

DEPARTMENT OF ENVIRONMENTAL SERVICES  
**CITY AND COUNTY OF HONOLULU**

1000 ULUOHIA STREET, SUITE 308, KAPOLEI, HAWAII 96707  
TELEPHONE: (808) 768-3486 • FAX: (808) 768-3487 • WEBSITE: <http://envhonolulu.org>

KIRK CALDWELL  
MAYOR



LORI M.K. KAHIKINA, P.E.  
DIRECTOR

TIMOTHY A. HOUGHTON  
DEPUTY DIRECTOR

ROSS S. TANIMOTO, P.E.  
DEPUTY DIRECTOR

IN REPLY REFER TO:  
RH 21-017

December 9, 2020

**RETURN RECEIPT REQUESTED**

7015 0640 0003 7044 1383

Mr. Jonathan Likeke Scheuer, Chair  
Land Use Commission  
Department of Business, Economic Development & Tourism  
State of Hawaii  
235 South Beretania Street, Room 406  
Honolulu, Hawaii 96813

**RETURN RECEIPT REQUESTED**

7015 0640 0003 7044 1390

Mr. Arthur D. Challacombe, Chair  
Planning Commission  
c/o Department of Planning and Permitting  
City and County of Honolulu  
650 South King Street, 7<sup>th</sup> Floor  
Honolulu, Hawaii 96813

Dear Messrs. Scheuer and Challacombe:

Subject: Docket No. SP09-403  
New Special Use Permit  
Waimanalo Gulch Sanitary Landfill

In accordance with the November 1, 2019 State Land Use Commission Order Approving with Modifications the City and County of Honolulu Planning Commission's Recommendation to Approve Special Use Permit, the attached Second Semi-Annual Report is submitted for your information. This report covers the period from May 2020 through October 2020, unless otherwise stated in the report.

Mr. Jonathan Likeke Scheuer, Chair  
Mr. Arthur D. Challacombe, Chair  
December 9, 2020  
Page: 2

The report is being concurrently submitted to the Planning Commission and Land Use Commission.

Sincerely,

A handwritten signature in black ink, appearing to read 'Lori M.K. Kahikina', with a long horizontal flourish extending to the right.

Lori M.K. Kahikina, P.E.  
Director

Attachment

cc: Kamilla Chan - COR

**SECOND SEMI-ANNUAL REPORT**  
**STATUS OF ACTIONS TAKEN TO COMPLY WITH THE STATE LAND USE**  
**COMMISSION'S ORDER DATED NOVEMBER 1, 2019**  
**AND**  
**STATUS OF OPERATIONS**  
**WAIMANALO GULCH SANITARY LANDFILL**

**Prepared For:**

**Land Use Commission**  
**State of Hawaii**

**Planning Commission**  
**City and County of Honolulu**

**Prepared By:**

**Department of Environmental Services**  
**City and County of Honolulu**

**December 2020**

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## PREFACE

This report was prepared in accordance with the State of Hawaii Land Use Commission's ("LUC") Order Approving With Modifications the City and County of Honolulu Planning Commission's Recommendations to Approve a Special Use Permit, dated November 1, 2019 ("LUC Order"). A copy of the LUC Order is available on the LUC's website at <https://luc.hawaii.gov/wp-content/uploads/2019/11/SP09-403-final-FOFCOLDO-2019.pdf>.

Under Condition No. 7 of the LUC Order, the Applicant (Department of Environmental Services, City and County of Honolulu, hereinafter "ENV") shall provide semi-annual reports to the Planning Commission of the City and County of Honolulu ("Planning Commission") and the LUC regarding the following:

- a) The status of the efforts to identify and develop a new landfill site on Oahu,
- b) The WGSL's operations, including gas monitoring,
- c) ENV's compliance with the conditions imposed herein,
- d) The Landfill's compliance with its Solid Waste Management Permit issued by the Department of Health and all applicable federal and state statutes, rules and regulations, including any notice of violation and enforcement actions regarding the landfill,
- e) The City's efforts to use alternative technologies,
- f) The extent to which waste is being diverted from the landfill and
- g) Any funding arrangements that are being considered by the Honolulu City Council or the City Administration for activities that would further divert waste from the landfill.

This is the second semi-annual report submitted in accordance with Condition No. 7 and covers the period from May 2020 through October 2020, or as otherwise stated.

## **STATUS OF IDENTIFYING AND DEVELOPING NEW LANDFILL SITES ON OAHU**

### **1. General**

Condition No. 5 of the LUC Order requires that, by no later than December 31, 2022, ENV shall identify an alternative landfill site that may be used upon closure of WGS�. Upon identification of the alternative landfill site, ENV shall provide written notice to the Planning Commission and the LUC.

### **2. Current Status**

The City has been engaged in an ongoing effort to identify a landfill site. Condition 4 of the prior LUC Order in Docket No. SP09-403, which was certified on October 22, 2009 ("2009 LUC Order"), stated:

"On or before November 1, 2010, the Applicant shall begin to identify and develop one or more new landfill sites that shall either replace or supplement the WGS�."

In accordance with Condition 4 of the 2009 LUC Order, the Landfill Advisory Committee (LAC) met in 2011 and 2012, and completed its final report on September 25, 2012. All committee meetings were open to the public and to public comment. In the final report, 11 potential sites were identified and ranked based on community criteria. Handouts provided to the LAC, the Group Memory of each meeting, and the final report are posted online at [www.opala.org](http://www.opala.org).

The City retained a consultant to further review and analyze the sites based on technical and engineering considerations. The report, "Assessment of Municipal Solid Waste Handling Requirements for the Island of Oahu", was completed in November 2017 and is available online at [www.opala.org](http://www.opala.org).

The passage of SB 2386 has reduced the number of potential future landfill sites to four (Keaau, Upland Kahuku 1 and Upland Pupukea 1 and 2). SB 2386 prohibits the construction, modification, or expansion of waste disposal facilities without first establishing a buffer zone of no less than one-half mile around the waste or disposal facility. The active area of WGS� is in compliance with this requirement.

