

COUNTYWIDE SITING ELEMENT
of the
**SIERRA COUNTY REGIONAL AGENCY
INTEGRATED WASTE MANAGEMENT PLAN**



November 1998
Revised February 2018

Prepared by:



AVALEX INC.

Civil Engineering and Environmental Services
P.O. Box 550218, S. Lake Tahoe, CA 96155
(530) 543-3200 www.avalex.info

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1.0 INTRODUCTION

California Public Resources Code (PRC), Section 41700 et seq. requires each county and Regional Agency to prepare a countywide or regional agency *Siting Element* which provides a description of the areas to be used for development of adequate transformation or disposal capacity. These requirements are further clarified in regulations enforced by CalRecycle under California Code of Regulations (CCR), Title 14, Division 7, Chapter 9, Article 6.5, and Sections 18755 through 18756.7. The purpose of a *Siting Element* is to demonstrate through existing or planned facilities and/or other waste management strategies a minimum of fifteen years of permitted solid waste disposal capacity.

The Sierra County Regional Agency¹ (Regional Agency) first adopted a *Siting Element* in November 1998 that identified adequate waste disposal capacity within the county through the year 2013. The Sierra County Local Task Force (LTF) in its recent review of the *Siting Element* recommended that the plan be updated to reflect the closure of the county's Loyalton Landfill waste disposal facility in October 2017 and the exportation of waste to the Lockwood Landfill in Sparks, Nevada.

PRC Section 41701(e) requires that *Siting Elements* submitted or revised on or after January 1, 2003, provide a description of the actions taken by a county to solicit public participation by the affected communities, including, but not limited to, minority and low-income populations. The following actions were taken by Sierra County to solicit public participation by the affected communities, including, but not limited to, minority and low-income populations: Notice of the proposed revision of the *Siting Element* was published in the local community newspaper on January 6, 2018, and a public hearing was held on February 6, 2018 to solicit public comment.

This revised *Siting Element* describes the existing waste disposal facilities, landfill capacity, waste generation, and waste disposal options within the jurisdiction of the Sierra County Regional Agency and demonstrates the adequacy of the agency's proposed waste management strategies to assure fifteen years of waste disposal capacity. The plan comprises one element of the county's *Regional Agency Integrated Waste Management Plan (RAIWMP)*.

2.0 GOALS AND POLICIES

The Sierra County Regional Agency in coordination with the LTF has identified the following goals and policies for the environmentally safe transformation or disposal of solid waste that cannot be reduced, recycled, reused, or composted.

1. The solid waste management system in Sierra County will be planned and operated in a manner to protect public health, safety, and the environment.

¹ The Sierra County Regional Agency was formed by Sierra County and the City of Loyalton as a Joint Powers Authority on March 19, 1996 to provide for the joint management of solid waste by the respective jurisdictions.

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2. The solid waste management system in Sierra County will be planned and operated in a manner to minimize energy use, and to conserve natural and financial resources.
 3. Solid waste transformation or disposal facilities will be sited and operated in a manner which protects environmentally and culturally sensitive areas and prime agricultural lands.
 4. Adequate transformation or disposal capacity shall be provided for a minimum of fifteen years utilizing both in-county and out-of-county facilities.
 5. The criteria and policies for the siting of transformation or disposal facilities shall be objective and consistent.
 6. Information developed to assess the siting of transformation or disposal facilities in the county will be provided for public review and comment.

3.0 DISPOSAL CAPACITY REQUIREMENTS

Section 18755.3 of the CCR requires the Regional Agency to determine existing countywide disposal capacity by including the following information presented in tons and cubic yards:

- Remaining disposal capacity on January 1, 1990;
- Remaining disposal capacity on the year the *Siting Element* was prepared;
- Remaining disposal capacity on any year the *Siting Element* is revised.

Section 18755.3 also requires the Regional Agency to describe the projected anticipated disposal capacity needs for the next fifteen years on an annual basis, beginning with the year the *Siting Element* is prepared, and any year the *Siting Element* is revised. The information is to be presented in tons and cubic yards.

