

A History of Waste Management in the City of San Diego



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PREFACE

Over the last 130 years, the nature of waste generated by societies has changed, as have the methods by which it is managed. The challenge for the City of San Diego has been to protect the health of its residents and address environmental and financial challenges. This report provides a summary of the provision of waste management services and how it has progressed over time in the City.

EXECUTIVE SUMMARY

Between the years 1880 and 1908, private contractors in the City of San Diego disposed of waste by incineration or by dumping it in the ocean. Many people preferred incineration, because trash dumped at sea often washed ashore. However, rather than pay the fee charged by the operators of the incinerators, residents sometimes dumped their waste in vacant spaces, causing a public nuisance.

In 1908, the City awarded a contract to H. L. Emerson to collect wastes. Residents and businesses separated their garbage (food waste) from other materials so that the food waste could be used as hog feed. Business organizations complained of the high collection costs. The next contractor, E. W. Anderson, charged similar collection fees. The City placed a cap on hauling prices, and in 1917 Anderson declined to renew his contract.

To escape fees charged by the next contractor, George A. Binney and Company, members of the Hotel and Rooming House Keeping Association, also known as the Hotel and Restaurant Men, hauled their own waste to hog farms. In response to this violation of Binney's exclusive contract, on March 13, 1918 the City Council enacted an ordinance prohibiting other haulers from selling garbage to hog farmers.

The Hotel and Restaurant Men worked with other groups to pressure the City to break Binney's contract and pass a new ordinance stipulating that waste collection services be provided by the City based on a general tax, rather than a fee-for-service basis. On April 8, 1919, the "People's Ordinance" was approved by the electorate, and the City suddenly found itself responsible for the collection and disposal of waste. It quickly borrowed and eventually obtained vehicles to haul waste to hog farms, dumpsites, or to a garbage hopper.

As the amount of rubbish (non-food waste) grew, the City explored different disposal options. From the 1930s to the 1960s, residents and institutions commonly used burn dumps. In 1938, the City Planning Commission issued a report advising the City Council to centralize dumps, site them out of public view, and regulate them to ensure public health and safety. In the 1950s, incineration fell out of favor, and the City turned to landfills for disposal. Between 1951 and 1983, approximately 28 landfills opened to serve the growing population.

The City explored various options to extend the life of the landfills. It pursued the San Diego Energy Recovery Project (SANDER), a waste-to-energy facility. However, in 1987, the electorate passed The Clean Air Initiative, which restricted the size and location of any proposed burn facility, making the SANDER project infeasible. Another proposed alternative to landfilling, a large scale materials recovery facility, was proposed, but in 1995, the City abandoned the project because the technology failed in other locations. Successful landfill life

extension projects included mining rock aggregate materials (1992) to increase available airspace for fill material, and increasing the height of the West Miramar Landfill (2008).

The City also implemented programs that diverted materials away from the landfill toward beneficial uses. In 1987, the Council adopted a waste reduction goal of 25 percent for the City. In 1988, the City established a Waste Management Department. In 1989, the California legislature enacted Assembly Bill 939 (AB 939, the Integrated Waste Management Act), requiring all local governments to divert at least 50 percent of wastes generated within their jurisdictions from disposal. In 2004, the City of San Diego surpassed the State mandate.

Collection methods also evolved over this time. By 1998, all residential refuse collection trucks were automated, and collected 17 tons a day. In 2002, the City optimized collection routes using advanced routing technology that saved the City approximately \$18 million during the first 10 years compared to the old system.

Not all cities within the County of San Diego provided the level of direct solid waste management as did the City of San Diego. Requirements to protect public health and safety allow for individualized approaches. Most other urban centers throughout the San Diego County relied on the County for disposal options. The County developed a network of landfills, which, by 1990, included a large landfill in the northern part of the County (San Marcos), one in the east (Sycamore, located in the City of San Diego, adjacent to Santee), and another in the south (Otay, located with the City of Chula Vista on land that is unincorporated). This network, together with the City's Miramar Landfill in the center of the City of San Diego's population, allowed relatively short collection routes.

As the San Marcos Landfill neared closure, the County began developing the North County Resource Recovery Facility (NCRRF) as a recycling and waste-to-energy facility. In 1991, public pressure resulted in the minimization of the waste-to-energy portion of the NCRRF proposal. The remaining recycling facility was burdened with residual costs from the failed waste-to-energy facility. Furthermore, the business plan for the facility included revenues from recyclable materials; however, several cities in North County implemented recycling ordinances, which removed these materials from the waste stream. Instead of paying the nearly \$28 million a year cost to maintain the facility, the County decided to divest its solid waste system. The winning bidder was Allied Waste, now consolidated with Republic Services, with a bid of \$184 million.

The other incorporated cities within the County provide collection via franchises with haulers on a fee-for-service basis. As laws such as AB 939 were enacted, smaller cities generally charged their haulers with compliance. The haulers pass the costs along to their customers. In contrast, the City of San Diego imposes no charge for service provided by City crews. The People's Ordinance specified that a general tax should be levied. However, in 1978, a State voter initiative (Proposition 13) thwarted the financial mechanism of the People's Ordinance. It limited property taxes to 1 percent of properties' assessed values, and allowed no special surcharge for services such as refuse collection.

Amendments to the City of San Diego's People's Ordinance in the 1980s deleted the provision to fund the service through taxes. The amendments left the City obligated to collect and dispose

much of the waste generated within the City, but with no funding source. New federal and State requirements increased the expense of waste management services.

Although not responsible for collection costs, in 1992, the County raised tipping fees at its landfills to pay for the NCRRF. The City of San Diego imposed a Refuse Collectors Business Tax (RCBT) on out-of-City waste entering the City's Miramar Landfill, to prevent a large influx of tonnage. Additionally, the City imposed a franchise fee on private haulers. These fees are allocated to the General Fund, and are not earmarked specifically to fund solid waste services. Using authority provided in State law as established by AB 939, the City imposed on haulers a special fee earmarked specifically for waste reduction programs. Additionally, the City Attorney determined that although the City must provide collection from certain waste generators without a fee for the service, the City could charge for the containers.

In 2008, the City enacted two ordinances aimed at diverting more materials away from the landfill to beneficial use. The Construction and Demolition Debris Ordinance had an unexpected financial benefit. It required developers to pay a refundable deposit, upon demonstration of the use of recycling facilities. Many chose to forfeit the deposit in lieu of providing the necessary paperwork. The second ordinance, the City's Recycling Ordinance, had the more expected result of decreasing revenues collected at the landfill as a result of increased rates of recycling.

In summary, over the years the City has had to modify its approach to solid waste management. It will have to continue to explore innovative methods and policies to manage solid waste in the future. Though financial conditions remain a challenge, the City plans to ensure it remains America's Finest City.

INTRODUCTION

Properly reducing and managing waste in urban areas is an essential public health service. While individuals in sparsely populated regions can be responsible for their own waste management without jeopardizing the health of others, densely populated neighborhoods require solid waste management.

The San Diego region has sustained human cultures for thousands of years, but only in the last 150 years has a highly populated, dense urban center developed. There are more than 1.25 million people living in the San Diego urban region. If not properly managed, the solid waste generated by the population would create substantial public health risks. This report tracks the role of the City of San Diego government in providing solid waste services to its ever-growing population.



*An automated refuse packer used by the Environmental Services Department.
Photograph from City of San Diego archives.*

CHAPTER 1: 7500 BC-1849



*The Kumeyaay are a native group of the San Diego region.
Photographs courtesy of National Park Service and Mission Trails Regional Park.*

ORIGINAL INHABITANTS

Original inhabitants, known as the San Dieguito people, are believed to have settled in San Diego approximately 7500 BC. Based on the lithic contents of their litter and refuse, they are referred to as a "scraper-maker culture."¹ From 7000 BC to 1000 BC, La Jollan people assimilated the original San Dieguito people or developed from them. From 1000 BC until 1000 AD, Yuman-speaking peoples assimilated the La Jollan cultural group. From 1000 until 1600, Yuman and Shoshonean groups migrated to the northern San Diego area. In the 1500s, the native groups of the San Diego area included Luiseno, Cahuilla, Cupeno, Kumeyaay, and Northern Diegueno people.² Studies of village sites and refuse piles (middens) show evidence of ceramics, cremations, pictographs, stone tools, clay-lined hearths, and elaborate stone walls, some built for defense and others for irrigation.³ Although the size of the population was considerable, villages were spread over a large area. The refuse generated by these peoples did not require systematic management.⁴

¹ Malcolm J. Rogers, "The Stone Art of the San Dieguito Plateau," *American Anthropologist* 31 (1929): 457, doi:10.1525/aa.1929.31.3.02a00050.

² Timeline of San Diego History, San Diego History Center, accessed April 9, 2007, <http://www.sandiegohistory.org/timeline/timeline.htm>.

³ Susan Hector and M. Schoeninger, "Notice of Inventory Completion-Evidence for Determination: CA-SDI-4669," (October 17, 2007).

⁴ Antonio P. Michelini, "Proposal for Identifying San Dieguito Sites in Baja California," *SCA Proceedings* 22 (2009): 1-8.; Viejas Band of Kumeyaay Indians, "Kumeyaay History," accessed January 7, 2009, http://www.viejasbandofkumeyaay.org/html/tribal_history/kumeyaay_history.html.

On September 28, 1542, when Juan Rodriguez Cabrillo sailed into San Diego Bay claiming the land for Spain, a significant native population estimated at 20,000 lived in the area.⁵ Colonizing countries raced to claim the riches of the New World. With Russia establishing trading posts in what is now Northern California, King Charles III of Spain used the settlements associated with the missions of the Catholic Church to secure Southern California. In 1697, Jesuit missionaries from Spain established the first of 23 Catholic missions in Baja California. In 1769, Franciscan Father Junipero Serra began establishing a second chain of Spanish Catholic missions in Alta California, beginning in San Diego with Mission San Diego de Alcalá.⁶ The small society at the mission and the military establishments that protected it produced insignificant sanitation issues.⁷

In 1810, Creoles (Spaniards born in the new world) supported by Indians and Mestizos (people of Indian and Spanish origin/descent/heritage), began a revolution for independence from Spain. The revolution culminated in the independence of Mexico in 1821. Mexico chartered San Diego as a pueblo with a population of about 500 people in 1834. Although the 26 years of Mexican administration were politically tumultuous, the population size remained relatively stable.⁸

In summary, during pre-colonial times, the mission period, and under Mexican rule, relatively small villages and extended family units populated the San Diego area. With no compact urban areas, there was no need for centralized collection and disposal of waste.

URBANIZATION

In November 1835, the northern part of the Mexican State of Coahuila-Tejas declared itself in revolt against Mexico's government. By February 1836, Texans declared their territory to be independent, claiming a border at the Rio Grande. Mexico considered Tejas a rebellious province. In December 1845, the U.S. Congress voted to annex the Texas Republic and sent troops to the Rio Grande to protect the border with Mexico. Clashes between Mexican and U.S. forces prompted Congress to declare war on May 13, 1846. On July 29, 1846, a party of sailors and marines under Lt. Stephen C. Rowan raised the U.S. flag over Old Town. On February 2, 1848, a peace treaty was signed in Guadalupe Hidalgo, a city north of the capital, where the Mexican government had fled as U.S. troops advanced. The treaty required Mexico to cede 55 percent of its territory (present-day Arizona, California, New Mexico, Texas, and parts of Colorado, Nevada, and Utah) in exchange for \$15 million in compensation for war-related damage to Mexican property.⁹

A few days before the signing of the treaty, on January 24, 1848, James Marshall discovered gold at Sutter's mill in Calaveras County, triggering the California gold rush. In 1849, after the news had traveled east, Americans began pouring into California in search of wealth. Alonzo E.