Funding has been requested and approved to begin planning for siting a new landfill based on the results of these reports. See section on Funding Arrangements in this report.

3. District Boundary Amendment

A District Boundary Amendment application is being prepared to change the zoning of the WGSJ site from Agricultural to Urban. ENV is following the requirements of the Hawaii Revised Statutes Chapter 343 and will determine whether an environmental assessment or supplemental or new environmental impact statement is required before submitting the DBA application. At this time, the environmental review process is expected to take at least one year to complete.

4. Integrated Solid Waste Management Plan

Hawaii Revised Statutes (HRS) Section 342G-24 requires each county to submit revised integrated solid waste management plans every 10 years with an interim status report submitted five years after every submission of a revised plan. The City has completed the most recent Integrated Solid Waste Management Plan, dated November 2019. The plan was completed after Solid Waste Advisory Committee meetings, DOH review, and a public comment period. Comments from each step were incorporated. The Plan has been posted online at [www.opala.org](http://www.opala.org).

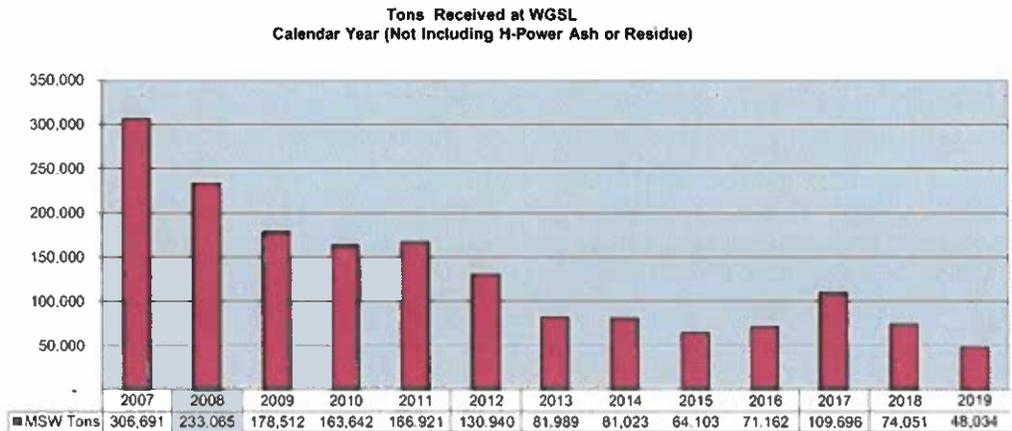
## STATUS OF LANDFILL OPERATIONS

### 1. Tonnage

Over the period beginning May 1, 2020 through October 31, 2020, the WGSL received the following amounts of material:

H-POWER Ash.....	71,019 tons
H-POWER Residue.....	20,854 tons
Municipal Solid Waste (MSW).....	25,391 tons

The following graph illustrates the reduction of MSW delivered to the landfill generally as a result of diverting more waste to H-POWER. Note that the increase in MSW landfilled in 2017 was due to major refurbishment of the processing lines at H-POWER, a once in 30-year project. The 2020 tonnage is currently projected to be around 60,000 tons.



### 2. Remaining Capacity

As of March 5, 2020 (the date of the last aerial survey), WGSL has 838,888 cubic yards of MSW and 3,997,451 cubic yards of ash airspace remaining. Using the average fill rates and airspace utilization between March 15, 2019 and March 5, 2020 (time between surveys), WGSL has approximately 15 years of combined MSW and ash life remaining or would reach capacity in the year 2035. Note that this estimate does not consider the impact from PVT Landfill's potential closure and that advances in technology and additional landfill diversion, discussed further in this report, could reduce the City's use of WGSL, thereby slowing the rate of landfilling and delaying the date upon which it will reach capacity.

3. Current Status of WGSL

Activities conducted during the reporting period include MSW landfilling in Cells E-5, E-6 and E-7 and ash landfilling in Cells E-8 and E-9.

4. Impact of Potential PVT Landfill Closure

PVT Landfill has informed haulers that due to the passage of SB 2386, PVT will no longer be an option for disposal of asbestos after January 1, 2020. ENV is receiving numerous concerns and comments from the public asking if WGSL is an option for disposing asbestos. ENV is evaluating alternate asbestos disposal options and characterizing this waste stream. WGSL is permitted to accept asbestos but has not been due to PVT being the primary option. To prepare WGSL for accepting asbestos, the DOH operations plan is being updated and NESHAP requirements are being followed for employee training and signage. Alternate but significantly more costly disposal options include consolidating at WGSL or a private environmental contractor and shipping to a mainland landfill. The Revised Ordinances of Honolulu Chapter 9 should also be updated to reflect realistic tipping fees and special handling fees at WGSL for asbestos and other special wastes.

5. Gas Monitoring

The gas collection and recovery system at the landfill continues to expand to accommodate landfilling operations while maintaining compliance. New landfill gas collection wells and vacuum lines will be installed in December 2020 to improve collection efficiency.

ENV is also developing a landfill gas-to-energy RFP now that the landfill is close to crossing the threshold for a viable project.