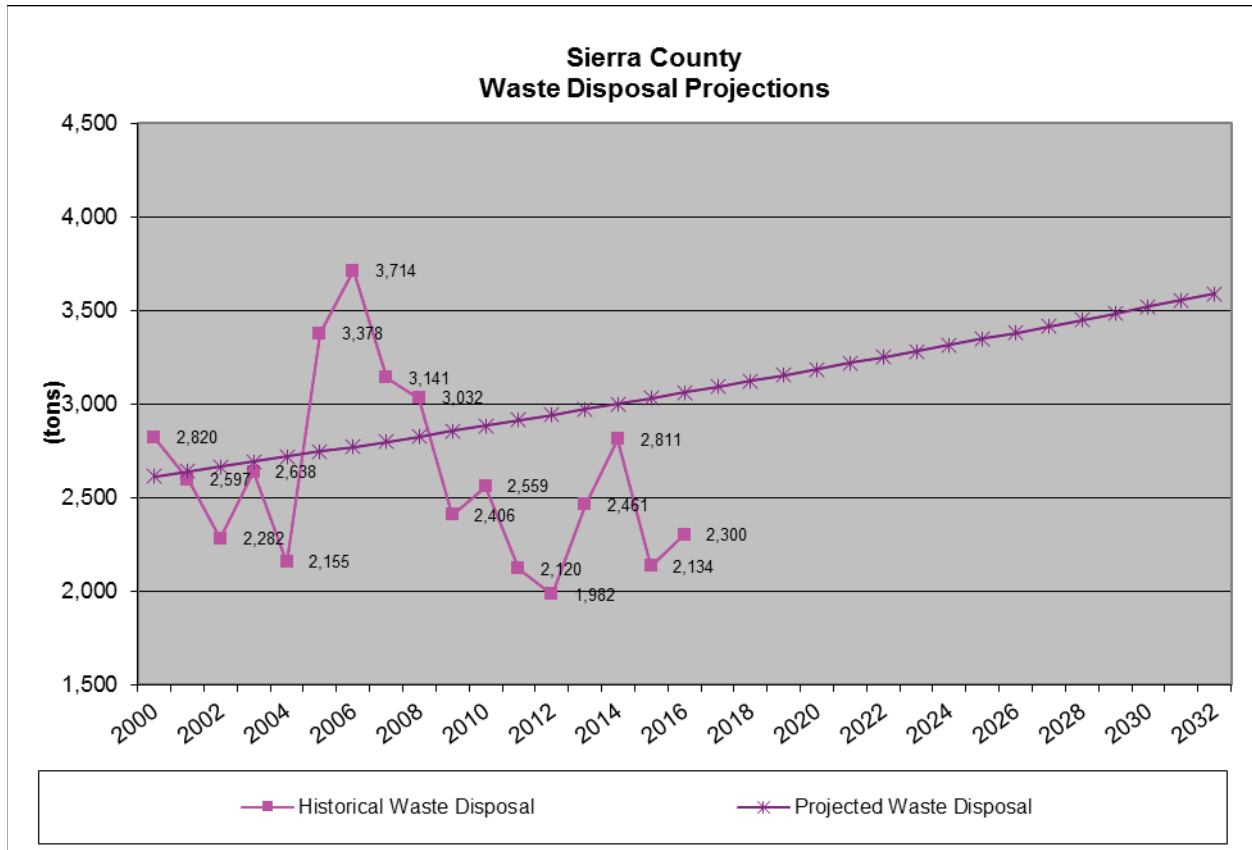
3.1 Existing Disposal Capacity

The waste disposal needs of Sierra County have historically been served by the Loyaltan Landfill which was first put into operation in 1977. The landfill is the only permitted waste disposal facility within the jurisdiction of the Sierra County Regional Agency and stopped accepting waste in October 2017. A summary of the waste disposal capacity of the Loyaltan Landfill is presented in Table 1.