⁵ "Juan Rodriguez Cabrillo," San Diego Historical Society, accessed April 9, 2007, www.sandiegohistory.org/bio/cabrillo/cabrillo.htm.

⁶ Ronald J. Quinn, "Historians and the Spanish Occupation of San Diego," *The Journal of San Diego History* 45, no. 3 (1999).

⁷ Lucy L. Killea, "A Political History of a Mexican Pueblo: San Diego from 1825-1845," *The Journal of San Diego History* 12, no. 3 (1966): 4; Martin V. Melosi, "Garbage in the Cities: Refuse, Reform, and the Environment" (Pittsburg: University of Pittsburgh Press, 2005), 10.

⁸ "Mexican War of Independence Begins," The History Channel, accessed January 4, 2011, <http://www.history.com/this-day-in-history/mexican-war-of-independence-begins>.

⁹ Nathan Clifford et al., "Treaty of Guadalupe Hidalgo," accessed October 27, 2009, <http://mexica.net/guadhida.php>.

Horton, who had already made a considerable sum by founding a small Wisconsin town, sensed opportunity in California. He arrived in San Francisco where he opened a profitable used furniture shop. In 1867, after hearing a promoter talk about the economic potential in San Diego, Horton sold his furniture business and traveled south.¹⁰

Upon arriving in 1867, Horton bought 800 acres of downtown real estate for 33 cents per acre.¹¹ He began attracting people to San Diego by offering free land to those willing to build a home right away, paying his employees in land, and buying advertising for San Diego across the nation.¹² Horton's efforts, together with the gold rush, and also the newly lowered cost of rail travel to California, resulted in population growth of as many as five thousand people per month, placing new demands on the existing public service infrastructure.¹³ However, in 1888, when the real estate market crashed, population growth declined. In that year, the urban area of San Diego dropped from 40,000 inhabitants to approximately 16,000.¹⁴

¹⁰ "San Diego Biographies: Alonzo Erastus Horton (1813-1909)," San Diego Historical Society, accessed December 18, 2006, www.sandiegohistory.org/bio/horton/horton.htm.

¹¹ Ibid.

¹² Ward T. Donley, "Vision of Greatness: Alonzo E. Horton," *The Journal of San Diego History* 13, no. 2 (1967).

¹³ Michael Buxton, "A Sanitation Struggle at Sea: San Diego's Early Garbage Scows," *Mains'l Haul* 36, no. 2 (2000): 38.

¹⁴ Timeline of San Diego History, San Diego History Center, accessed April 9, 2007, <http://www.sandiegohistory.org/timeline/timeline.htm>.

CHAPTER 2: 1850-1918



Gaslamp Quarter: 800 acres of land purchased by Alonzo Horton in 1867.

CITY GOVERNMENT

San Diego was incorporated as a city in 1850. Under the leadership of a five-member Common Council and Mayor it went bankrupt after two years. The State stepped in and established a three member Board of Trustees, which ran the City until 1889, when the voters adopted a new Charter. The Charter established a Common Council comprised of two houses: a Board of Aldermen consisting of two members elected from each of the nine wards, and a Board of Delegates, with nine members elected citywide. The Mayor could veto Common Council actions. Dissatisfaction with the Charter led the voters to adopt a new Charter in 1931, creating the Council-Manager form of government.¹⁵ In 2004, voters changed the form of government to the current “Strong Mayor” or Mayor-Council form of governance, where the mayor serves as the chief executive, with discretion over employment of City managerial staff.¹⁶

GARBAGE SCOWS

In the 1880s, the City did little to manage waste. As a result, according to historian Richard Crawford, “San Diego had become appalling. With a rapidly growing population...San Diego was becoming a dump. Without an organized system of trash pickup, residents disposed of their refuse any way possible. Waste was tossed in the streets, discarded in empty lots, or thrown into the Bay. Professional ‘scavengers’ collected garbage for a fee and dumped it on a 2-acre plot at the foot of the Ninth Street pier, where ‘poisonous vapors . . . wafted by the breeze over the city.’”¹⁷

¹⁵ City of San Diego, Clerk's Office, “A History of San Diego.”

¹⁶ City of San Diego, “Prop F: Strong Mayor Form of Governance,” Municipal Election, (2004), 1.

¹⁷ City of San Diego, “Ordinance 267- An Ordinance Creating the Office of the City Scavenger, and Providing for his Duties and Regulating his Charge,” (July 17, 1888), 253; Richard Crawford, “San Diego Took Garbage.”

In 1887, the City Health Officer poured crude oil onto dump sites and lit them on fire to try to deal with the problem.¹⁸ Eventually the Secretary of the City Health Department, Dr. Thomas L. Magee, convinced the City Council that the City should hire a private contractor to haul the refuse out to sea.¹⁹ The City selected Captain J. D. Barton, who operated from a wharf at the foot of Market Street. Residents hauled their refuse to the wharf, where it sat until crews loaded it onto the City garbage scow. The centrally-located wharf brought the odiferous cargo in proximity to J. D. Spreckels' pier. Spreckels complained that the rotting garbage caused 20 of his workers to get sick.²⁰



*The Utilissimo was a flat-bottomed, blunt-bowed vessel similar to the Alma in San Francisco.
Photograph courtesy of National Park Service.*

From July to September of 1888, the scow dumped more than 2,154 tons of household refuse in addition to 125 dead horses, 165 dogs, 15 cats, 12 cows, and three goats. Loading was an inexact practice, and the Harbor Commission found that spillage made the Bay under the wharf shallower by four to five feet.²¹

Some of the waste dumped by the scow washed back onto public beaches because Barton sometimes dumped near Ballast Point rather than spending the necessary days to sail the required distance out at sea.²² The State Harbor Commission responded to the health threat, and also threats to navigation associated with potential clogging of the Bay, by passing an ordinance that prohibited the dumping of refuse into the Bay.²³ The Harbor Commissioners also recommended

Problem Offshore," San Diego Union Tribune (December 6, 2008), paragraph 3; Stephen R. Van Wormer, Terrace View Villas Historical Report, (San Diego: RECON Environmental Inc., 1982): 4.

¹⁸ San Diego Port District-Environmental Management Department, "A Historical Perspective of the Eight Avenue Tidelands Dump," (San Diego, September 1994): 4.

¹⁹ Michael Buxton, loc. cit.; Richard Crawford, loc. cit.

²⁰ "Municipal Matter," San Diego Union, (February 28, 1890), 5.

²¹ Michael Buxton, op. cit., 39; Richard Crawford, loc. cit.

²² Richard Crawford, ibid.

²³ San Diego Port District, op. cit., 4; "The Harbor Commissioners," San Diego Union, (July 4, 1889).

that the collection point be moved from its central location near H Street to the more remote Ninth Street pier, to minimize public exposure to the refuse.²⁴

The City's Health Officer, Dr. D. Gochenauer, argued that moving the loading location was unnecessary.²⁵ Instead, the City addressed the stink of refuse on the pier, the overflow of refuse into the Bay, and the premature dumping problem with a larger, better designed sailing scow, the *Utilissimo*, built and captained by Joseph Supple.²⁶ The City also contracted for improvements to the wharf, and for a garbage bunker.²⁷ The contractor made some improvements to the wharf, but these efforts did not resolve the problems. The City ultimately had to move operations, selecting the wharf at the foot of F Street, owned by William Jorres.²⁸ Jorres charged the City \$50 per month, and also required the City to plank his wharf, build an apron to hold the refuse, and hire a wharf master to ensure that crews loaded refuse correctly.²⁹

Shortly after the completion of the wharf improvement, the City of Coronado complained that refuse was washing ashore on its beaches. The City of San Diego began fining Supple each time he dumped too close to the shore.³⁰ Supple quit and moved to Portland Oregon, where he built steam ships.³¹ For the next three years, William Jorres, for a fee of \$200 per month, towed the *Utilissimo* behind a steam tugboat.³² The City attempted to change to a less expensive hauler, but it was unclear what wharf he would use. The contract was cancelled. The City returned to the services of Jorres, who increased his charge to \$225 per month.³³

Use of the tug boat, while it reduced reliance on wind and tides, could not eliminate the temptation for a profit-driven private hauler to cut corners. While out yachting, Spreckels witnessed Jorres dumping off Ballast Point. The City passed an ordinance fining Jorres \$40 for each instance of dumping too close to shore.³⁴ Problems with the smell at the wharf also continued. Despite the fact that Jorres had a contract to provide service through 1898, the City began investigating other solutions.³⁵ The City stopped sending municipal solid waste for ocean disposal as a primary means of waste management in the late 1800s.

Although ocean dumping of municipal waste is no longer legal, those aboard vessels may dump wastes at sea, provided they are at least 50 miles from land.³⁶ This practice, combined with litter from storm runoff, has contributed to an ocean debris area comprised mostly of small plastic particles commonly referred to as the Great Pacific Garbage Gyre.³⁷

²⁴ Michael Buxton, loc. cit.; Richard Crawford, loc. cit.; San Diego Port District, *ibid.*, 4-7.

²⁵ Michael Buxton, *op. cit.*, 40.

²⁶ San Diego Port District-Environmental Management Department, *op. cit.*, 7.

²⁷ Michael Buxton, loc. cit.

²⁸ *Ibid.*, 41; City of San Diego, "Ordinance 246- An Ordinance Granting a Wharf Franchise in the City of San Diego to William Jorres," (April 20, 1888), 237; San Diego Port District, *op. cit.*, 8.

²⁹ Michael Buxton, *op. cit.*, 41-42.

³⁰ *Ibid.*, 43; Richard Crawford, *op. cit.*, 2; San Diego Port District, loc. cit.

³¹ Richard Crawford, loc. cit.

³² Michael Buxton, loc. cit.

³³ *Ibid.*, 44.

³⁴ *Ibid.*, 45.

³⁵ San Diego Port District, *op. cit.*, 8.

³⁶ Michael Buxton, *op. cit.*, 46.

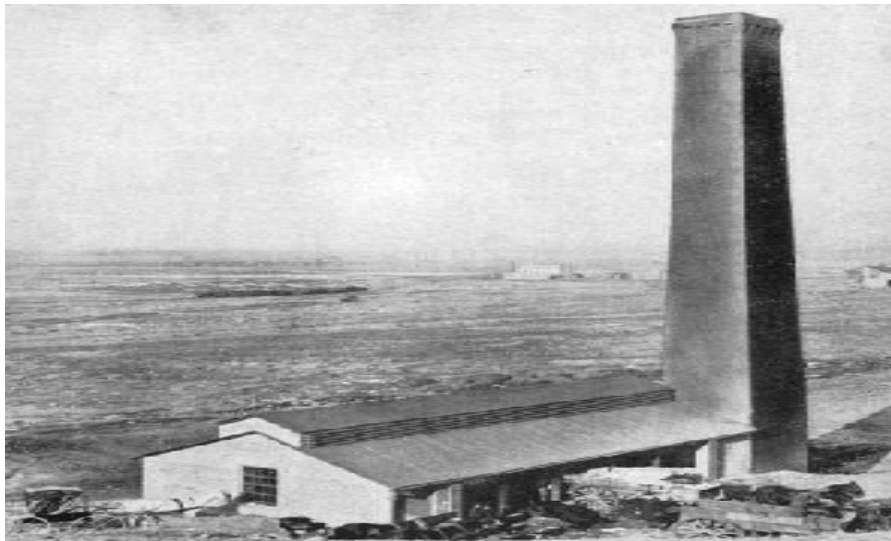
³⁷ Karen Hawes, *pers. com.*, (September 3, 2010).



