

CITY OF SANTA ROSA
CITY COUNCIL

TO: MAYOR AND CITY COUNCIL
FROM: JOEY HEJNOWICZ, ADMINISTRATIVE ANALYST,
TRANSPORTATION AND PUBLIC WORKS
SUBJECT: THE SANTA ROSA ZERO WASTE MASTER PLAN

AGENDA ACTION: MOTION

RECOMMENDATION

It is recommended by the City Manager's Office that the Council, by motion, approve the Santa Rosa Zero Waste Master Plan.

EXECUTIVE SUMMARY

The City has a history of leadership in the field of environmental sustainability. The proposed Zero Waste Master Plan (Plan) is a demonstration of the City's continued dedication to improving quality of life for its citizens by addressing pollution caused by solid waste. If adopted, Santa Rosa joins a growing list of cities across the world that are actively working to towards achieving zero waste.

To address climate change, the City and the community must mutually agree to replace the current culture of landfilling with a culture that ensures the capture of valuable resources. This Plan creates a framework for the implementation of strategies that will not only reduce waste, increase recycling and composting, but will also shift the way residents and businesses regard waste. Together, the City and community will work towards a goal of continuously reducing landfill disposal.

BACKGROUND

This Plan is the latest of several actions taken in recent years to promote improved environmental practices and policies. In 2012, the City Council approved Santa Rosa's Climate Action Plan (CAP) to assist the City in meeting or exceeding the emission reduction targets of AB 32 (California's Global Warming Solutions Act of 2006). This Plan expands upon the goals established in the CAP and outlines actionable strategies for implementation over a 5-year timeline with benchmarks set to measure success and recalibrate the necessary approach to change.

In 2017, the City conducted a competitive procurement process to select a new hauler for garbage, recycling, and organics collection, and awarded Recology Sonoma Marin (Recology) an exclusive franchise agreement for provision of these services within the City. This procurement process was largely due to the City's prior hauler not meeting waste diversion requirements and not accurately tracking where materials went.

During the course of the procurement process, there was significant community outreach with many residents and stakeholders advocating for the City to invest in a zero waste plan. As such, City staff and its consultant have worked together over the course of 2 years to complete the City's Plan. Please see timeline below:

- June 2017 – R3 Proposal Submitted to the City
- October 2017 – Agreement Signed
- April 2018 – Project Kick-Off and Community Survey
- June-November 2018 – Stakeholder Engagement
- September 2018 – Selection of Zero Waste Strategies and Analysis
- January 2019 – Zero Waste Plan Drafted
- March 2019 – Public Comment Period
- May 2019 – Incorporation of Public Comments
- July and September 2019 – City Council Climate Action Subcommittee Meeting Presentations

There are several solid waste regulations at the state level that Santa Rosa must comply with. These state regulations are aimed at reducing statewide GHG emissions and increasing recycling and diversion from the landfill.

AB 939 – The Integrated Waste Management Act (1989)

AB 939 established a 50% diversion requirement for all solid waste generated in the State of California. To measure progress towards this goal, local jurisdictions or their recognized Regional Agencies are required to report population, waste tonnage disposed, materials tonnage diverted, programs implemented, and other information to CalRecycle via the Electronic Annual Report (EAR) in August of each year.

AB 341—Mandatory Commercial Recycling (2011)

AB 341 increased the statewide diversion goal to 75% and instituted mandatory recycling service for all businesses, multi-family properties (five units or more) and public entities that generate more than four cubic yards of solid waste per week. Additionally, the Bill requires education and outreach programs be implemented to inform covered generators of their obligation to meet the terms of the regulation. Reporting details must be submitted annually to CalRecycle.

AB 1826 – Mandatory Commercial Organics Recycling (2014)

AB 1826 extended mandatory commercial and multi-family residential recycling requirements to add organics recycling. Jurisdictions are obligated to identify covered generators that will be subject to compliance, ensure that organics recycling services are available to them, and perform outreach/education and compliance monitoring to make them aware of the requirement to participate. As with AB 341, CalRecycle requires reporting on program offerings and compliance efforts.