## COMPLIANCE WITH CONDITIONS OF ORDER

The LUC approved with modifications the Planning Commission's recommendations to approve a special use permit for WGSL and approved with modifications ENV's applications, subject to 17 conditions. The general description and status of each condition is as follows:

Condition No.	Description
1	<p><b>The WGSL shall close by no later than March 2, 2028. The WGSL shall not accept any form of waste after March 2, 2028.</b></p> <p><u>Status:</u> So noted</p>
2	<p><b>The Applicant shall obtain all necessary approvals from the State Department of Health, Department of Transportation, Commission on Water Resources Management, and Board of Water Supply for all onsite and offsite improvements involving access, storm drainage, leachate control, water, well construction, and wastewater disposal.</b></p> <p><u>Status:</u> All applicable permits/approvals have been obtained.</p>
3	<p><b>In accordance with Chapter 11-60.1 "Air Pollution Control," Hawaii Administrative Rules, the Applicant shall be responsible for ensuring that effective dust control measures during all phases of development, construction, and operation of the landfill expansion are provided to minimize or prevent any visible dust emission from impacting surrounding areas. The Applicant shall develop a dust control management plan that identifies and addresses all activities that have a potential to generate fugitive dust.</b></p> <p><u>Status:</u> Dust control measures and management plan have been provided for as part of the Solid Waste Management Permit issued by the DOH.</p>
4	<p><b>The City and County of Honolulu shall indemnify and hold harmless the State of Hawaii and all of its agencies and/or employees for any lawsuit or legal action relating to any groundwater contamination and noise and odor pollution relative to the operation of the landfill.</b></p> <p><u>Status:</u> So noted.</p>
5	<p><b>By no later than December 31, 2022, the Applicant shall identify an alternative landfill site that may be used upon closure of WGSL. Upon identification of the alternative landfill site, the Applicant shall provide written notice to the Planning Commission and the LUC.</b></p> <p><u>Status:</u> See section on Status of Identifying and Developing New Landfill Sites on Oahu in this report.</p>

Condition No.	Description
6	<p><b>The Applicant shall continue its efforts to use alternative technologies to provide a comprehensive waste stream management program that includes H-POWER, plasma arc, plasma gasification and recycling technologies, as appropriate. The Applicant shall also continue its efforts to seek beneficial reuse of stabilized, dewatered sewage sludge.</b></p> <p><u>Status:</u> See section on Alternative Technologies in this report.</p>
7	<p><b>The Applicant shall provide semi-annual reports to the Planning Commission and the LUC regarding the following: a) The status of the efforts to identify and develop a new landfill site on Oahu, b) The WGSL's operations, including gas monitoring, c) The Applicant's compliance with the conditions imposed herein, d) The Landfill's compliance with its Solid Waste Management Permit issued by the Department of Health and all applicable federal and state statutes, rules and regulations, including any notice of violation and enforcement actions regarding the landfill, e) The City's efforts to use alternative technologies, f) The extent to which waste is being diverted from the landfill and g) Any funding arrangements that are being considered by the Honolulu City Council or the City Administration for activities that would further divert waste from the landfill.</b></p> <p><u>Status:</u> Subsequent reports will be submitted every 6 months in May and November of each year.</p>
8	<p><b>Closure Sequence "A" for the existing landfill cells at WGSL as shown on Exhibit "A12" must be completed, and final cover applied, by December 31, 2012.</b></p> <p><u>Status:</u> Closure Sequence "A" was commenced in June 2012 and the final cover was applied and substantially completed in December 2012.</p>
9	<p><b>WGSL shall be operational only between the hours of 7:00 a.m. and 4:30 p.m. daily, except that ash and residue may be accepted at the Property 24 hours a day.</b></p> <p><u>Status:</u> The Solid Waste Management Permit issued by DOH requires that landfill operations be confined to between the hours of 7:00 a.m. and 4:30 p.m. Permission to extend hours to accommodate refuse loads during H-POWER outages shall be obtained from DOH on an as-needed basis.</p>

Condition No.	Description
10	<p><b>The Applicant shall coordinate construction of the landfill cells in the expansion area and operation of WGS� with Hawaiian Electric Company (HECO), with respect to required separation of landfill grade at all times and any accessory uses from overhead electrical power lines.</b></p> <p><u>Status:</u> Coordination with HECO will be done to ensure that landfill construction and operations are adequately separated from overhead electrical power lines.</p>
11	<p><b>The operations of the WGS� under 2008/SUP-2 (SP09-403) shall be in compliance with the requirements of Section 21-5.680 of the Revised Ordinances of the City and County of Honolulu 1990, to the extent applicable, and any and all applicable rules and regulation of the State Department of Health.</b></p> <p><u>Status:</u> Revised Ordinances of Honolulu § 21-5.680 is inapplicable to the WGS� as that Property is a public use and said ordinance therefore does not impact operations at WGS�. The operations of the WGS� are in compliance with any and all applicable rules and regulations of the DOH.</p>
12	<p><b>The Planning Commission may at any time impose additional conditions when it becomes apparent that a modification is necessary and appropriate.</b></p> <p><u>Status:</u> So noted.</p>
13	<p><b>Enforcement of the conditions to the Planning Commission's approval of 2008/SUP-2 (SP09-403) shall be pursuant to the Rules of the Planning Commission, including the issuance of an order to show cause why 2008/SUP-2 (SP09-403) should not be revoked if the Planning Commission has reason to believe that there has been a failure to perform the conditions imposed herein by this Decision and Order.</b></p> <p><u>Status:</u> So noted.</p>
14	<p><b>The Applicant shall notify the Planning Commission and Land Use Commission of termination of the use of the Property as a landfill for appropriate action or disposition of 2008/SUP-2 (SP09-403).</b></p> <p><u>Status:</u> Respective notifications will be made prior to termination of the use of the property as a landfill.</p>
15	<p><b>The Applicant shall report to the public every three months on the</b></p>