*Marine Debris Encounter Reporting Program in the Pacific.
Photographs courtesy of NOAA PIRO Observer Program.*

INCINERATORS

During the late 1800s local governments favored incinerators, such as the “Brown,” used in Wilmington, Delaware, the “Anderson,” used in Chicago, Illinois, and the “Dixon,” used in Atlanta, Georgia³⁸ and Los Angeles California.³⁹ City Councilmember’s travelled to Los Angeles to view the “Dixon Crematory,” and by November 1897, the City had a Dixon incinerator at the foot of Eighth Avenue. The City paid Jorres \$30 to store the Utilissimo, and ultimately sold it to him as scrap lumber for the same amount,⁴⁰ having initially paid Supple \$2,000 for its construction.⁴¹



*Dixon Crematory.
Photograph courtesy of J. Wiley & Sons, 1906.*

³⁸ Joseph G. Branch, “Heat and Light from Municipal and Other Waste,” St. Louis, MO: W. H. O'Brien Printing and Publishing Co., (1906), 29.

³⁹ San Diego Port District, op. cit., 8.

⁴⁰ Ibid.

⁴¹ Herbert C. Hensley, loc. cit.

The Brown, Anderson, Dixon, and other furnaces typically failed because of insufficient draft, which caused combustion temperatures of only about 1,000°F, which is insufficient to incinerate a feedstock with 70 to 80 percent moisture content.⁴² In 1911, engineering journals heralded the new “McGuire Incinerator” as a “garbage destructor.”⁴³ In 1911 and 1912 City staff, disappointed with the City’s Dixon, toured Texas and Tennessee, investigating various incineration methods.⁴⁴ Prominent business men, such as W. Clayton, Vice President of the Spreckels Companies, encouraged the City to replace the Dixon. Clayton wrote:

“If the City undertakes to collect and dispose of all the garbage, the quantity they will have to take care of will be staggering when we are really well into the business. Moreover, I do not think it is a fair proposition to ask me to bear any taxation for removing the garbage from such places as the Grant Hotel and various restaurants, and from the produce commission houses, etc., who necessarily have very large amounts of garbage to be taken care of. Further, I do not think it is fair to the person who has very little garbage to proportionately pay for the expense of removing my garbage, which is in excess of most of my neighbors. I believe the theory of taxation for the removal of garbage to be wrong.

“I would respectfully ask your Honorable Body to consider this suggestion: To erect a garbage incinerator to be operated by the city. They should charge for the incineration of garbage at so much per cubic yard, the charge being based on the actual cost of running the incinerator, or upon the cost and interest on investment. License the collectors of garbage who will comply with city ordinances as to the methods of removal and the price to be paid for incineration.”⁴⁵

Clayton would ultimately lose to the restaurateurs, who favored taxation to pay for collection. As a result, the City never instituted the “fair” pay-as-you-throw system Clayton envisioned. However, he and others influenced City officials to contract with the J.W. Walton Incinerator Company for a forty ton per day McGuire incinerator.

The incinerator cost \$16,000, with an operational cost of \$.70 per ton.⁴⁶ This incinerator operated from 1914 through circa 1927.⁴⁷ It used six ovens, each of which required 2.5 to 3 barrels of oil per day for standard operations. A 750-gallon tank stored oil. Ash was dumped directly into the Bay.⁴⁸ The incinerator lacked capacity to handle the volume received at the site. Excess garbage was dumped onsite, some was openly burned, and some was dumped into the Bay. Not only did the incinerator lack sufficient capacity, operation was too expensive, according to a 1917 the Public Welfare Commission letter to the Common Council. Although incineration was considered “the most scientific method of garbage disposal,” it required a “heavy outlay of

⁴² Joseph G. Branch, *op. cit.*, 30.

⁴³ Municipal Engineering Company, “Index,” *Municipal Engineering*, (January-June 1911): 160.

⁴⁴ San Diego Port District, *op. cit.*, 9.

⁴⁵ W. Clayton, “Letter to the Common Council,” (July 28, 1911), 2-3.

⁴⁶ San Diego Port District, *loc. cit.*

⁴⁷ Ninyo & Moore Geotechnical and Environmental Sciences Consultants, “Limited Historical Study: San Diego Bay Waterfront 5th Avenue to Crosby Street,” (April 20, 2001): 35-36.

⁴⁸ Ryan Moroney, “Memorandum-Summary of Incinerator and Eighth Avenue Dump Contamination at the Former Campbell Shipyard,” (June 23, 2004), 1.

money,” which “the city’s finances would not permit.”⁴⁹ The incinerator’s limited capacity and high cost encouraged the City to look for new waste management options.

PRIVATE COLLECTION

In 1908, H. L. Emerson of the San Diego Sanitary Reduction Company had the winning bid for a ten-year contract for refuse collection. Residents and businesses separated their garbage (food waste) from other materials so that the food waste could be used as hog feed. Business organizations complained of the high collection costs. After four years, subsequent to a negative health inspection and complaints about costs and performance, Emerson abandoned the contract.^{50 51} The City entered a contract with E. W. Anderson, manager of the San Diego Rubbish Company,⁵² through a non-competitive bid, for collection service and for operation of the “Tidelands Dump.”⁵³

Frequently, residents refused to pay for collection and instead dumped their waste on open space land and vacant lots.⁵⁴ A local newspaper reported in 1913:

“[a] hundred policemen could not stop the surreptitious dumping of refuse while the motive for it remains. Householders take a walk in the evening with a nicely wrapped bundle of refuse under the arm and return without it.... Until the contract system shall have been abandoned the otherwise beautiful canyons, the vacant lots, and the streets of the City will continue to be dumping grounds for the refuse of all kinds, to the detriment of the public health.”⁵⁵

The Board of Health recommended making refuse collection free in order to avoid issues relating to paying for refuse disposal.⁵⁶

⁴⁹ Aldine R. Voris, "Letter to the Common Council," Public Welfare Commission, (March 13, 1917), 1.

⁵⁰ Ryan Moroney, *op. cit.*, 3.

⁵¹ F. H. Dixon, "Letter to the Board of Public Works: Ordinance 3180-Contract with H.L. Emerson to Collect and Dispose of Garbage," (May 26, 1908), 1; "Garbage Award Goes to Emerson," San Diego Union, (March 27, 1908).

⁵² Aldine R. Voris, *loc. cit.*

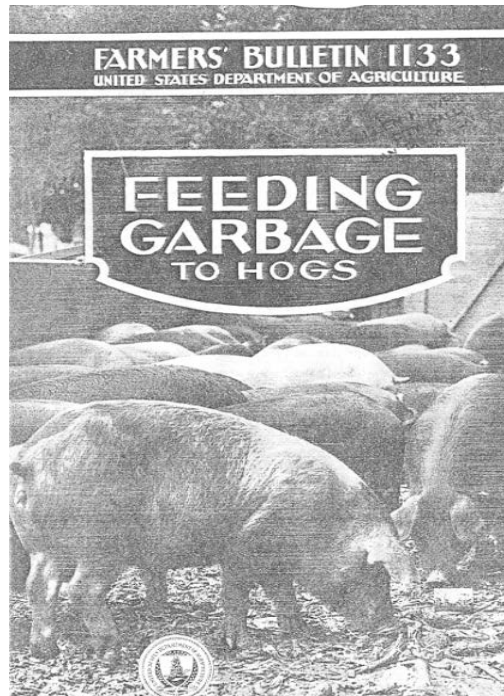
⁵³ E. W. Anderson, "Letter to the Common Council," (September 29, 1913), 1; Moroney, *loc. cit.*

⁵⁴ Francis Mead, "Letter to the Common Council-Necessity of Adoption of More Satisfactory Manner of Garbage Collection," (September 10, 1913), 1.

⁵⁵ The Hotel, Rooming, and Apartment House Association, "Letter to the Common Council-Case for the People's Ordinance," (August 13, 1913), 2.

⁵⁶ Francis Mead, *loc. cit.*

CHAPTER 3: 1919-1987



*Feeding garbage to hogs was considered a sustainable disposal method.
Photograph courtesy of Farmers Bulletin, issues 1126-1150 by the US Dept of Agriculture.*

THE PEOPLE'S ORDINANCE OF 1919

In 1913, during the term of E. M. Anderson's contract, many people avoided paying fees by "depositing garbage and rubbish in canyons and on unoccupied lots, burning and burying it."⁵⁷ "The Hotel and Rooming House Keeping Association," also known as the "Hotel and Restaurant Men," proposed that, "to solve the dumping and price gouging problems, the City should collect waste and pay for this collection with a tax."

"[W]e would urge that the work be undertaken by the City direct, and the actual cost of service, less the sum to be derived from the sale of waste products, be levied upon householders in some such manner as is now done; this method to continue only until provision can be made in the next budget and tax levy to meet the expense.

"It is proposed that the contractor shall pay into the City Treasury \$250 a month under his contract, which means that he will add about 20percent to the charges he has been levying on householders."⁵⁸

The Hotel and Restaurant Men submitted a resolution stating:

⁵⁷ Ibid.

⁵⁸ The Hotel, Rooming and Apartment House Association, "Letter to the City Council-Preamble and Resolutions," (May 1913), 1.

“Whereas, The method now in practice of collection [of] the city’s garbage and other refuse by private parties is manifestly uncertain, unreasonably [sic] burdensome to THOSE WHO PAY FOR IT, and otherwise unsatisfactory, resulting in much rubbish and refuse finding its way to vacant lots, canyons and highways, there to offend the eye and advertise to visitors lack of civic pride; and

“Whereas, The real authority of these private parties to make collections at their pleasure and to levy their charges for such services is questionable, yet protest and resistance are worse than useless, for reason that in case their demands are not met the service is discontinued and the garbage left to offensive decay, to the detriment of public health; and

“Whereas, The gathering of a city’s garbage and refuse is as properly a public work as is the care of streets and sewers; and

“Whereas, The city now owns and operates an incinerator and part of the equipment for collecting, it would seem to be especially desirable that the collecting of refuse should also be under municipal control, and that economy would be promoted by so joining these two branches of the same work . . .

“Resolved, That the Honorable Common Council be and hereby is respectfully requested to take up without unnecessary delay, the work of collecting the city’s refuse, and to take steps to provide for the cost of said work by regular taxation;

“But in view of the fact that the budget for the present year is already made up without providing for this expense, it is therefore respectfully suggested that, until provision be made for it in a future tax levy, the cost of the service be apportioned to the various house-holders, producers of garbage somewhat as at the present time, only in a more just and equitable way.”⁵⁹

The organization making this recommendation comprised 60 percent of E. W. Anderson’s customers.⁶⁰ However, instead of acting on the Hotel and Restaurant Men’s recommendation, the City passed an ordinance limiting collection rates to 50 cents per month.⁶¹ Anderson claimed his costs exceeded 62 cents per household.⁶² Rather than be limited on fees, when his contract expired in 1917, Anderson declined to renew. The City entered a contract with George A. Binney and Company of Los Angeles on November 17, 1917,⁶³ a company with direct ties to Anderson.⁶⁴ In that year, the Federation of Women’s Clubs⁶⁵ and other organizations joined the

⁵⁹ The Hotel, Rooming, and Apartment House Association, Resolutions, 1-2.