SB 1383 – Short-Lived Climate Pollutants (2016)

SB 1383 sets a goal to reduce organic waste by 50% from the 2014 level by 2020 and 75% from the 2014 level by 2025. Additionally, the bill establishes a target of recovering 20% of currently disposed edible food for human consumption by 2025. Although the exact language and details of this Bill are not yet finalized, current draft regulations may present the following potential impacts and requirements for local jurisdictions:

- Impose diversion requirements and associated penalties on generators
- Report on purchasing and procurement of end-use organic waste products internally and/or as a requirement on generators
- Organic waste collection requirements for residential and commercial generators
- Food recovery planning requirements / formal arrangements between generators of edible food and food recovery organizations
- Inspection and contamination requirements for haulers and facilities
- Required to account for organic waste disposal reductions in landfill and financial assurance planning

Under SB 1383, CalRecycle can implement measurable requirements that enable California to track its GHG reduction progress. Jurisdictions across the State, including Santa Rosa, are working to prepare for the anticipated impacts of SB 1383.

PRIOR CITY COUNCIL REVIEW

The Plan was presented at the Climate Action Subcommittee in July and September 2019. The Subcommittee approved the Plan and recommended bringing to the full council for adoption.

ANALYSIS

According to calendar year 2018 data, Santa Rosans disposed of over 110,000 tons, or 2.8 pounds per person per day, of materials that were sent to landfill, which results in a diversion rate of approximately 40 percent. The City's zero waste goal is to reduce that number to less than 1 pound per person per day by 2040 and achieve a 75%+ diversion rate. In that regard, the City needs to drastically reduce the amount of landfilled waste in order to meet its goal.

Increasing the diversion rate of recyclable and compostable materials is the most effective way to reduce the volume of materials currently being sent to landfills. According to waste modeling conducted as a part of developing this Plan, the bulk of the City's landfilled waste is comprised of organic and recyclable materials, food, paper and plastic debris, that could have been reduced or captured for recycling.

Furthermore, research has demonstrated that multi-family residents and commercial customers are the largest waste generators and key target sectors for helping Santa Rosa reach its zero-waste goal.

Based on an analysis of the City's available data, the Plan focuses on strategies that (1) target reducing excessive landfilled waste, capturing organics, and recyclables as well as construction and demolition debris that can be diverted from landfills, reducing waste at the source, and (2) public education efforts focused on changing the culture around waste to promote the importance of waste reduction, proper recycling and composting practices.

This Plan recommends the following five key strategies for the City to implement over the next five years to make significant strides toward achieving zero waste:

1. Reusable and Compostable Food Ware Ordinance
2. Mandatory Recycling and Composting Ordinance
3. Construction and Demolition Ordinance Update
4. Targeted Technical Assistance
5. Zero Waste Culture Change

Zero waste is not about reaching an absolute zero amount of landfilling, but rather rethinking what we consider to be trash and treating materials as resources. With the City's zero waste goal, it can measure, monitor, and hopefully surpass its zero waste targets.

It has been estimated that implementation and ongoing management of the recommended zero waste strategies in the Plan will require a budget of approximately \$610,000 annually. Staff will return to Council at a later date with a recommended staffing and funding model to implement the Plan beginning in 2021.

FISCAL IMPACT

There is no expenditure/cost impact to the City's General Fund from the approval of the Santa Rosa Zero Waste Master Plan. Individual Plan strategies may be implemented and approved with cost impacts in the future.

ENVIRONMENTAL IMPACT

This action is exempt from the California Environmental Quality Act (CEQA) because it is not a project which has a potential for resulting in either a direct physical change in

the environment, or a reasonably foreseeable indirect physical change in the environment, pursuant to CEQA Guideline 15378.

BOARD/COMMISSION/COMMITTEE REVIEW AND RECOMMENDATIONS

Staff and R3 presented to the City Council Climate Action Subcommittee twice. After the first meeting, the Subcommittee requested more information around how the City will implement the recommended zero waste strategies, including funding and staff needs. In addition, they requested an accelerated timeline (5 years) for implementation of the strategies. The Subcommittee has reviewed and is recommending adoption of this Plan.

NOTIFICATION

Over the course of the Plan's development, the City has engaged several stakeholders at meetings and via an online survey. Notification of meetings, Subcommittee meetings, and this Council Meeting has been distributed via email to a list of interested stakeholders.

ATTACHMENTS

- [Attachment 1 – Santa Rosa Zero Waste Master Plan](#) Link to page

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