Condition No.	Description
	<p><b>efforts of the City Council and the City Administration in regard to the continued use of the WGSL, including any funding arrangements being considered by the City Council and the City Administration.</b></p> <p><u>Status:</u> See Condition No. 16 Status.</p>
16	<p><b>The Applicant shall have a public hearing every three months in either Waianae, Mailli, or Nanakuli to report on the status of their efforts to either reduce or continue the use of the WGSL.</b></p> <p><u>Status:</u> After November 1, 2019 (the date of the LUC Order), public hearings are being conducted in Nanakuli every 3 months to report on the status of efforts to either reduce or continue the use of the WGSL and the efforts of the City Council and City Administration in regard to the continued use of the WGSL, including any funding arrangements being considered by the City Council and the City Administration.</p> <p>ENV publishes public notice of the public hearings in the newspaper and posts notice on <a href="http://www.opala.org">www.opala.org</a>. Summaries of the hearings are posted online at <a href="http://opala.org">opala.org</a>.</p> <p>During the reporting period, two public hearings were held on July 17, 2020 and October 20, 2020. Due to the COVID-19 Emergency Declarations, the designated meeting site, the Kalaniana'ole Beach Park in Nanakuli, was closed to the public. The July 17, 2020 public hearing was held at Kapolei Hale instead with an option for the public to participate remotely via the WebEx platform. Due to COVID-19 restrictions, the October 20, 2020 public hearing was held remotely via WebEx. Eight members of the public attended the hearings.</p>
17	<p><b>If the landfill releases waste or leachate, the Applicant must immediately a) notify the surrounding community, including the Makakilo/Kapolei/Honokai Hale, Waianae Coast and Nanakuli-Mailli Neighborhood Boards, Intervenors Schnitzer Steel Hawaii Corp., Ko Olina Community Association, Maile Shimabukuro and Colleen Hanabusa and b) take remedial actions to clean up the waste and to keep the waste from spreading. Such remedial actions shall include, but shall not be limited to, placing debris barriers and booms at the landfill's shoreline outfall to prevent waste from spreading into the ocean.</b></p> <p><u>Status:</u> So noted.</p>

## REGULATORY COMPLIANCE

### 1. Solid Waste Permit

The final solid waste permit for the proposed lateral expansion was approved by the State of Hawaii, Department of Health (DOH) on June 4, 2010. A permit renewal application was submitted on a timely basis to DOH in May 2014. In accordance with Hawaii Revised Statutes § 343H-4(e) and Hawaii Administrative Rules §11-58.1-04(3), the landfill is legally continuing operations under the conditions of the previous permit and the current operations plan submitted to DOH. The permit renewal is expected to be issued by DOH later in 2020. New cell construction and drainage improvements are complete.

During the reporting period, there was one incident of note that was self-reported to DOH and has not resulted in a Notice of Violation. On October 27, 2020, the landfill reported to DOH that due to heavy rainfall events, several leachate sumps were beyond the compliance level (note that the compliance level is well below the ground surface and there was no spill). This is typical after heavy rainfall. Per the SOP, additional leachate pumping was dispatched as needed to catch up. On the same day, DOH Clean Water Branch conducted a compliance inspection of the landfill. The stormwater systems are separate from the leachate collection systems and operated as designed and in compliance with the permits and Consent Decree.

### 2. Consent Decree

The City and Waste Management of Hawaii (WMH), the landfill operator, reached a Settlement Agreement with the U.S. Environmental Protection Agency (EPA) and DOH over alleged violations of the Clean Water Act and State law. The alleged violations arose primarily from storm events that occurred in the winter of 2010-2011, during construction of the WGSL's western diversion drainage system. The EPA and DOH alleged that following the large rain storms the City and WMH violated the Clean Water Act by discharging pollutants without National Pollutant Discharge Elimination System Permit authorization and by discharging pollutants in storm water in violation of the terms of the Notice of General Permit Coverage for Industrial Stormwater issued to the City.

On July 3, 2019, the U.S. District Court for the District of Hawaii entered the consent decree in United States of America and State of Hawaii Department of Health v. Waste Management of Hawaii, Inc. and City and County of Honolulu, Case No. 1:19-cv-00224.

In accordance with the consent decree, the City paid a civil penalty of \$62,500 to the United States and \$62,500 in lieu of a civil penalty to the state Department of Land

and Natural Resources Division of Aquatic Resources. Similarly, WMH paid \$150,000 to each entity.

Also in accordance with the consent decree, the City and WMH implemented enhancements to the landfill's western diversion drainage system, revised the facility's stormwater pollution control plan, and applied for an individual stormwater permit for WGSL. DOH CWB is reviewing the permit application. The City and WMH continue to comply with the detention basin operating and monitoring parameters set forth in the consent decree.

## ALTERNATIVE TECHNOLOGIES AND LANDFILL DIVERSION

### 1. H-POWER

The H-POWER waste-to-energy facility, operated by Covanta, continues to process over 725,000 tons of municipal solid waste each year. The facility has operated reliably for over 30 years and has disposed of about 19,500,000 tons of municipal solid waste, generating in excess of \$55,000,000 annual net revenues from the sale of electricity, recovered metals and tipping fees, and avoided the importation of about 19,500,000 barrels of oil. The original refuse-derived fuel (RDF) facility was upgraded with state of the art air pollution control equipment (fabric filter bag houses) in 2009 and refurbishment of major equipment such as boiler water walls, shredders, and magnets has been ongoing since 2010.

The facility's capacity to process municipal solid waste was increased by 50% in 2012 with the addition of a third boiler, which utilizes mass-burn technology. The third boiler opened to commercial operations on April 2, 2013. It enables the facility to process and burn bulky waste that previously had to be disposed at the landfill. With the addition of the third boiler, and other efforts to divert waste from the landfill, H-POWER now plays an even larger role in reducing waste disposal at the landfill.

#### a. Sludge

The sludge receiving station at H-POWER commenced commercial operations in May 2015. The sludge processing system has the capacity to process 90 tons of sludge per day and is accepting dewatered sludge from the wastewater treatment plants. The 20,000 tons per year of sludge currently produced by these plants is now being diverted from the landfill to H-POWER. In addition, a corresponding amount of bulky waste, which was required to bulk the sludge at the landfill, is now being disposed of at H-POWER.

#### b. Medical Waste

The disposal of treated medical waste at H-POWER commenced on December 30, 2015. Due to safety concerns, however, medical sharps is not accepted at H-POWER and will continue to be disposed of at the landfill.