⁶⁰ The Hotel, Rooming, and Apartment House Association, “People’s Ordinance,” 2.

⁶¹ City of San Diego, “Ordinance 5265- An Ordinance to Protect the Health, Comfort, and Security of the Inhabitants of the City of San Diego,” (Septemer 10, 1913), 4; The Hotel, Rooming, and Apartment House Association, “People’s Ordinance,” 1-3.

⁶² The Hotel, Rooming, and Apartment House Association, “People’s Ordinance,” 2.

⁶³ George A. Binney, “Letter to the Editor: The Garbage Question,” San Diego Union, (March 7, 1919), 2.

⁶⁴ “City is Not Yet Ready to Care for Garbage,” San Diego Evening Tribune, (April 15, 1919), 9.

⁶⁵ Alice Lee, “Letter to the Common Council - The Engagement of a Scientific, Sanitary Engineer and the Necessary Appropriation for the Cost thereof, and for Free Collection of City Refuse: San Diego Federation of Women’s Clubs,” (March 19, 1917), 1.

Hotel and Restaurant Men⁶⁶ in calling for the City to provide collection, with the service to be paid for by a general tax.⁶⁷

The San Diego Federation of Women's Clubs submitted a petition to the City Council March 19, 1917, stating that the total population included 92,000 people, consisting of 6,000 families representing 30,000 people each paying \$.50 for the removal of garbage and \$.25 per barrel for removal of rubbish, representing a total output of \$54,000 per year. Rather than leaving hauling and management up to a private contractor, the Women pointed out systems in Europe, Milwaukee, and Austin that were managed by a sanitary engineer, paid for by taxes, and approved by the State Board of Health. They envisioned a multifaceted management system that included hog farming and incineration.⁶⁸

In the meantime, in an attempt avoid collection fees, the Hotel and Restaurant Men, began hauling garbage directly to the hog farmers. Believing that the Hotel and Restaurant Men had violated Binney and Company's exclusive franchise, the City Council enacted an ordinance on March 13, 1918 prohibiting non-permitted haulers from selling garbage to hogs farmers.⁶⁹

Harry Rudder, Chairman of the Commercial War League, expressed concern about this action. He argued that grain should be conserved for the war effort; therefore, garbage to hog farms should not be limited.⁷⁰ Additionally, the Hotel and Restaurant Men argued that food waste had a market value, and they should not be compelled to give it to Binney and Company.⁷¹ The Hotel and Restaurant Men met with City Councilmembers in closed session to discuss the situation, urging the Council not to allow the hogs to be deprived of food. The press reported: "[y]oung pigs are now starving to death because the brood sows have had nothing to eat since the hauling of garbage [by the Hotel Men] was prohibited . . ."⁷²

The Hotel and Restaurant Men wanted the City to allow them to sell waste to hog farmers and also to revoke the contract with Binney and Company. They advocated redirecting the responsibility of collection to the City, to be paid for by hog farm revenues and a general tax.⁷³ The association backed a ballot initiative, and purchased advertisement space in the newspaper that endorsed a proposed "People's Ordinance," for "free refuse collection." The advertisement agreed with opponents of the Ordinance that it would raise the tax rate, but emphasized that this tax increase would be more than offset by the fact that people would no longer need to spend from \$6 to \$12 a year for Binney's services.⁷⁴ By today's standards, \$6 to \$12 per year in 1918 translates to about \$95 to \$190 per year, which is comparable to current collection costs in the

⁶⁶ The Hotel, Rooming, and Apartment House Association, "People's Ordinance," 1-3.

⁶⁷ Alice Lee, loc. cit.; Aldine R. Voris, op. cit., 1-2.

⁶⁸ Alice Lee, loc. cit.

⁶⁹ Coleman Conrad, "Report No. 94-223: Consideration of a Ballot Measure for November 1994 Election to Amend the 1919 People's Ordinance, Municipal Code Section 66.0123, Refuse Collection," City of San Diego Manager's Report, (July 22, 1994), 2.

⁷⁰ "Food Administration Takes Part in Garbage Conference," San Diego Union, (March 21, 1918).

⁷¹ Coleman Conrad, loc. cit.

⁷² San Diego Union, Food Administration, under "Pigs Starving."

⁷³ "City Will Feed Garbage to Hogs, Council Decides," San Diego Union, (April 15, 1919), 9.

⁷⁴ Hotel and Restaurant Men of San Diego, "The Garbage Question," San Diego Evening Tribune, (April 8, 1919), 2.

San Diego area.⁷⁵ The City allowed Binney to charge one cent per gallon of refuse. The Restaurant Men argued that a cafeteria producing 160 gallons of refuse per day would have to pay \$48 per month, and that Binney would also profit from sales to a hog farm; or that he could feed 100 hogs with this amount of garbage. They said hog feed cost \$3 per 100 pounds.

“Let our city feed 3000 head of hogs, which will more than supply pork for all of the institutions kept up by the tax payers. Vote ‘yes’ on the health ordinance.”⁷⁶

Binney, on the other hand, argued that the tax required by the proposed People’s Ordinance would not be equitable. While the tax would be levied to all properties, only restaurants and hotels would be major benefactors, because they were the biggest waste generators.⁷⁷

On April 8, 1919, the same year the United States Congress enacted prohibition, the voters of San Diego enacted “The People’s Ordinance Regulating Collection and Disposal of Garbage,” (SDMC § 66.0123) establishing that:

“It shall be the duty of the Manager of Operations of the City of San Diego to gather, collect, and dispose of all city refuse... and it shall be the duty of the Common Council of said City to levy and collect a sufficient tax each year for the purpose of paying the cost of the collection and disposal of said city refuse.”⁷⁸

The Ordinance had the effect of cancelling Binney’s contract.⁷⁹ The City became responsible for trash collection and for imposing a tax to pay for any costs not covered by proceeds from the sale of hog feed.⁸⁰ The ordinance also required haulers to have permits from the City, waste generators to separate garbage from refuse, to wash their containers, and it set specific times for refuse collection, by district.⁸¹ The City Council also approved \$12,500 to buy hogs and for other necessary equipment.⁸² The “People’s Ordinance” redirected responsibility for refuse hauling from the Department of Finance, Way, and Means to the Manager of Operations.

Resolution No. 24474 authorized City vehicles in the Streets Division to collect waste, but the City needed these vehicles for other uses.⁸³ A newspaper article dated April 11, 1919 asked:

“When and how will the garbage be collected? How will the City get the equipment? Where is the money coming from?”⁸⁴

⁷⁵ “Inflation Calculator,” Bureau of Labor Statistics, accessed February 14, 2011, <http://www.dollartimes.com/calculators/inflation.htm>.

⁷⁶ Hotel and Restaurant Men of San Diego, *Ibid*.

⁷⁷ George A. Binney, *loc. cit*.

⁷⁸ City of San Diego, "Ordinance No. 7691- People's Ordinance Regulation Collection and Disposal of Garbage," (April 14, 1919), 68.

⁷⁹ George A. Binney, *loc. cit*.

⁸⁰ "Garbage Question is Problem for City Officers," San Diego Union, (April 11, 1919).

⁸¹ City of San Diego, "Ordinance 7791 - An Ordinance to Protect the Health, Comfort, and Security of the Inhabitants of the City of San Diego," Municipal Permit Provision, (July 21, 1919), 72; Appendix I - 1919 People’s Ordinance.

⁸² San Diego Evening Tribune, “City is not yet ready,” 9.

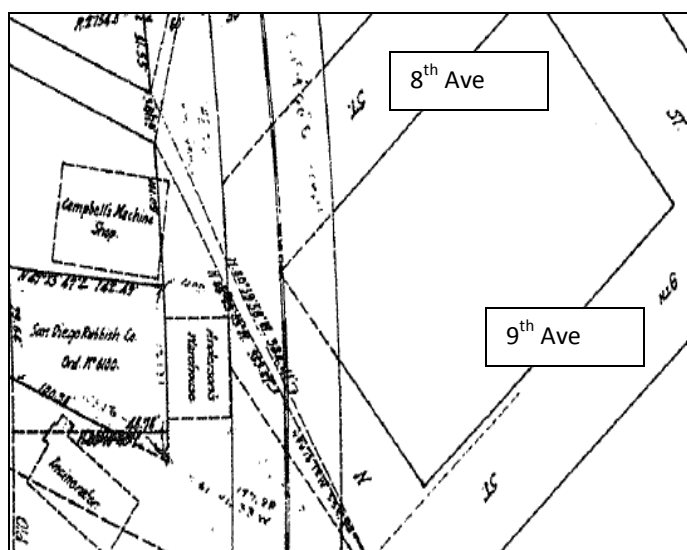
⁸³ City of San Diego, "Resolution No. 24474 - Authorizes [the City] Manager [to] Use Equipment [from the] Street Department [to] Collect Garbage," (May 2, 1919), 2.

⁸⁴ San Diego Union, “Garbage Question is Problem,” *loc. cit*.

None of these details were prescribed in the Ordinance, which eliminated \$400 per month in revenues the City had been collecting from Binney, replacing it with a \$75,999 per year liability.⁸⁵ A news article of May 2, 1919 identified further difficulties with the transition. The mayor vetoed appropriations the Council had made to purchase trash hauling horse teams and wagons from Anderson, the City's former contractor, because the mayor believed the price was too high.⁸⁶ In the meantime, garbage went uncollected.⁸⁷ Eventually, the City Council made arrangements for Anderson to collect waste while City services were modified and new equipment purchased.

TIDELANDS OPERATIONS

At the time the City enacted the People's Ordinance, problems with the McGuire incinerator became evident.⁸⁸ The City decided to replace it with a "garbage hopper." In an uncompetitive



*Tidelands at the foot of Eighth Avenue.
Photograph from City of San Diego archives.*

bid process,⁸⁹ in 1926 the City contracted with H. O. Duerr of San Diego Disposal Company to construct the garbage hopper, or "trash mill," adjacent to the City's incinerator at the foot of Eighth Avenue, an area also called Tidelands.⁹⁰ The hopper was intended to process 650 truckloads per month.⁹¹ The City paid Duerr \$2 per load in excess of 650 truckloads, and \$2 for each dead cow or dead horse.⁹² Duerr paid the City \$3 per load for each load of paper, rags, and scrap iron he salvaged.⁹³ City forces collected refuse in metal-bodied trucks and delivered it to the hopper.⁹⁴

Hog farmers drove to the hopper to load their trucks with food waste.⁹⁵ Profit margins on garbage sales to hog farms shrank when the price of pork fell during the Great Depression, which lasted from 1929 until 1939.⁹⁶ Likewise revenues from salvaged items fell.⁹⁷ Some garbage

⁸⁵ Ibid.

⁸⁶ "Wilde Will Veto Plan to Purchase Rubbish Outfit," San Diego Union, (May 2, 1919).

⁸⁷ San Diego Evening Tribune, "Garbage and Rubbish Collections Halted; Ordinance is Vetoed," (May 2, 1919).

⁸⁸ San Diego Union, "Garbage Question is Problem," loc. cit.

⁸⁹ San Diego Union, "Inquiry Reveals Bids Not Asked on Trash Award," (March 8, 1933).

⁹⁰ Ryan Moroney, op. cit., 3.

⁹¹ San Diego Union, "Tidelands Dumping Costs City Large Sum," (March 3, 1933).

⁹² Ibid.

⁹³ Ibid.