3.2 Anticipated Disposal Capacity Needs

The quantities of waste generation requiring disposal within Sierra County in recent years have ranged from a low of 1,982 tons in 2012 to a high of 3,714 tons in 2006. Projections of the county's future waste disposal needs have been made by applying the waste generation estimates made in the Regional Agency's 1997 *Source Reduction and Recycling Element* (Amended 1998) together with an assumed actual waste diversion rate of 26.6%, notwithstanding that plan's proposed diversion rate of 50%, to provide a conservative basis upon which future planning efforts may be made. A comparison between the historic annual waste disposal tonnage within the county using State of California Board of Equalization disposal records and that projected from the Regional Agency's *Source Reduction and Recycling Element* is presented in the graph

below. A breakdown of the specific anticipated disposal needs by year over the next fifteen years in both tons and cubic yards is presented in Table 2. These needs will be met through the exportation of all county waste out-of-state to the Lockwood Landfill in Nevada.



4.0 EXISTING SOLID WASTE DISPOSAL FACILITIES

Sierra County has only one permitted solid waste disposal facility – the Loyalton Landfill. The landfill is located near Loyalton, California in Sierra County. The landfill is owned by Sierra County and operated by the county's Department of Public Works. The Loyalton Landfill is the only landfill within Sierra County and has served as the primary disposal facility for municipal and commercial solid waste generated within the county. Disposal operations at the landfill began in May 1977 when the disposal site was opened as a sanitary landfill and continued until October 31, 2017 at which time the landfill was closed.

Table 3 provides a summary of facility information as required by CCR Section 18755.5 for the Loyalton Landfill.

5.0 SITING CRITERIA

This section describes the siting criteria to be applied and the process of application if in the future the Regional Agency decides to pursue the siting of a new solid waste disposal facility.

Exclusionary Criteria

- Potential disposal sites shall be excluded from further consideration if located entirely within potential liquefaction zones, aquifer recharge areas, and areas having high water tables and coarse grained soils.
- Potential landfill sites shall be excluded from further consideration if that site will provide the county or regional agency with less than 15 years of combined permitted disposal capacity

Ranking Criteria

- Potential sites near major transportation corridors shall be ranked more favorably than sites located at relatively greater distances.
- Potential sites at relatively great distances from recreation areas shall be ranked more favorably than sites located close to parks.
- Potential sites on prime agricultural land or which directly impact prime agricultural land shall be ranked less favorably than sites which produce no significant impact on prime agricultural land.

Environmental Considerations

- Landfills shall not be located on a known Holocene fault. (CCR, Title 23, Chapter 15, Article 3, Section 2533[d]).
- Landfills shall not be located in a 100-year flood plain. (40 Code of Federal Regulations [CFR], Part 258, Subpart B, Section 258.11).
- Landfills shall not be located in areas susceptible to soil liquefaction.

Environmental Impacts

- Disposal facilities shall not be located in areas where there will be significant deterioration of ambient air quality.
- Landfills shall not be located in aquifer recharge zones.
- Landfills shall not be located in wetlands.
- Landfills shall not be located so as to pollute groundwater.
- Landfills shall be located in a manner which will ensure that wastes will be a minimum of 5 feet above the highest anticipated elevation of underlying ground water. (CCR, Section 2530[c])
- Landfills shall not be located so as to alter major drainages.

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- Potential disposal facility sites where operations will not be easily visible shall be ranked more favorably than sites where operations are easily visible from off site, or where site operations cause an impairment of scenic resources.

Socio-economic Considerations

- Disposal facilities shall be located only in areas designated or authorized for solid waste facilities in an applicable city or county general plan. (Public Resources Code [PRC], Section 41702)
- Disposal facilities shall be compatible with adjacent general plan land uses. (Public Resources Code [PRC], Section 41702[c])
- Landfills shall only be located in areas of sufficient size and potential future disposal capacity to provide a countywide or region wide minimum 15 years of combined permitted disposal capacity.
- Potential disposal facility sites in areas of low population density shall be ranked more favorably than proposed sites in more densely populated areas. Preference shall be given to proposed sites where facility design and operation can facilitate useful post-closure activities.
- Potential disposal facility sites with low land acquisition costs, capital development costs, facility operation costs and waste hauling costs shall be ranked more favorably than sites with higher such costs.
- Potential landfill sites with adequate supplies of low permeability soils available for use as cover and liner material shall be ranked more favorably than sites which must incur significant costs to import soil or other acceptable cover material.
- New or expanded landfills shall be located further than 10,000 feet from airport runways used by turbojet aircraft and further than 5,000 feet from airport runways used solely by piston type aircraft. (40 CFR, Part 258, Subpart B, Section 258.10)

Legal Considerations

- New or expanded disposal facilities shall be required at all times to be in compliance with applicable federal, state, and local statutes, permits, minimum operating standards and monitoring requirements. This includes, but is not limited to, the requirements of CalRecycle, Regional Water Quality Control Boards, local air pollution control districts, local jurisdictions, and all utilities, service districts or agencies which have jurisdiction over the installation of improvements or which provide services to disposal facilities.
- Potential disposal facility sites in areas that will not require eminent domain shall be ranked more favorably than sites owned by unwilling sellers.

