diversion target requirements in future years is to improve and expand commercial recycling services. Improvements in construction & demolition waste (C&D) recovery through improved C&D ordinances, the requirement to use approved C&D Recovery facilities, and commercial food waste recycling program expansion are important first steps. In coming months, the CCCSWA Board will have an opportunity to review current commercial recycling programs and consider new approaches that can contribute to greater waste diversion in future years.

ATTACHMENTS BELOW ARE NOT ATTACHED TO THIS REPORT, BUT HAVE BEEN INCLUDED IN THE BOARD PACKET SEPARATELY

- A. 2008 AB 939 Annual Report for Danville
- B. 2008 AB 939 Annual Report for Lafayette
- C. 2008 AB 939 Annual Report for Moraga
- D. 2008 AB 939 Annual Report for Orinda
- E. 2008 AB 939 Annual Report for Walnut Creek