⁹⁴ George S. Morgan, "Letter to Mr. Edward T. Ross, Division Chief of Sanitation in the State Department of Public Health: San Diego Garbage and Can Dump," (May 5, 1931), 1.

⁹⁵ Ibid.

⁹⁶ Martin V. Melosi, op. cit., 187.

⁹⁷ San Diego Union, "Council Sniffs Garbage Grief," (April 11, 1933).

continued to go to hog farms and some rubbish was incinerated or directly dumped into the Tidelands. Duerr also used a 250-ton barge to dump additional refuse at sea.⁹⁸

The garbage hopper served as an early, labor intensive, materials recovery facility. It received its share of complaints, including this analysis by George Morgan, the State Sanitary Inspector in 1931:

“ . . . East of this loading station lies the can dump, and on the West is the paper-bailing shed. A short distance South, on the edge of the bay, is the trash and rubbish sorting and loading mill....A drain from this garbage dump leads directly into a narrow channel between the dump and the can dump, which in turn runs directly into the bay, close to the refuse and trash mill. A certain amount of garbage was observed lying underneath the shoots [sic], but it was understood that all bins are emptied daily.

“The refuse and trash mill is privately owned, and consists of corrugated iron and wood buildings, employs 18 to 20 persons, and [is] operated partly by machinery.

“All trash is sorted at this point, anything of value being saved, and the refuse being loaded onto barges and towed for a distance of twenty (20) miles out to sea . . .

“Many rats were trapped in this area . . . it is considered that some other method of disposal is advisable, and it is suggested than an incinerator or garbage reduction plant be constructed. It is also suggested that men be employed for the purpose of trapping and poisoning rats . . .”⁹⁹

Because the City hired Duerr without soliciting competitive bids,¹⁰⁰ many residents called for the City to void its contract with Duerr and conduct operations with City forces. In 1932, Campbell Machine Co. and the City filed suit against Duerr for illegal dumping. Newspaper articles reported the “amazing fact that the city was paying more than \$2,000 a month for the privilege of dumping on its own tidelands . . .” Calling the Tidelands a “nuisance,” the press reported H. O. Duerr’s “favorable deals” with the City.¹⁰¹

In 1933, Duerr agreed to pay a \$5,000 bond for cleanup, though the bond company refused to post the bond. Duerr sold the Disposal Company in 1934 to 36 of his creditors. They financed a “Rubbish Reduction Plant,”¹⁰² which included a conveyor belt, magnetic separator, picking line and incinerator.¹⁰³ The City’s inspection of the plant found that dumping of waste and ash continued.¹⁰⁴ Despite the City’s efforts to stop burn and dump operations, they continued at this location into the 1940s,¹⁰⁵ generating complaints. A 1935 article described “piles of chicken

⁹⁸ San Diego Union, “Tidelands,” loc. cit.

⁹⁹ George S. Morgan, loc. cit.

¹⁰⁰ San Diego Union, “Inquiry Reveals,” loc. cit.

¹⁰¹ San Diego Union, “Tidelands,” loc. cit.

¹⁰² Ryan Moroney, op. cit., 4.

¹⁰³ San Diego Union, “Disposal Plant Unsanitary, Dust, Rat Source, City Doctor Reports,” (July 23, 1935).

¹⁰⁴ Ryan Moroney, loc. cit.

¹⁰⁵ Ibid.

entrails, heads, and leg bones ... attracting rats and flies.”¹⁰⁶ Tideland dumping continued until completion of the 10th Avenue Marine Terminal in the 1950s.¹⁰⁷

Growth and suburban development in the 1940s and 1950s pushed hog farms farther away from the urban center,¹⁰⁸ which increased the cost of transportation. Increased feed costs, coupled with lower hog prices, caused many of the hog farms to close.¹⁰⁹ In 1959, the City passed an ordinance, which became effective in 1962, placing severe restrictions on cattle, goat, and hog ranches within the City limits. When this ordinance came into effect in 1962 and the ranches were notified that they must cease operations, the City stopped collecting garbage for hog feed altogether.¹¹⁰

CITY COLLECTION AND DISPOSAL

In 1932, the voters modified the Charter, moving waste management from the Street Bureau to the Department of Public Works.¹¹¹ According to a 1933-1934 Annual Report, City operations were cost-effective as compared with rates charged by private refuse collectors: “No bids which have been received for the performance of this work under private contract have succeeded in coming within present costs.”¹¹² Services provided in that year included daily refuse collection in the business district, twice a week collection in residential areas, and weekly or bi-weekly in more remote areas. Garbage was collected and hauled to the hopper, where it was sold to a local hog raiser’s association.¹¹³

In 1938, the City Planning Commission issued a Report on Refuse Dumps.¹¹⁴ Unsightly dumps around the City were found not to be in the best interests of development in the City. Operators of an estimated 57 refuse dumps routinely burned waste onsite. The report recommended minimizing the number of private dumps, centralizing them, keeping them mostly out of public view, and managing them to reduce disease-causing vectors.¹¹⁵

During World War II, San Diego provided jobs in the defense industry. As the amount of waste generated grew, incineration became more important.¹¹⁶ To address this issue, Ordinance 2554 made it a misdemeanor to not separate combustible rubbish from incombustible rubbish.¹¹⁷

From the late 1940s through 1951, the City used a 92-acre section of North Chollas as a burn dump site.¹¹⁸ The City placed community incinerators at convenient locations throughout the

¹⁰⁶ Ibid.

¹⁰⁷ San Diego Port District, *op. cit.*, 42.

¹⁰⁸ San Diego Union, “Must End Operations: 13 Hog Ranchers Get City Notices,” (May 27, 1962).

¹⁰⁹ Martin V. Melosi, *op. cit.*, 188.

¹¹⁰ San Diego Union, “Must End Operations,” *loc. cit.*

¹¹¹ City of San Diego, “Annual Report of the Public Works Department for the Fiscal Year 1933-1934,” 16.

¹¹² Ibid.

¹¹³ Ibid, 16-17.

¹¹⁴ City of San Diego: Planning Commission, “Document #306491: Report on Refuse Dumps,” (January 31, 1938).

¹¹⁵ Ibid.

¹¹⁶ San Diego Union, “New Disposal Plan Started,” (October 18, 1942).

¹¹⁷ City of San Diego, “Ordinance No. 2554 - An Ordinance providing for the segregation of City waste matter and prescribing penalty for the violation of the provisions thereof,” (October 6, 1942).

City, for example, at Columbia and Laurel Streets and at 24th Street and Island Avenue.¹¹⁹ Residents also used their own backyard incinerators from the 1940s through the 1960s as a “sanitary” method of disposing rubbish.¹²⁰ The City abandoned incineration as a means of disposal in 1951 in favor of landfilling,¹²¹ but incineration continued at privately-operated facilities for several years thereafter.¹²² Although the City collected no income to offset costs, the City did not impose the tax that the People’s Ordinance required to fund services. Instead the City tapped its General Fund.¹²³

THE FIRST LANDFILLS

The first “sanitary landfill” in the nation opened in 1937 in Fresno, California. Landfill operators dug trenches and filled them with trash. Bulldozers compacted waste and covered it with a layer of dirt at the end of each day. Trash compaction was thought to reduce vermin and to allow the site to be reclaimed for construction after a landfill had closed.¹²⁴

In 1951, the South Chollas Landfill began accepting loads of waste for disposal, operating until 1981.¹²⁵ In 1987, the City contracted SCS Engineers to build a gas collection and flaring system at Chollas. The gas collection system, which is still in place, uses a perforated pipe surrounded by a layer of gravel to collect the methane that is generated by decomposing organic material in the landfill. The gasses are drawn with a gentle vacuum to the flare, which burns the methane, producing primarily carbon dioxide emissions, which are less harmful to the atmosphere than methane.¹²⁶



South Chollas Landfill.
Photograph from City of San Diego archives.

¹¹⁸ City of San Diego: Environmental Services Department, “Closure Requirements and Landfill Summaries,” (November 23, 2004).

¹¹⁹ San Diego Union, “New Disposal Plan Started,” loc. cit.

¹²⁰ Ibid.

¹²¹ Martin V. Melosi, op. cit., 184.

¹²² Gene Blake, “Principal Holdout Against Ban on Incinerators,” Los Angeles Times, (July 31, 1955).

¹²³ Jan I. Goldsmith, “Charter sections 26 and 26.1 and the People’s Ordinance,” Memorandum of Law, (July 16, 2010): 3.

¹²⁴ “Fresno Sanitary Landfill,” National Historic Landmarks Program, accessed April 16, 2003, <http://tps.cr.nps.gov/nhl/detail.cfm?ResourceId=2018129883&ResourceType=Site>.

¹²⁵ “Facility/Site Summary Details: South Chollas Sanitary Landfill (37-AA-0022),” CalRecycle, <http://www.calrecycle.ca.gov/SWFacilities/Directory/>.

¹²⁶ SCS Engineers, “Technical Specifications for Landfill Gas Migration Control Facilities, Westerly Boundary of the South Chollas Landfill,” (September 1986).

In 1952, the City began accepting waste at Mission Bay and Arizona Street Sanitary landfills.¹²⁷ These sites were originally intended to be rubbish dumps, but by 1956, as hog farms provided less of a market for garbage,¹²⁸ these facilities began accepting mixed loads of garbage and rubbish.



*Arizona Street Landfill.
Photograph from City of San Diego archives.*

At Arizona Street and South Chollas landfills, haulers dumped their loads into canyons, but at the Mission Bay Landfill, located on a flat, sandy shoreline, operators dug long trenches approximately 60 feet long and 15 feet deep. Trucks dumped loads near the trenches and then bulldozers pushed the waste in, compacting it and covering it with a layer of dirt. After the landfill closed in 1959,¹²⁹ crews placed five to twenty feet of fine-grain sandy silt from the dredging of Mission Bay over the top.¹³⁰

In 1959, the City opened the South Miramar Landfill on 192 acres leased from the U.S. Navy on the southern portion of what is now Marine Corps Air Station Miramar.¹³¹ The site primarily received municipal refuse; however, City reports note the possibility of one to seven million gallons of liquid industrial waste dumped between 1959 and 1967.¹³²

¹²⁷ Woodward-Clyde Consultants, "Site Assessment Report-Mission Bay Landfill," (November 17, 1983), i; Kleinfelder Inc, "Closure and Post-closure Maintenance Report for the Arizona St. Landfill Monitoring Mitigation Control System," (January 1990), 1-1.

¹²⁸ San Diego Union, "Must End Operations," loc. cit.

¹²⁹ Woodward-Clyde Consultants, loc. cit.

¹³⁰ City of San Diego: Environmental Services Department, "Post-Closure Maintenance Plan (PCMP): Mission Bay Landfill," (December 1994): 1.

¹³¹ Arthur L. Coe, "Order No. 94-28: Closure and Post-closure Maintenance Requirements for City of San Diego, Allred Collins Partnership, and US Navy South Miramar Landfill City of San Diego," California Water Quality Control Board - San Diego Region, (May 12, 1994).