In applying the siting criteria described above, the Regional Agency will implement a logically sequenced process that identifies the agency's goals and policies, identifies the siting criteria, provides for site screening, and final evaluation of site alternatives.

6.0 PROPOSED FACILITY LOCATION AND DESCRIPTION

No new or expanded disposal facilities are currently proposed within the county.

7.0 GENERAL PLAN CONSISTENCY

The county's Loyalton Landfill property is zoned Industrial (IN) on the county General Plan land use map. This land use designation allows for the operation of waste disposal facilities. The Regional Agency *Siting Element* is, therefore, consistent with the county's General Plan.

The county has not at this time identified any new or expanded disposal facilities. If in the future this is proposed, the location and operation of the facility shall be consistent with the county's General Plan.

8.0 STRATEGIES FOR DISPOSING OF SOLID WASTE IN EXCESS OF CAPACITY WHEN NEW OR EXPANDED SITES ARE NOT AVAILABLE

Title 14 CCR Section 18756.5 requires counties that do not have the required 15 years of combined permitted solid waste disposal capacity to identify strategies for disposing of solid waste in excess of existing capacity. Because the regional agency does not have 15 years of combined permitted solid waste disposal capacity, the requirements of this section apply. Section 18756.5 further requires the regional agency to discuss the reasons why there are no available locations for establishing new or expanding existing solid waste disposal facility within the region.

In August 2010, the county prepared a *Solid Waste Disposal Study* in anticipation of the closure of the Loyalton Landfill that identified the solid waste disposal alternatives available to the county. The primary goal of the study was to recommend a solid waste disposal alternative to the county in view of the limited disposal capacity remaining at the landfill. Eight waste disposal alternatives were considered and evaluated by cost, the ability to meet recycling and waste diversion goals, regulatory approval issues, implementation issues or uncertainties, potential environmental impacts, and flexibility. Description of these alternatives are summarized below.

- Lining the Loyalton Landfill - The permitted boundary of the Loyalton Landfill encompasses an area of 21 acres, although waste disposal is restricted to a 10.5 acre area consisting of the landfill's existing footprint. Disposal to areas within the permitted boundary but outside of the existing footprint is allowable assuming wastes are disposed to a lined containment cell complying with the federal Resource Conservation and Recovery Act (RCRA) Subtitle D requirements (42 U.S.C. § 6901 et seq.) This alternative proposed the construction of a 10 acre lined disposal area south of the existing landfill that would allow for an additional 76,500 tons of disposal capacity. This would extend the life of the landfill for another 20 years to the year 2038.
- Exportation of Solid Waste to the Delleker Transfer Station – This alternative consisted of transporting Sierra County wastes to the existing transfer station at Delleker in Plumas

County one and one-half miles west of the City of Portola. The Delleker transfer station is owned by Plumas County and operated by Intermountain Disposal Inc. The facility serves the City of Portola and portions of Eastern Plumas County, accepting 6,000 to 8,000 tons per year. Wastes collected at this transfer station are hauled via tractor-trailer to the Lockwood Landfill located east of Sparks, Nevada for disposal. The transportation of wastes to the Delleker site would be accomplished in much the same manner as wastes are presently transported to the Loyalton Landfill. i.e., the existing compactor collection trucks, drop box transfer trucks, and self-haul waste vehicles would continue to be used to collect waste as they do and haul the waste directly to the Delleker site.