#### c. Tires

H-POWER's solid waste management permit issued by DOH allows acceptance of used auto tires collected by the City, including refuse collection, convenience centers and illegal dumping up to 400 tires per day or 65,000 tires per year.

d. In-Feed Waste Processing Improvements and Baling

ENV and Covanta are planning in-feed waste processing improvements to the Refuse Derived Fuel (RDF) Waste Processing Facility that will include a mobile baling system. The project will allow processing of bulky waste into RDF. The mobile baler will provide flexibility to store waste during extended maintenance outages. The baled waste would be stored and processed later, further reducing diversion of waste to the landfill. The equipment has arrived and will be installed, tested and commissioned by February 2021.

e. Bulk Loads of Food Waste

Since March 1, 2017, bulk loads of commercially-generated spoiled food have been diverted from WGSF.

2. Ash, Process Residue and Auto Shredder Residue (ASR)

The process residue generated by H-POWER was reduced by 50% after the trommel refurbishment project was completed in late 2017.

An ash and ASR recovery and recycling project is in the process of being awarded. This project, when permitted and built, has the potential to divert 60-80% of the H-POWER ash that is currently being disposed at WGSF.

Approximately 30,000 tons per year of ASR is disposed at WGSF. Although ASR was envisioned to be diverted to H-POWER, evaluation of ASR test data has concluded that the high Fluorine and Chlorine content of the material can be extremely harmful to the boiler. The matter is pending further evaluation and possible testing. The ash and ASR project considers ASR processing as a potential future option.

3. Plasma Arc Gasification

There are currently no operating commercial-scale plasma arc gasification facilities in North America. The Ottawa, Canada and St. Lucie County, Florida projects have both failed and are not active. Plasma arc technology is facing major obstacles including: inability to scale up to commercial-scale, excessively high cost, inability to obtain financing and regulatory permits, excessively high amount of power purchased and imported from the utility to power the plasma torches, and limited life of the plasma shell liner. Until these challenges are resolved, plasma arc technology should not be considered for Honolulu.

#### 4. Sludge Re-use

Further processing and reuse of sludge avoids the need to landfill this waste stream. Laie Wastewater Treatment Plant (WWTP) converts green waste mixed with sewage sludge into compost by using the windrow process. Sand Island WWTP processes sewage sludge into fertilizer pellets using the Synagro process. Please see table below summarizing annually the percentages of Sand Island WWTP sludge that was reused and landfilled, respectively. Note that there are times, especially during 2016, when the farms experienced heavy rains and were not accepting the pellets.

Year	Reused %	Landfill %
2014	93%	7%
2015	97%	3%
2016	89%	11%
2017	94%	6%
2018	94%	6%
2019	91%	9%

#### 4. Materials Recycling

To present a complete waste flow picture for Oahu, the most current data available is for calendar year 2019. Although waste to the landfill and HPOWER is tracked every month by ENV, recycling data is provided by commercial recycling companies that are surveyed annually. Recycling data for 2019 was gathered and compiled during the first half of 2020; updated charts and analysis are posted below. Recycling data for 2019 is posted on Opala.org.

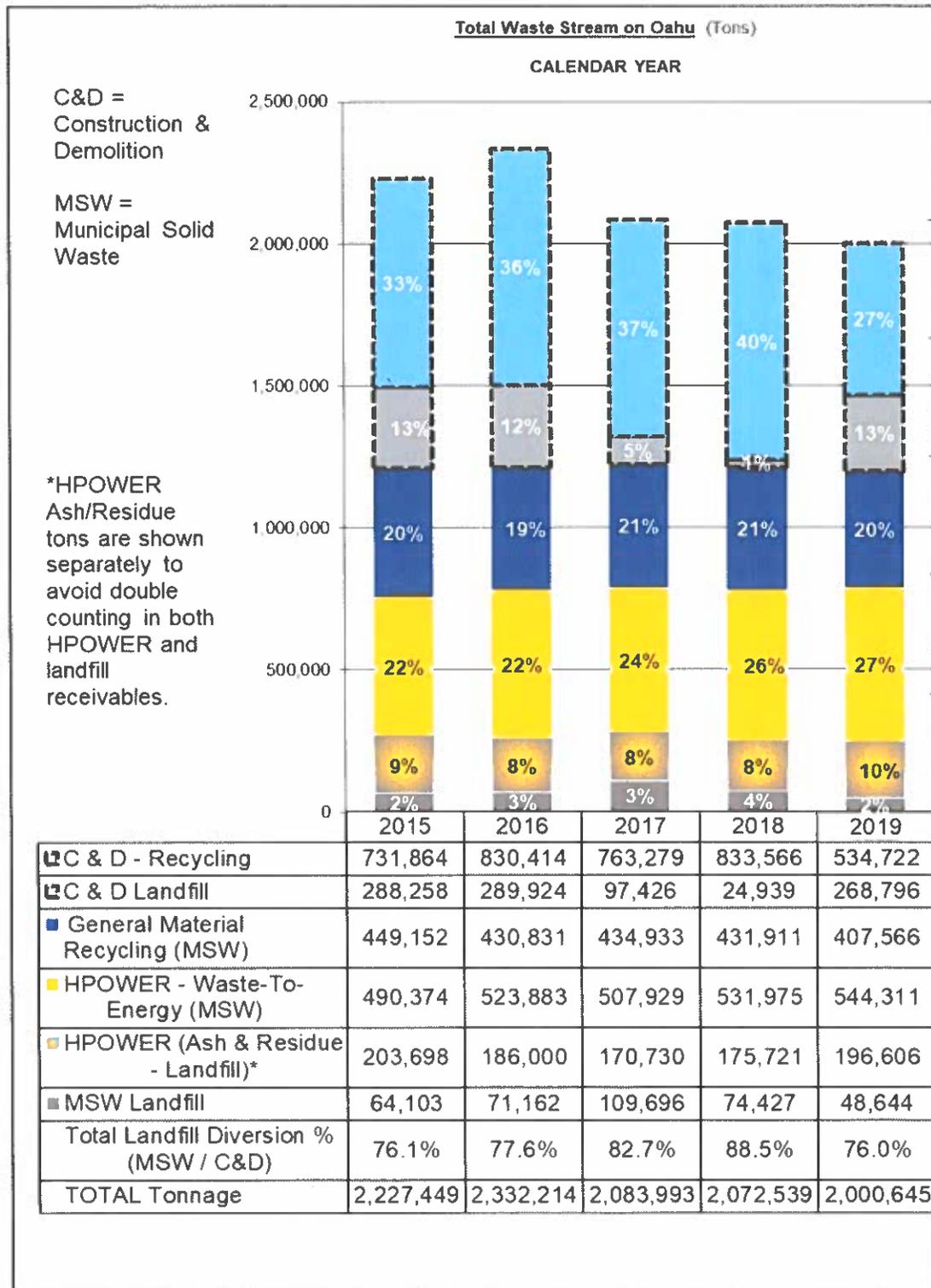
The island's waste data is presented in two charts:

1. TOTAL WASTE which includes Municipal Solid Waste (MSW) and Construction and Demolition (C&D) material, processed through recycling, waste-to-energy or landfilling; and
2. MSW only, processed through recycling, waste-to-energy or landfilling.

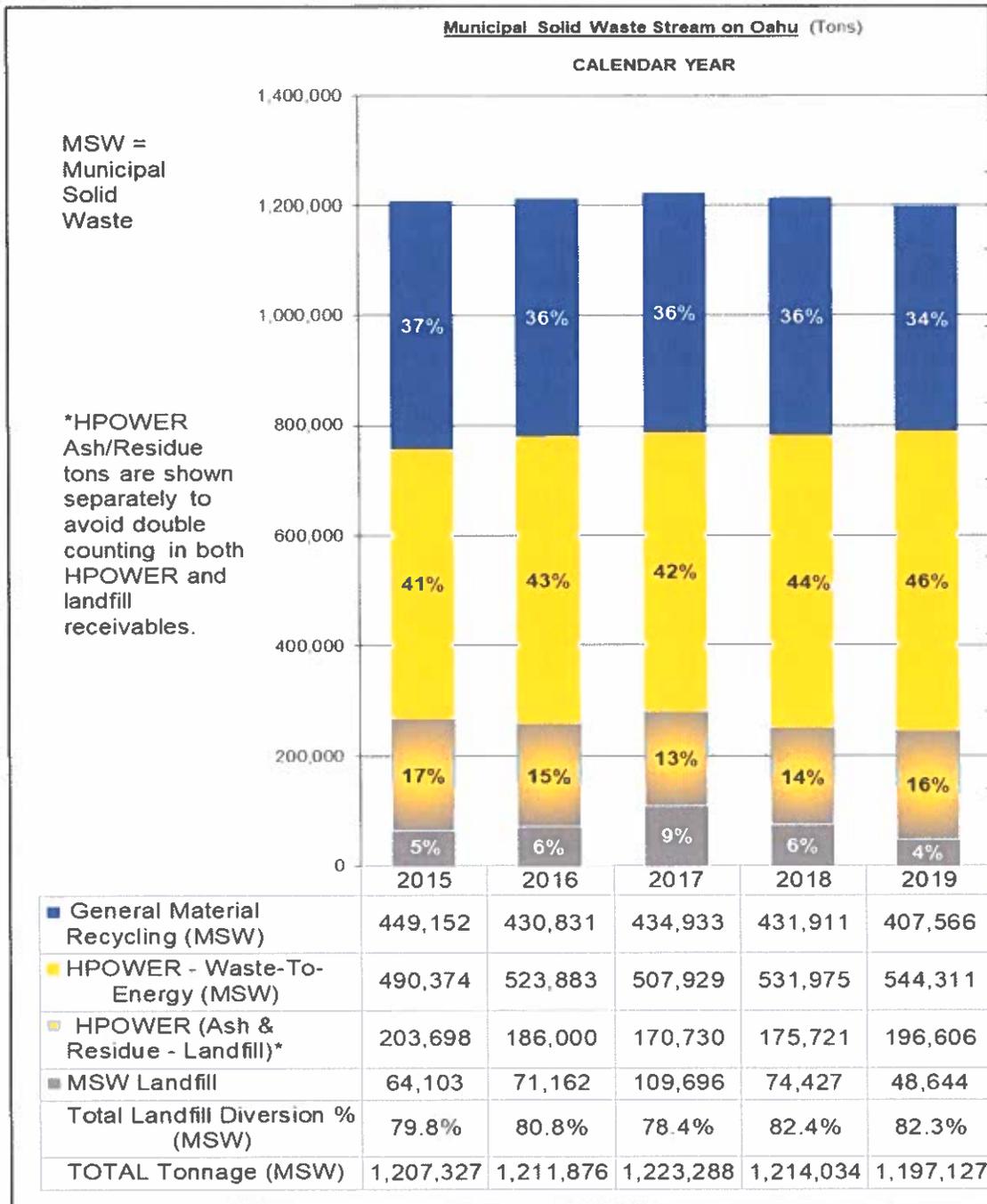
Both charts present data for the most recent five (5) calendar years (2015-2019). Moreover, this data shows how Oahu's waste has been diverted from the landfill through recycling and waste-to-energy.

**TOTAL WASTE** data is presented in the chart below. For 2019, rates for C&D material recycling and disposal decreased overall from the 2018, while recycling and waste-to-energy combined to divert nearly 76% of waste from the landfill.

There are two landfills on Oahu: the City's Waimanalo Gulch Sanitary Landfill (WGSL), which is designated for MSW, and the privately-owned PVT Landfill, which is permitted for Construction and Demolition (C&D) waste only.