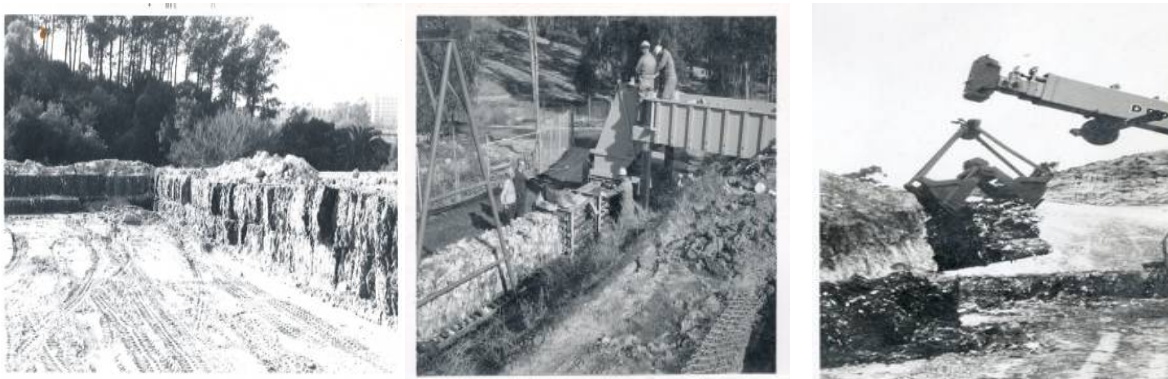
¹³² City of San Diego, "Report of Waste Water Discharge for North and South Miramar Landfills," (February 13, 1990).

In 1966, the City acquired a canyon at Paradise Valley Road and Potomac Street for development of a park. Under an agreement with the City, the County of San Diego operated the Paradise Landfill until 1967, filling the canyon with approximately 145,000 cubic feet of waste. After closure of the landfill, the City developed Paradise Hills Park on the site.¹³³

The City closed the South Miramar Landfill in 1973, followed by the Arizona Street Landfill in 1974.¹³⁴ The City began operating the Montgomery Landfill in 1974 and closed it in 1990. From 1973 through 1983, the City accepted 750,000 tons of waste per year at the North Miramar Landfill. The City opened West Miramar in 1983. Provided waste reduction strategies are effective, this landfill is expected to provide capacity through 2022.¹³⁵ A proposed height increase would extend its life through 2030.

While the City of San Diego developed its solid waste system for its residents, the County of San Diego provided disposal services for the rest of the County. The County of San Diego opened Sycamore Canyon Landfill (located within the City of San Diego) in 1962, Otay Landfill (located in an unincorporated island within the City of Chula Vista) in 1963, Ramona Landfill in 1969, Borrego Landfill in 1973, and San Elijo Landfill in 1978.¹³⁶ The military opened Las Pulgas and San Onofre landfills in 1971 and 1974, respectively, for disposal of Camp Pendleton waste.¹³⁷

WASTE VOLUME REDUCTION STRATEGIES



A pilot baling project carried out in 1972 at Balboa Park.

Photographs from City of San Diego archives.

¹³³ T. W. Fletcher, "Report to the Honorable Mayor and City Council from the City Manager-Sanitary Fill on Paradise Hills Park and Recreation Center Site," City of San Diego, (July 30, 1966).

¹³⁴ Richard L. Hays, "Zero Based Management Review Committee Presentation," City of San Diego: Environmental Services Department, (March 29, 1999).

¹³⁵ Bryan A. Stirrat and Associates, "Long-Term Waste Management Options Report: Miramar Landfill," (2010).

¹³⁶ CalRecycle, "Landfills," accessed April 2011, <http://www.calrecycle.ca.gov/SWFacilities/Landfills/>; David Sterrett, "County to Accelerate San Marcos Landfill Restoration," North County Times, July 28, 2005, http://www.nctimes.com/news/local/article_b53e1f60-6e49-53f6-bfbc-b75300634194.html; See Appendix III.

¹³⁷ CalRecycle, "Active Landfills Profile for Las Pulgas Landfill (37-AA-0903)," accessed April 2011, <http://www.calrecycle.ca.gov/profiles/Facility/Landfill/LFProfile2.asp?COID=37&FACID=37-AA-0903>; CalRecycle, "Active Landfills Profile for San Onofre Landfill (37-AA-0902)," accessed April 2011, <http://www.calrecycle.ca.gov/profiles/Facility/Landfill/LFProfile1.asp?COID=37&FACID=37-AA-0902>.

In 1972, the City moved its waste collection and landfill divisions from the Department of Public Works to the General Services Department.¹³⁸ The City had just begun a pilot project, funded by a federal grant, to determine the feasibility of baling waste to reduce volume. Crews baled household refuse at 20th and B streets, the location of a former City garage. They took the bales to the Arizona Street Landfill and stacked them into the canyon.¹³⁹ The City accepted 60,000 tons of waste from 1971 through 1973 at this 26th Street Bale Site. At the conclusion of the pilot, the City developed the site as a parking lot for the municipal golf course. Baling on a larger scale would have required significant capital investment in labor and baling equipment, so the practice, though effective at increasing compaction rates, was discontinued because it was not economical.¹⁴⁰

In 1975, the City of San Diego and the County of San Diego investigated another volume reduction strategy, proposing the San Diego Energy Recovery (SANDER) project, a waste-to-energy facility.¹⁴¹ In 1980, the joint City-County SANDER Authority issued a request for information and qualifications for construction and operations of a 1,200 ton per day waste-to-energy plant. The Authority selected the proposal submitted by Signal Environmental Systems, Inc. In April of 1985, the City Council voted to increase the project size from 1,200 to 2,250 tons per day. Signal submitted an application for certification to the California Energy Commission in December of that year.¹⁴² In 1986, the City and the Department of Navy entered an agreement and swapped City property near Chollas Landfill for 42.8 acres of military land near the Miramar Landfill to be used for the SANDER Project.¹⁴³

Residents of the area and environmental groups believed that fumes emitted from the plant would pollute the region's air and would have negative health effects on residents of the Clairemont area.¹⁴⁴ In 1987, the voters enacted Proposition H, "The Clean Air Initiative," which restricted the size and possible location of waste-to-energy plants, making the proposed project unviable.¹⁴⁵

¹³⁸Robert A. Epler, pers. com. (March 26,2009).

¹³⁹ Air Pollution Control District, "Solid Waste Assessment Test," (November 1986).

¹⁴⁰ International Technology Corporation, "Solid Waste Assessment Questionnaire, 26th Street Baled Refuse Sanitary Landfill-San Diego, California," (June 1992).

¹⁴¹ Coleman Conrad, "Report No. 87- 465: Status Report on SANDER Project," City of San Diego Manager's Report, (September 15, 1987).

¹⁴² Coleman Conrad, "Report No. 86-467: SANDER Project Update and Alternatives," City of San Diego Manager's Report, (September 1986).

¹⁴³ City of San Diego, "Property Information Summary: SANDER Site," (November 12, 2010), 1.

¹⁴⁴ David Mundstock, San Diego Energy Recovery Project (SANDER), December 24, 2001, accessed February 2011, <http://powerplanting.homestead.com/files/SANDER.htm>.

¹⁴⁵ "Trash Trauma," San Diego Union, (August 4, 1988).

CHAPTER 4: 1987-PRESENT



*The Mobro 4000 highlighted the importance of waste reduction and recycling.
Photograph courtesy of John E. Conover, Jr.*

LANDFILL CAPACITY CRISIS

The Resource Conservation and Recovery Act (RCRA) of 1976 and the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA or Superfund) of 1980 increased governmental oversight and regulation of hazardous and municipal solid waste. While these laws insured safer handling and disposal of waste, they also added costs to its management. Additional laws, such as the 1969 National Environmental Policy Act and the 1970 California Environmental Quality Act gave the public a stronger voice in opposing the development of facilities. Permitting of new solid waste facilities became a more time consuming and expensive task.

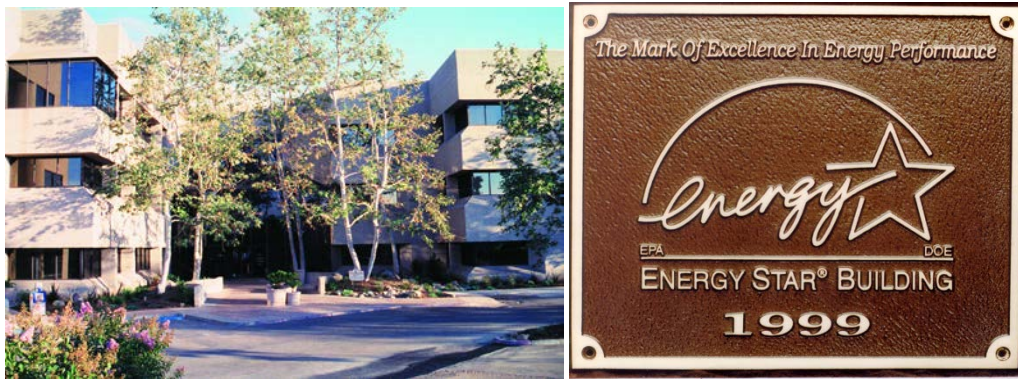
In 1987, a barge named *Mobro* left Islip, New York carrying 3,186 tons of baled trash bound for southern landfills. Several southern states and three foreign nations barred the barge from docking because they said they lacked landfill space. For more than 100 days the *Mobro* traveled around the Gulf of Mexico and the Atlantic until finally returning to Islip, where disposal capacity was finally identified. The media coverage of this incident drew attention to the landfill crisis. This event changed people's perception of waste management and emphasized the importance of recycling and waste reduction.¹⁴⁶

In San Diego and throughout California, landfills reached capacity and closed as waste volumes increased. The City Council responded with Policy 900-06 effective September 21, 1987 setting a waste reduction goal for the City of 25 percent by July 1, 1992.¹⁴⁷ The Council adopted a Recycling and Waste Reduction Plan on July 25, 1988. The City planned to achieve this diversion of waste from disposal through curbside collection of recyclables, buyback and composting facilities, and other programs.

¹⁴⁶ Jacob V. Lamar Jr. et al., "Don't be a Litter Barge," May 4, 1987, accessed January 2011, <http://www.time.com/time/magazine/article/0,9171,964245,00.html>.

¹⁴⁷ City of San Diego, "Council Policy No. 900-06: Solid Waste Recycling," (September 21, 1987), 2.

In 1988, the City established a Waste Management Department comprised of three divisions: Collections, Disposal, and Resource Conservation and Recovery.¹⁴⁸ Former Collection Division Deputy Director, Richard L. Hays, headed the new department, with William Sterling in charge of Disposal, Ernest Anderson over Collection, and Robert A. Epler managing Resource Conservation. Separate buildings housed the divisions; Resource Conservation at 525 B Street, Disposal at the Miramar Landfill, and Collection offices at the Chollas Landfill. Collection vehicles repairs took place at 20th and B Street. The Director consolidated offices at a leased building on Murphy Canyon Road to unify the Department and streamline administrative services, later moving the offices to their current location at 9601 Ridgehaven Court.¹⁴⁹



*Ridgehaven "Green Building" Demonstration Project.
Photographs from City of San Diego archives.*

In 1989, the State legislature, responding to the landfill crisis, approved Assembly Bill 939, the Integrated Waste Management Act. This law required every city and county in California to divert 25 percent of its waste stream from disposal by the year 1995, and 50 percent by the year 2000. The City of San Diego continues to meet and surpass the State mandate.¹⁵⁰

The law also created the California Integrated Waste Management Board (CIWMB), now CalRecycle. It required local governments to prepare Source Reduction and Recycling Elements (SRREs), detailing how they would achieve this waste reduction mandate.¹⁵¹ The law, as amended over the next few years, also required additional elements, such as the Household Hazardous Waste Element and the Non-disposal Facility Element. Counties were responsible for summarizing their own SRREs, together with the SRREs from their cities, into an overall Summary Plan and Siting Element. The Summary Plan and Siting Element had to show that the county had a strategy for providing 15 years of disposal capacity. If a city or county failed to meet the requirements, penalties of up to \$10,000 per day could be assessed.¹⁵²

¹⁴⁸ Yvonne Williams, pers. com. (January 4, 2006).