- Exportation of Solid Waste to the Proposed Intermountain Disposal Inc. Material Recovery Facility at Delleker – Intermountain Disposal Inc. has proposed the construction of a material recovery facility (MRF) near the existing Delleker transfer station to process solid waste prior to its transport and disposal to the Lockwood Landfill. The facility would be designed as a regional facility to meet the needs of Plumas County and Sierra County. The MRF facility would consist of an enclosed building equipped with a conveyor belt and pick line.
- Exportation of Solid Waste to the Eastern Regional Material Recovery Facility in Truckee – This alternative consisted of transporting Sierra County wastes to the existing Eastern Regional Material Recovery Facility in Truckee. The Eastern Regional MRF is owned by Placer County and operated by Tahoe Truckee Disposal Co., Inc. and Placer County Eastern Regional Sanitary Landfill Inc. Wastes collected at the MRF are sorted on two conveyor belt lines with residual wastes shipped via tractor-trailer loads to the Lockwood Landfill located east of Sparks, Nevada for disposal. The collection and transport of wastes to the Eastern Regional MRF could also be accomplished in much the same manner as is currently done in Sierra County although the haul distances would be significantly longer.
- Exportation of Solid Waste to the Lockwood Landfill – This alternative consisted of transporting waste to the Lockwood Landfill in Nevada for disposal. In order to haul wastes most cost effectively, a transfer site would need to be constructed at the Loyalton Landfill to reload wastes into tractor-trailers for transport. The collection and transport of wastes to the Loyalton Landfill would continue to be accomplished as is presently conducted.
- Exportation of Solid Waste to the City of Fallon’s Russell Pass Landfill – This alternative like the Lockwood Landfill alternative consisted of building a transfer site at the Loyalton Landfill. Wastes would be hauled to the City of Fallon’s Russell Pass Landfill in Nevada.
- Exportation of Solid Waste to the NorCal Waste Systems Ostrom Road Landfill – This alternative consisted of hauling Sierra County waste generated within the western portion of the county to the NorCal Waste Systems Ostrom Road Landfill, near Wheatland California. The Ostrom Road landfill is located 70 miles from the Alleghany transfer station and 71 miles from the Ramshorn transfer station. By comparison, the Loyalton Landfill is located 88 and 56 miles from Alleghany and Ramshorn respectively. This

alternative could be accomplished with each of the other disposal alternatives being considered

- Exportation of Solid Waste to the Rawhide Landfill Facility – This alternative like the Lockwood and City of Fallon alternatives entailed the construction of a transfer site at the Loyalton Landfill to accommodate tractor-trailer hauling of waste to the proposed Rawhide Landfill in Mineral County, Nevada. The State of Nevada has issued permits for the operation of this landfill, however, at this time the facility has not been constructed and the future operation of the facility is uncertain.

Based upon its assessment of the relative economics, waste diversion, regulatory approval issues, implementation issues or uncertainties, environmental impacts, and flexibility, the *Solid Waste Disposal Study* recommended that subsequent to the closure of the landfill, the county export waste to the proposed Intermountain Disposal MRF in Delleker as a means of complying with State mandated diversion goals assuming the Intermountain Disposal MRF in Delleker is constructed and the cost projections for operating the MRF were in line with reported estimates. If this facility is not constructed or cost projections are higher than current estimates, the study recommended that the county consider exporting waste to the Eastern Regional MRF in Truckee or alternatively directly exporting wastes to the Lockwood Landfill in Nevada.

Given that the proposed MRF at Delleker has not yet become a reality, the county has assessed the other disposal options and determined that wastes should be transported to the Lockwood Landfill either in coordination with Intermountain Disposal utilizing the existing Delleker transfer station or directly from the Loyalton Landfill through the construction of a transfer station at that site. The Lockwood Landfill reports over 100 years of disposal capacity and has committed to accept the county's waste.

9.0 SITING ELEMENT IMPLEMENTATION

9.1 Responsibility for Implementation

The Sierra County Department of Public Works will be responsible for fulfilling the statutory and regulatory requirements of this *Siting Element* on behalf of the Sierra County Regional Agency.

9.2 Implementation Schedule

Subsequent to the closure of the landfill this fall, all wastes will be exported to the Lockwood Landfill in Nevada.