**MSW ONLY** data is presented in the chart below. Robust recycling and waste-to-energy rates continue to contribute to the steady decline of MSW tonnage going to the Waimanalo Gulch Sanitary Landfill. Considering MSW only and landfill diversion specific to the WGSL, the landfill diversion rate achieved through recycling and waste-to-energy is nearing 76%, and the general material recycling rate is dropped to 34% mostly due to the drop in general recycling tonnage. Landfill diversion rates for the most recent five (5) years at WGSL are charted below, allowing for a better visual assessment of the data. Important to note that of the 20% of material landfilled at WGSL in 2019, only 4% was MSW, with the rest consisting of ash and noncombustible residue from HPOWER.



**Recycling data:** The tables below provide detail of tons recycled by material type. The City has gathered annual recycling data since 1988 (except for 1989 and 1990). Note the upward trend of general material recycling from approximately 75,000 tons in 1988 to nearly 407,000 tons in 2019. Recycling of construction and demolition (C&D) materials, such as concrete, rock and asphalt, contributed an additional 534,722 tons to the recycling rates, for a total of almost 1.0M tons recycled for 2019. C&D recycling

rates tend to fluctuate based on the volume and type of construction projects undertaken from year to year but have risen significantly since 2015 due ongoing major projects across the island. In 2019, there was a significant drop in C&D Recycling due to decrease in construction and the stored recyclable material stored on site.

**Yearly Recycling Rates (tons)**

Year	General Material Recycling	C&D Recycling	Total Recycled
2019	407,566	534,722	942,288
2018	431,911	868,617	1,300,528
2017	434,933	763,279	1,198,212
2016	430,831	830,414	1,261,245
2015	449,153	731,865	1,181,018
2014	475,953	401,335	877,286
2013	477,011	257,287	734,298
2012	487,159	179,906	667,065
2011	490,061	181,087	671,148
2010	448,639	101,556	550,195
2009	426,947	116,670	543,617
2008	456,876	216,745	673,621
2007	453,282	148,952	602,234
2006	421,072	121,675	542,747
2005	417,669	193,829	611,498
2004	386,338	173,916	560,254
2003	366,639	106,773	473,412
2002	352,699	139,055	491,754
2001	367,300	114,070	481,370
2000	327,710	165,000	492,710
1999	314,075	225,200	539,275
1998	318,690	148,800	467,490
1997	313,394	204,400	517,794
1996	299,574	95,300	394,874
1995	294,340	44,400	338,740
1994	290,412	35,700	326,112
1993	241,600	30,000	271,600
1991	167,152	0	167,152
1988	73,992	0	73,992

<b>Oahu Recycling 2019</b>	
<b>Material Type</b>	<b>Amount in tons</b>
<b>PAPER</b>	
Corrugated Cardboard	40,955
Newspaper	11,595
Office Paper	6,432
Other Paper	1,115
<b>METALS</b>	
Ferrous (includes autos)	138,675
Non-Ferrous (includes aluminum)	12,440
<b>GLASS</b>	13,647
<b>PLASTIC</b>	4,996
<b>TIRES</b>	7,784
<b>AUTO BATTERIES</b>	7,652
<b>ELECTRONIC SCRAP</b>	1,210
<b>GREEN WASTE (yard trimmings)</b>	103,429
<b>WOOD WASTE/PALLETS</b>	6,6067
<b>CONSTRUCTION &amp; DEMOLITION (rock, concrete, asphalt)</b>	537,772
<b>FOOD WASTE</b>	31,947
<b>OTHER REUSE (Goodwill, Salvation Army)</b>	19,621
<b>TOTAL</b>	942,288

The City's efforts to increase residential recycling rates have continued with its ongoing efforts to educate residents about the value and benefits of its three cart curbside program, and the continued promotion and rejuvenation of its condominium recycling assistance program. Additionally, the City requires commercial sector recycling through mandatory laws established by City ordinance, and provides assistance to businesses to setup and expand their recycling programs.

- a. Curbside Recycling – Curbside recycling participation remains strong and material recovery rates are increasing every year. ENV completed the final phase expansion of the fully-automated 3-cart curbside recycling program in May 2010. There are currently 170,000 homes participating in the program, capturing material at a rate of 23,000 tons of mixed recyclables and 75,000 tons of green waste per year. Increased public experience with identifying and sorting recyclables is producing higher results for the City's curbside recycling program. The program continues to be evaluated to identify strategies for improving participation and efficiencies.
- b. Multi-Material Recycling Centers – Recycling is available to those without curbside collection service. There are two City recycling drop-off locations in Haleiwa, one fronting its Waiialua Base Yard (Emerson Rd) and the other at its Kawaihoa Transfer Station. Both locations feature several 96-gallon blue carts, complete with instructional signage and stickers for the community to

use. All blue cart recyclables are acceptable, including plastics (1 & 2), glass bottles and jars, metal cans, newspaper, paper bags, corrugated cardboard and white and colored office paper.