¹⁴⁹ Robert A. Epler, pers. com. (March 26, 2009).

¹⁵⁰ City of San Diego: Environmental Services Department, "San Diego's Premiere 'Green Building' Saves Money and the Environment," accessed November 12, 2010, <http://www.sandiego.gov/environmental-services/geninfo/ridgehaven/index.shtml>.

¹⁵¹ CalRecycle, "History of California Solid Waste Law," 1985-1989, updated December 22, 2009, accessed February 2011, <http://www.calrecycle.ca.gov/Laws/Legislation/CalHist/1985to1989.htm>.

¹⁵² California Public Resources Code, <http://www.leginfo.ca.gov/cgi-bin/calawquery?codesection=prc&codebody=&hits=20>.

EXTENDING LANDFILL LIFE

One of the first City-operated recyclable materials collection programs began in 1988, with curbside collection from 18,000 single family residences. This recycling pilot required residents to separate glass, plastics, and paper into three different color-coded bins. In the 1980s, most recycling facilities were located in Asia. Although recyclable materials collection added yet another expense to the City's waste management program, diverting materials from the landfill to preserve capacity was a priority. The sale of the recyclable materials generated funds, but the costs associated with containers, transportation, and labor far outstripped the revenues.¹⁵³

In addition to diverting materials from disposal, the City sought ways to increase the airspace of the Miramar Landfill. In October of 1988, the City issued a Request for Proposals (RFP) for the removal of rock aggregate materials underlying the Phase II section of the West Miramar Landfill. The City received two proposals, one from a Venture Team composed of CalMat Company, H. G. Fenton Material Company, and Sim J. Harris Company, and one from West Coast General Corporation. The Venture Team proposed to charge the City for mining activities, while West Coast General Corp. proposed to pay the City for each ton of rock aggregate removed. The Venture Team had strong technical qualifications, while West Coast General Corp. was a relatively small company.

To quell fears about its ability to handle the project, West Coast General Corporation enlisted the backing of Superior Ready Mix Concrete, a multimillion dollar veteran of public works projects. The City used West Coast General Corporation for a smaller rock aggregate extraction project in Phase I of the Landfill. The smaller project served as a pilot study for the larger Phase II project. Reassured by the work on Phase I and the joint venture with Superior Ready Mix Concrete, the City entered into a contract with West Coast/Superior on November 23, 1992 to remove the rock aggregate, with 90 percent of the profit going to the Department of the Navy, which owns the land.¹⁵⁴

Yet another project designed to preserve capacity in the landfill, the Miramar Greenery, began in 1986 and is still in operation. This facility accepts source-separated loads of yard waste. Homeowners, landscapers, and City crews take yard waste to the Greenery. In 1995, the City added compost and wood chip products to the mulch produced at the Greenery. In 2009, the City more than doubled the size of the facility to 74.5 acres, with a maximum tonnage of 650 per day, processing a maximum of 301,000 cubic yards per year.¹⁵⁵

Following the success of its Greenery program the City proposed a Materials Recovery Facility (MRF) in 1991. Per the request of the City's landlord, the Department of the Navy, the City developed a General Development Plan that included the MRF. The General Development Plan described the City's plans for facilities on its leasehold, within what is now Marine Corps Air Station Miramar.¹⁵⁶ The City entered into negotiations with Daneco, Inc., which would be responsible for the "design, construction, and operation of a facility to process 300,000 tons per

¹⁵³ City of San Diego, "Fiscal Year 1989 Annual Budget," (June 13, 1988).

¹⁵⁴ Robert J. Ferrier, "Letter to Mr. Strotman: Phase II Aggregate and Dirt," (November 17, 1994).

¹⁵⁵ CalRecycle, <http://www.calrecycle.ca.gov/SWFacilities/Directory/37-AB-0003/Detail/>.

¹⁵⁶ CalRecycle, "Local Government Central: Glossary of Terms," updated August 12, 2009, accessed February 25, 2011, <http://www.calrecycle.ca.gov/LGCentral/Glossary/>.

year of municipal solid wastes.”¹⁵⁷ Daneco’s proposed MRF included extracting recyclables from the solid waste stream and converting organic materials into compost. Waste would be conveyed to sorting rooms for machines and staff to pick out the recyclable materials from selected loads. Officials from the City’s Waste Management Department visited one of Daneco’s existing facilities in Mora, Minnesota. The facility’s performance fell below San Diego’s expectations.¹⁵⁸ On August 14, 1995, the City Council terminated the project for financial, market, liability, and performance reasons.¹⁵⁹

The City continued to investigate capacity-enhancing measures for the Miramar Landfill. In 2008, a modification to the lease agreement between the Marine Corps Air Station Miramar and the City allowed an increase of twenty feet to the height of the landfill. This expansion extended the life of the landfill beyond the year 2022.¹⁶⁰

AN EXPERIMENT IN RETURNING TO PRIVATIZATION

Since 1919, in reaction to negative experiences with private collection, San Diego used City crews for services specified by the People’s Ordinance.¹⁶¹ In the 1990s, City Councilmember’s asked if the private sector could provide collection service more cost-effectively. As the City expanded the recyclable materials collection program to approximately 80,000 homes, the City investigated this question.

Waste Management Incorporated (WMI) won the contract for the private portion of the collection.¹⁶² Two different routes were created, designed to be as equal as possible, although the City had 10 percent more customers. For the next two years the City and WMI collected recyclables from the residences, with the customer service line provided by the City. Although WMI collected the recyclables for 10 percent less than the City, it became apparent that WMI’s quality of service, with 20 times the complaint rate, did not match the City’s.¹⁶³ WMI delivered bins to households outside of the service area boundary on eleven separate occasions, affecting hundreds of residents, and in other instances failed to deliver containers. WMI delayed initiation of service three months beyond the target date. Missed collections points do occur occasionally. However, WMI fell below industry standards, taking as long as one week to collect missed set outs. WMI also frequently improperly offloaded materials, thereby reducing the recycling value. While bin replacement is expected to occur within one week, WMI took up to three months to replace bins. Replacement usually required two to four service requests before action was provided. In addition, WMI phone logs were inaccurate, with as many as 115 calls not recorded in a one month period.¹⁶⁴

¹⁵⁷ City of San Diego, "Minutes of the Council of the City of San Diego," (July 22, 1991), 23.

¹⁵⁸ City of San Diego, "Minutes of the Council of the City of San Diego," (February 22, 1994), 38.

¹⁵⁹ Don Weston, pers. com.. (November 1, 2005).

¹⁶⁰ Jose Ysea, "Fact Sheet: Height Increase Agreement Extends Lifespan of Miramar Landfill," (City of San Diego: Environmental Services Department, February 9, 2009), 1; Bryan A. Stirrat and Associates, loc. cit.

¹⁶¹ Clayton, op. cit., 1.

¹⁶² City of San Diego, "Resolution No.276355: An Agreement with Waste Management of San Diego for Curbside Recycling Services," (August 6, 1990).

¹⁶³ Charlette Strong, "City of San Diego Memorandum: WMI Contract Summary," Memorandum to Kip Sturdevan, Recycling Program Manager, (May 19, 1999).

¹⁶⁴ Ibid, 3-6.

An independent analysis conducted by Roy Weston, Inc. found that the City's public relations and information program was superior to WMI's.¹⁶⁵ Furthermore, WMI did not spend required funds on public recycling education. The City provided superior container service, service roll-out, accuracy of service, and remedying of missed stops. WMI "was found to be severely deficient when compared to the Department."¹⁶⁶ The independent assessment concluded that if the deficiencies exhibited by WMI were remedied through contractual requirements, the cost of service would increase by at least 10 percent, thereby eliminating any cost savings of privately-operated service. "With all else being equal between the costs and level of service offered by the Department and WMSD [Waste Management of San Diego], the increased control and flexibility provided by the public collection makes this the preferred approach."¹⁶⁷ At the end of the contract period, service returned to City crews.

IMPROVEMENTS TO COLLECTIONS

In the U.S. during the 1960s and 70s, rear loading packer trucks with a 20 cubic yard capacity operated by three to four people (one driver and the rest acting as manual trash loaders), provided a majority of collection service.¹⁶⁸ In 1976, larger 25 cubic yard packer trucks with



higher compaction rates became available.¹⁶⁹ Conventional wisdom said larger crews meant faster collection; however, the City discovered that if two people operated the newer type of truck, and if they took turns driving and dumping loads to avoid exhaustion, they averaged more tons collected per day than larger crews on the older trucks. Two crewmembers on a new packer averaged 16 tons of waste per day, compared to 12 tons collected by crews in the older trucks. Next, the Collections Division investigated side loader trucks operated by one person.¹⁷⁰ With these trucks added to the fleet, the City further streamlined collection costs.

Rearloader.

Photograph from City of San Diego archives.

¹⁶⁵ Roy F. Weston Inc., "Curbside Recycling Program Preliminary Competitive Assessment Report," (October 2, 1995), 2.

¹⁶⁶ Ibid, 3.

¹⁶⁷ Ibid, 6.

¹⁶⁸ Melosi, loc. cit.

¹⁶⁹ John B. Montville, "Refuse Trucks-Photo Archive," (Hudson: Iconografix, 2001), 108.

¹⁷⁰ City of San Diego: General Services Department, "1977 San Diego Solid Waste Divisions Report." (1977), 3.

In 1993, the garbage collection fleet consisted of 40 percent manual side-loaders and 60 percent manual rear-loaders. These trucks averaged 14.5 tons per day with one-person crews working the side loaders and two-person crews on the rear loaders. In late 1993 and early 1994, the City began to phase in automated collection.¹⁷¹ The automated trucks averaged 17 tons per day and only needed one operator. By 1998 all refuse collection was automated, with increased efficiencies reducing the number of trucks by 30 percent and eliminating 75 positions, resulting in a total annual savings of nearly \$2 million.¹⁷²



*Automated Collection Trucks.
Photograph from City of San Diego archives.*

In 2002, Collection Services purchased RouteSmart software to develop more efficient routes.¹⁷³ The resulting changes yielded savings of approximately \$18 million during the first 10 years compared to the old system. In 2010, Collection Services moved to ten-hour work days, resulting in a further reduced labor force, and additional cost-savings.¹⁷⁴

In April of 1997, the Department received a grant from the California Air Pollution Control District to convert 54 diesel trucks to run on clean Liquefied Natural Gas (LNG).¹⁷⁵ Each LNG-powered truck produced 50 percent less emissions; however these trucks were also \$20,000-\$30,000 more costly.¹⁷⁶ The original plan was to produce LNG from Landfill Gas (LFG) generated by West Miramar Landfill.¹⁷⁷ A contract between Applied LNG Technologies (ALT)

¹⁷¹ Jack McGrory, "Report No. 93-313: Automated Refuse Collection," City of San Diego Manger's Report, (November 3, 1993).

¹⁷² Richard L. Hays, "Zero Based Management," loc. cit.; Charles Woolever, "Collection Systems That Work! San Diego, A Case Study," City of San Diego: Environmental Services Department, (2000).

¹⁷³ City of San Diego: Environmental Services Department, "City of San Diego Environmental Services Department Citywide Routing Project," (April 17, 2002).

¹⁷⁴ Mary Valerio, pers. com., (February 2011).