9.3 Revenue Sources

The following revenue sources exist to support the implementation of the Sierra County Regional Agency *Siting Element*:

- Parcel Benefit Assessments

-
- Building Permit Assessments
 - Waste Disposal Charges for Campground Wastes
 - Scrap and CRV monies received for recyclable materials
 - Fees charged for special waste types
 - Grant programs

These sources are adequate to support the *Siting Element* implementation.

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FIGURES



FIGURE 1 - SIERRA COUNTY LOCATION MAP



AVALEX INC.

Civil Engineering and Environmental Services
 P.O. Box 550218 South Lake Tahoe, CA 96155
 Phone (530) 543-3200 www.avaxex.info

LOYALTAN LANDFILL

SIERRA COUNTY, CALIFORNIA

97-005.10

6-2-17

CWM

FIG1.MXD

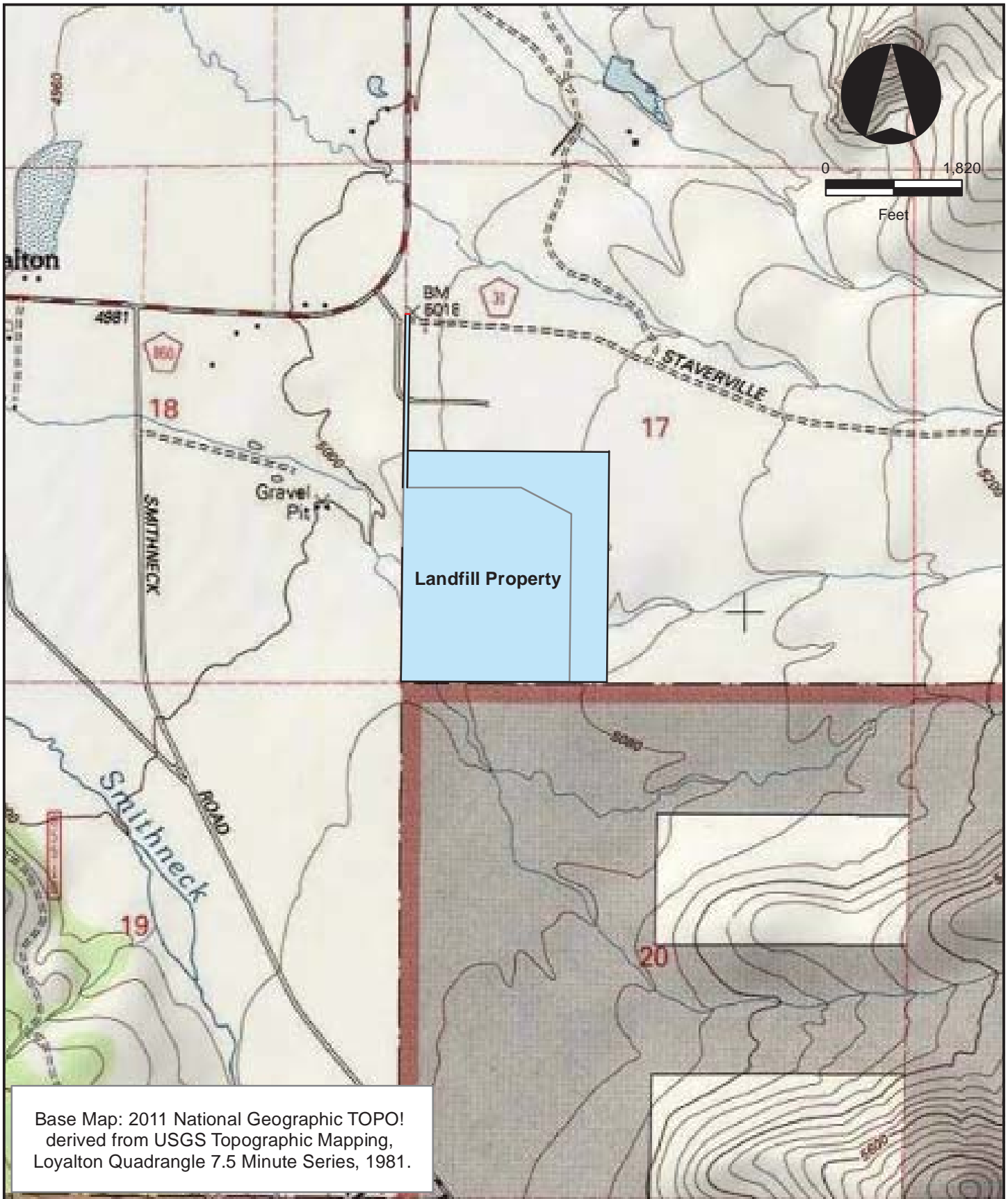


FIGURE 2 - LOYALTON LANDFILL SITE VICINITY MAP



AVALEX INC.