- c. **Condominium Recycling** -- The City continues to promote condominium recycling through a program that reimburses condominium properties for costs associated with the start-up of a recycling program, and additionally provides technical assistance, educational materials, wheeled carts and guidance in establishing collection services.
- d. **Electronic Waste (e-waste)** – A State law requiring manufacturers to provide take-back programs for electronic waste went into effect January 1, 2010, and is administered by DOH. In general, the covered electronics include computers and televisions. Collection and recycling of e-waste has increased, but the law is weak in its requirements for the manufacturers to achieve recovery goals or to provide consumer convenience in take back programs. DOH is looking for ways to strengthen the collection programs, and has proposed bills in the most recent four State legislative sessions (2012, 2013, 2014, and 2015). In 2015 the law was amended to require electronic device manufacturers to establish drop-off locations for e-waste and prohibited mail-back only recycling options for some devices. ENV will continue to work in collaboration with DOH and local e-waste recycling companies to support local programs and legislative proposals.
- e. **Business Recycling Programs** -- The City continues to provide assistance to commercial sector recycling efforts and to ensure compliance with mandatory recycling policy established in the mid 1990's, which requires office buildings to recycle office paper, bars/restaurants to recycle glass and a variety of food operations to recycle food waste. It is no longer mandatory for ADF glass to be sorted by the liquor establishments but the recyclers still receive ADF glass through their commercial accounts. The City suspended the ADF portion of the glass relating to the glass ordinance but the City still receives the State Subsidy for ADF glass that the recyclers are collecting. Disposal site bans/restrictions divert materials from landfill and H-POWER, including green waste, cardboard, metals, tires, auto batteries, and e-waste. The City provides technical assistance to businesses for designing and implementing recycling programs through how-to guides, workshops and on-site support, and works collaboratively with the State's Green Business Program.
- f. **Plastic Bag Ordinances** – As of July 1, 2015, businesses are prohibited from providing plastic checkout bags and non-recyclable paper bags to their customers at the point of sale. Per ORD 12-8, amended by ORD 14-29, ENV is responsible for implementing and enforcing the ban. Prior to the ban's effective date, ENV mailed compliance surveys and tip sheets to approximately 10,000 potentially-affected businesses and asked them to return the compliance forms and indicate how they planned to comply with the

ban. Public notices were placed in the Star Advertiser and MidWeek in May. All information pertaining to the ban is also posted online on Opala.org. On July 1, 2015, City staff began enforcing the ban. The City mailed out a Plastic Bag Ban Compliance Form dated March 7, 2016 with a return date of April 29, 2016. Retail industry feedback based on the returned forms indicates that about 35% of businesses will not provide bags. 28% of businesses indicated they were exempt from the ban. Of the remaining 37% offering bags, 13% are offering paper bags, 7% are offering reusable bags, 3% are offering compostable bags, and 15% are offering some combination of the three types of allowable bags. Businesses are required to submit annual compliance information to verify their compliance with the ban. The ban was amended by Ordinance 17-37, in 2017 to require businesses to charge a minimum of 15 cents per bag for reusable, recyclable paper or compostable bags to customers at the point of sale, effective July 1, 2018. Beginning January 1, 2020, compostable bags were banned and plastic film bags were no longer considered to be reusable bags. The ban was amended by Ordinance 19-30 changing the definition of "plastic" and amending the definitions for "plastic checkout bag" and "plastic film bag".

- g. Disposable Food Ware Ordinance – Ordinance 19-30 is effective on January 1, 2021 and has been termed the Disposable Food Ware Ordinance or DFWO. The intent of the DFWO is to protect human safety and welfare and to improve environmental quality on the island, in the neighboring marine environment and globally. The DFWO affects all food vendors and businesses operating within the City. The DFWO amends the Oahu Plastic Bag Ban and restricts the use and sale of polystyrene foam food ware, disposable plastic food ware and disposable plastic service ware. It also dictates when disposable service ware may be provided.
- h. Public education – Public education regarding recycling is ongoing and includes the distribution of brochures and print materials, dissemination of information via the Opala.org website, WasteLine e-newsletter and annual events such as Tour de Trash. There has been an increase in social media participation to assist with the public education program. Source reduction will be another component to add to our Public education program.

Composting workshops – Composting workshops presented by City staff have been reinstated as part of the City's public education program. The workshop teaches residents to manage green waste at home by utilizing the green cart for large type green waste such as large diameter branches and to compost, aerobically, the grass trimmings, leaves and small diameter branches. The City is also gathering information to provide food waste composting through the use of worms called vermiculture and beneficial microbes with the Bokashi method.

- i. Recycling education in the schools -- Recycling education shows presented by the Honolulu Theatre for Youth (HTY) combined with classroom activity books educate our youth to become expert recyclers and encourage them to support their family to properly sort their waste at home. Every year, the program reaches approximately 20,000 students and teachers. The tenth 2019-20, season included an "Opala Remix", a recycling performance workshop type show at local schools concluded in late February. Due to the large demand, additional shows were added to expand the educational outreach. The program ended prior to the COVID-19 emergency declaration ordered in late March.

## **FUNDING ARRANGEMENTS**

The following funding arrangements for the landfill and alternate technologies have been requested and approved for the Fiscal Year 2021 Capital Improvements (CIP) Budget:

- Project #2010046 Oahu Sanitary Landfill (District Boundary Amendment for current landfill site and planning for future landfill site) \$501,000.
- Project #2014052 Leeward Refuse Collection Baseyard and Convenience Center (Future baseyard and convenience center) \$7,502,000.
- Project #2018050 Solid Waste to Energy Facility (H-POWER) Conversion Technologies (H-POWER ash reuse facility) \$15,002,000.
- Project #2014065 Solid Waste to Energy Facility (H-POWER) Improvements (improvements and refurbishment projects for the H-POWER facility) \$8,003,000.

The following funding arrangements have been requested for the Fiscal Year 2022 CIP budget:

- Project #2018050 Solid Waste to Energy Facility (H-POWER) Conversion Technologies (H-POWER ash reuse facility) \$22,000,000.
- Project #2014065 Solid Waste to Energy Facility (H-POWER) Improvements (improvements and refurbishment projects for the H-POWER facility) \$8,003,000.

## **CONCLUSION**

The foregoing report is submitted in accordance with reporting requirements set forth in the LUC Order dated November 1, 2019. This report focuses on the status of ENV's efforts to identify and develop one or more landfill sites that shall either replace or supplement the WGS� and the 17 Conditions contained in the LUC Order. Also discussed are the further progress of WGS� operations and the City's active efforts to reduce waste volume that is directed to the landfill.

The City intends to continue its efforts to ensure proper solid waste management for the people of Oahu, in close coordination with applicable regulatory agencies and decision-makers.