Civil Engineering and Environmental Services
 P.O. Box 550218 South Lake Tahoe, CA 96155
 Phone (530) 543-3200 www.avaalex.info

LOYALTON LANDFILL

SIERRA COUNTY, CALIFORNIA

97-005.10

6-2-17

CWM

FIG2.MXD

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TABLES

Table 1
Existing Waste Disposal Capacity
Loyalton Landfill

Date	Remaining Disposal Capacity	
	Cubic Yards	Tons
January 1, 1990	334,000 ¹	167,000
January 1, 1998 (year during which <i>Siting Element</i> was prepared)	296,216 ¹	148,108
January 1, 2018 (year during which <i>Siting Element</i> was revised)	0	0

¹ Values of prior disposal capacity in cubic yards as reported in the November 1998 *Siting Element*. The cubic yard disposal capacity values in the 1998 document were calculated by applying a 1,000 pounds per cubic yard conversion factor to the estimated remaining tonnage capacities assuming a 186,000 ton design capacity for the landfill.

**Table 2
Projected Waste Disposal Capacity Needs
Sierra County**

		Tons			
	Year	Annual Disposal¹	Exports	Jan. 1st Remaining Landfill Capacity	Additional Landfill Capacity Needed
0	2018	3,123	3,123	0	0
1	2019	3,154	3,154	0	0
2	2020	3,186	3,186	0	0
3	2021	3,218	3,218	0	0
4	2022	3,250	3,250	0	0
5	2023	3,282	3,282	0	0
6	2024	3,315	3,315	0	0
7	2025	3,348	3,348	0	0
8	2026	3,382	3,382	0	0
9	2027	3,416	3,416	0	0
10	2028	3,450	3,450	0	0
11	2029	3,484	3,484	0	0
12	2030	3,519	3,519	0	0
13	2031	3,554	3,554	0	0
14	2032	3,590	3,590	0	0
15	2033	3,626	3,626	0	0
		Cubic Yards²			
0	2018	6,246	6,246	0	0
1	2019	6,309	6,309	0	0
2	2020	6,372	6,372	0	0
3	2021	6,436	6,436	0	0
4	2022	6,500	6,500	0	0
5	2023	6,565	6,565	0	0
6	2024	6,631	6,631	0	0
7	2025	6,697	6,697	0	0
8	2026	6,764	6,764	0	0
9	2027	6,832	6,832	0	0
10	2028	6,900	6,900	0	0
11	2029	6,969	6,969	0	0
12	2030	7,039	7,039	0	0
13	2031	7,109	7,109	0	0
14	2032	7,180	7,180	0	0
15	2033	7,252	7,252	0	0

NOTES:

¹ Projected annual disposal values from 2018 to 2033 are based on the waste generation projections made for Sierra County in the 1997 *Source Reduction and Recycling Element* assuming a one percent (1%) annual growth rate and a 26.6% estimated actual diversion rate achieved within the county.

² A conversion factor of 1,000 pounds per cubic yard (0.5 tons/cubic yard) to estimate in-place (landfilled) solid waste disposal quantities.

**Table 3
Loyalton Landfill Fact Sheet**

1	FACILITY INFORMATION	
a.	Facility Name	Loyalton Landfill
b.	Facility Owner and Operator	Sierra County
2	PERMIT INFORMATION	
a.	Solid Waste Facilities Permit Number	#46-AA-001
b.	Permit Expiration Date	None listed in permit
c.	Date of Last Permit Review	July 2016
d.	Estimate of Remaining Site Life	Closed October 2017
3	MAXIMUM PERMITTED RATE OF DISPOSAL	
a.	Daily	N/A
b.	Yearly	N/A
4	AVERAGE RATE OF DAILY WASTE RECEIPT	
a.	Tons	N/A
b.	Cubic Yards	N/A
5	PERMITTED WASTE TYPES	
a.	Permitted Types of Waste	N/A
6	FUTURE LAND USE	
a	Expected Land Use for Landfill Area Upon Closure	Post-closure monitoring
7	PROPOSED EXPANSION	
a.	No Expansion Plans are Being Considered	

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APPENDICES

APPENDIX A

**Resolution of the Sierra County Board of Supervisors
Approving the Revised Countywide Siting Element**

BOARD OF SUPERVISORS, COUNTY OF SIERRA, STATE OF CALIFORNIA

APPROVAL OF REVISED REGIONAL AGENCY SITING ELEMENT

RESOLUTION 2018-_____

WHEREAS, the California Integrated Waste Management Act of 1989 set forth the basic requirement for a Countywide or Regional Agency Siting Element (Siting Element) as a document; and

WHEREAS, the Siting Element is to provide “a description of the areas to be used for development of adequate transformation or disposal capacity: (Public Resources Code (PRC), Section 41700); and

WHEREAS, the basic statutory requirements for the content and format of the Siting Element are found in PRC, Sections 41700-41721.5, and are further clarified in regulations for the preparation of a Siting Element (California Code of Regulations (CCR), Title 14, Division 7, Chapter 9, Article 6.5, Sections 18755 through 18756.7); and

WHEREAS, the purpose of the Siting Element is to demonstrate that 15 years of countywide or regional permitted solid waste disposal capacity is or will be available through existing or planned facilities or other strategies; and

WHEREAS, a Sierra County Regional Agency Siting Element was previously prepared and approved by the Sierra County Board of Supervisors on August 4, 1998; and

WHEREAS, the California Integrated Waste Management Board approved of the 1998 Sierra County Regional Agency Siting Element at its February 23, 1999 Board meeting; and

WHEREAS, the Sierra County Solid Waste Task Force reviewed the Sierra County Regional Agency Siting Element on [dated] and determined that the plan should be revised to reflect the pending closure of the Loyalton Landfill and planned exportation of waste from the county to the Lockwood Landfill in Nevada; and

WHEREAS, a revised Countywide Siting Element has been prepared and reviewed by the Sierra County Solid Waste Task Force at its [date] meeting and recommended for approval by the Sierra County Board of Supervisors; and

WHEREAS, at its meeting of [date], the Sierra County Board of Supervisors set a public review period of thirty days, and set a public hearing for [date]; and

WHEREAS, the public review period and public hearing were duly advertised in the Mountain Messenger, the official publication of Sierra County; and

NOW, THEREFORE, BE IT RESOLVED that the Sierra County Board of Supervisors

acting as the Sierra County Regional Agency approves the revised Countywide Siting Element for submittal to CalRecycle.

ADOPTED by the Board of Supervisors of the County of Sierra on [date], by the following vote:

AYES:
NOES:
ABSTAIN:
ABSENT:

COUNTY OF SIERRA

PETER W. HUEBNER
CHAIRMAN, BOARD OF SUPERVISORS

ATTEST:

APPROVED AS TO FORM:

HEATHER FOSTER
CLERK OF THE BOARD

DAVID PRENTICE
COUNTY COUNSEL

STATE OF CALIFORNIA)
) ss.
COUNTY OF SIERRA)

I, Heather Foster, Clerk of the Board of Supervisors of the County of Sierra, do hereby certify that the foregoing is a full, true, and correct copy of a resolution adopted by the Board of Supervisors at a regular meeting held on _____, 20__, and duly entered in the minutes of said County.

Clerk of the Board

Heather Foster, Clerk of the Board

APPENDIX B

Sierra County Solid Waste Task Force Membership

SIERRA COUNTY SOLID WASTE TASK FORCE MEMBERSHIP

June 2017

- Paul Roen, Sierra County Board of Supervisor
- Peter Huebner, Sierra County Board of Supervisor
- Mark Marin, Mayor, City of Loyalton
- Tim Beals, Sierra County Director of Transportation
- Richard Ross, Intermountain Disposal
- Terry LeBlanc, Public Member
- Vacant, Public Member