¹⁷⁵ Robert J. Ferrier, Fact Sheet: Moving Targets, July 2002, accessed February 2011, <http://www.epa.gov/climatechange/wycd/waste/downloads/clean%20energy%20trans.pdf>.

¹⁷⁶ Sean Kilcarr, "FUEL for Thought," Waste Age, February 1, 2007, http://wasteage.com/mag/waste_fuel_alternative/.

¹⁷⁷ Carolyn Chase, "Cut to the Chase: Clearing Some Air," San Diego Daily Transcript,(July 12, 1999), 6A.

USA and the City specified a five-year supply of LNG at a fixed price. By 2002, the LFG portion of the project became infeasible due to an ALT Technologies bankruptcy and also lower than expected methane generation.¹⁷⁸ In the meantime, the City had secured a \$1.7 million grant from the U.S. Department of Energy for a fueling station. At the peak of this program, in 2008, the City operated 77 dual-fuel LNG refuse packers.¹⁷⁹ Subsequently, most of the dual-fuel LNG vehicles have been replaced with cleaner diesel vehicles that produce similar emissions but are less expensive to maintain.¹⁸⁰

THE REGIONAL WASTE MANAGEMENT ENVIRONMENT

The majority of the region's population resides in the City of San Diego, where City crews provide collection services required by the People's Ordinance, and the private sector provides service for the remainder of the waste generators. However, there are 17 other cities and various communities, including communities located on Indian reservations, within the County.¹⁸¹ None of these other government agencies directly provide refuse collection. The County collection system allows waste generators to choose from a list of collection providers, and negotiate their own fees. Since the 1990s, all of the other incorporated cities have provided collection via exclusive franchises with haulers, with a negotiated, pre-set fee-for-service.¹⁸²

The County developed a network of landfills, which, by the 1980s included a large landfill in the northern part of the County (San Marcos), one in the eastern part of the County (Sycamore, located in the City of San Diego, adjacent to Santee), and one in the south (Otay, located with the City of Chula Vista on land that is unincorporated).¹⁸³ This network, together with the City's Miramar Landfill in the center of the City of San Diego's population, enabled the development of a relatively efficient network of collection routes.

The residential community that developed in the vicinity of the County's San Marcos Landfill became dissatisfied with the facility. The community reported that seagulls not only visited the landfill, but also sometimes dropped tidbits collected from the landfill on the neighborhood. The community's resentment ultimately resulted in the closure of the landfill before it reached its permitted capacity.¹⁸⁴

Anticipating landfill closure, the County began the development of a waste-to-energy facility, the North County Resource Recovery Facility (NCRRF). The business plan for the NCRRF included revenues from recyclable materials sales, but North County cities instituted separate collection, leaving less to recover from the waste stream. With funding for the development of the facility coming primarily from the County's landfills, the \$134 million NCRRF put a significant strain on the County's solid waste system funds. In response, the County raised the price to dispose of

¹⁷⁸ James S. Cannon, "Greening Garbage Trucks: Trend in Alternative Fuel Use, 2002-2005," Inform Inc., (February 13, 2006).

¹⁷⁹ Richard L. Hays, "US Department of Energy: State Energy Program Application Notice to Kim Cresencia, Clean City Coordinator with the San Diego Regional Alternative Fuel Coalition," (February 18, 1999).

¹⁸⁰ Robert A. Epler, pers. com., (March, 26, 2009).

¹⁸¹ Sign On San Diego, "Book of Facts, 2002," accessed January 2011, http://www.signonsandiego.com/bookoffacts/sd_county/sdcounty_index.html.

¹⁸² Lisa Wood, pers. com. (February 7, 2011).

¹⁸³ County of San Diego, "Development Opportunities," accessed April 22, 2011, http://www.sdcounty.ca.gov/general_services/RES/Develp_Opp/RES_Develp_Opp.html.

¹⁸⁴ San Diego Grand Jury, "San Diego County's Trash Crisis - Report No. 3," (May 21, 1993).

refuse at its remaining landfills, first to \$43, and then to \$54 a ton. Rather than pay this fee to finance a facility many thought was too expensive and also environmentally un-sound, some cities decided to transfer and dispose of their waste in Orange County for \$22 a ton. Even considering transportation costs, this was an economically superior alternative.¹⁸⁵

In September 1991, the County Board of Supervisors responded to public pressure and eliminated the waste-to-energy portion of the project.¹⁸⁶ Burdened with the costs of the original engineering and permitting for a waste-to-energy facility, it became an unusually expensive Materials Recovery Facility.¹⁸⁷ The dwindling volume of waste, with diminished percentage of marketable content, meant that the County could not pay the \$28 million per year operating expenses. The County could default on its contract with Thermo-Electron, the parent company of NCRRF, and suffer a decrease in bond ratings, or it could buy out the contract.¹⁸⁸

In July 1996, the County purchased the facility from Thermo-Electron for \$134 million. It accepted bids for its solid waste system, which included the MRF and other transfer facilities, and the landfills in San Diego County except for the City-operated Miramar Landfill and the military landfills. The City of San Diego entered negotiations with the County for the purchase of the Sycamore Landfill, which is located within its borders;¹⁸⁹ however, the County sold its system to Allied Waste Industries, Inc., also known as Republic Services, Inc., for a total of \$184 million.¹⁹⁰

¹⁸⁵ Chris Gonaver, "Chris Gonaver to Mayor Atkins and City Council: Application of Refuse Collector Business Tax," (October 18, 2005); San Diego Union Tribune, North Inland edition, "Editorial: The Vista Trash Transfer Station," (November 19, 1998), B-12.

¹⁸⁶ Waste Not, "San Marcos, California: Longest Battle Against Municipal Waste Incinerator," August 22, 1991.

¹⁸⁷ San Diego Union Tribune, "Editorial: The Vista Trash," loc. cit.

¹⁸⁸ Greg Rogers, "San Diego County Recycling Center: Where Have All the Dollars Gone?" San Diego Daily Transcript, (July 1, 1997).

¹⁸⁹ Anthony Millican and Karen Kucher, "S.D. Seeks County Dump as Parkland," San Diego Union Tribune, City ed., (July 2, 1997): B-1.

¹⁹⁰ County of San Diego, "County of San Diego Statement of Proceedings Regular Meeting of Board of Supervisors," July 2, 1997, accessed April 22, 2011, <http://www.sdcounty.ca.gov/cnty/bos/agenda/sop/st19980721.html>.

CHAPTER 5: FINANCIAL CHALLENGES

PEOPLE'S ORDINANCE

The City of San Diego has faced unique financial challenges to providing solid waste management services.¹⁹¹ Although the People's Ordinance specified that a special tax should be levied, no such tax was ever imposed, placing a heavy burden on the City's General Fund. Additionally, a growing urban center and decreased tolerance for rural nuisances led the City to pass an ordinance in 1959 that prohibited commercial farms. As hogs farms moved to more remote locations or closed, so did the revenue from selling food waste as hog feed.¹⁹²

The People's Ordinance specified weekly collection, but in the 1950s many businesses and multi-family establishments needed collection more frequently. In the confined downtown areas, some did not have curb access. These waste generators contracted with private haulers for the specialized service they needed.¹⁹³ Thus, some people paid directly for refuse collection as did waste generators from other parts of the County, whereas others received the service for no fee.

Robert W. Arnhy, Executive Vice-President of the San Diego Downtown Association, proposed a more equitable solution.¹⁹⁴ He proposed to establish districts, and to charge people via their water bills a fee related to the amount of refuse produced.¹⁹⁵ City Manager Walter Hahn brought the issue before the Council, which, according to press reports, had the authority to establish assessment districts to rectify the inequity in the system. "Initially, our studies were confined to the commercial problem It became apparent, however, that equitable financing involved service throughout the entire city."¹⁹⁶ This proposal did not succeed.

In 1978, Proposition 13 thwarted the financial mechanism of the People's Ordinance by preventing the imposition of a refuse tax on property. Proposition 13, officially titled the "People's Initiative to Limit Property Taxation," amended the California constitution to cap property taxes:

"Section 1. (a) The maximum amount of any ad valorem tax on real property shall not exceed one percent (1%) of the full cash value of such property. The one percent (1%) tax to be collected by the counties and apportioned according to law to the districts within the counties."

Of that one percent property tax, most goes to State and County programs. The benefit to the City of San Diego from property taxes is approximately 17 cents per dollar collected, and none of that is earmarked for refuse collection. Critics of Proposition 13 have argued that this system

¹⁹¹ William M. Davis, "Letter to Mr. Elroy C. Klein," City of San Diego: Office of the City Clerk, (June 21, 1963).

¹⁹² San Diego Union, "Council Sniffs Garbage Grief," loc. cit.

¹⁹³ City of San Diego: Environmental Services Department, "Issue Paper: Refuse Collection Service Fees for Apartment Complexes," (October 8, 2003).

¹⁹⁴ Walter Hahn, "Refuse Collection," City of San Diego Memorandum, (July 3, 1970): 1-2.

¹⁹⁵ Walter Hahn, "City Manager's Report: Progress Report on Formation of Refuse Collection Districts," City of San Diego Council Meetings, (September 18, 1970): 2.

¹⁹⁶ David Brownell, "City Considers Charging for Trash Pickup," San Diego Union, (September 17, 1970): B-1.

unfairly benefits wealthy landowners and commercial property owners, but attempted ballot initiatives have not succeeded in altering assessment formulas.¹⁹⁷

As a result of the severe limits on property tax revenues imposed by Proposition 13, local governments use imaginative strategies to maintain services. Most California localities have sought voter approval for special assessments earmarked for services that used to be paid for from property taxes such as road and sewer maintenance, street lighting, police and firefighting units, and penitentiary facilities. Sales tax rates have increased from five percent, the typical pre-Prop 13 level, to eight percent, and some even higher.¹⁹⁸

While all local governments are impacted by Prop 13, San Diego's People's Ordinance imposes additional challenges. Local governments that franchise for waste collection services not only bear no cost for the service, they charge the private operator a franchise fee, which may be deposited in the General Fund. The fee charged for service often has an environmental component, paying for litter services, bulky item pick up, and providing an economic incentive to reduce waste.

In 1978, faced with financial challenges, the City began considering charging landfill fees, but there was uncertainty about legal issues. The City was not collecting all trash generated within the City. Where the City's cans were impractical, private haulers collected refuse and charged for that service. It was unclear if the People's Ordinance prohibited charging these haulers a fee at the landfill. A 1981 amendment to the People's Ordinance provided clarity on this issue, allowing the fee.

The amendment also authorized establishment of rules and regulations, specifying that "[s]uch rules and regulations shall not include any fees for the collection, disposal, or transportation of residential waste generated within the City of San Diego."¹⁹⁹ The amendment eliminated the discussion of a "sufficient yearly tax," making funding a General Fund obligation. Additionally, the amendment limited commercial waste collection provided by City forces to businesses that generated 150 percent of the amount of waste produced by an average residential dwelling.

This measure did allow landfill operations to establish an enterprise "disposal fund" to recuperate costs associated with disposal. However, the disposal fund did not eliminate the costs of the City's refuse collection responsibilities, and did not solve the financial challenges faced by the City.

¹⁹⁷ Gerry Braun, "San Diegans favor tax increases to meet deficit | Most in poll agree wealthy should be hit a little harder," *The San Diego Union*, (May 15, 1991): p. A-1. Retrieved September 16, 2011, from ProQuest Newsstand.

¹⁹⁸ Gregory J. Smith, "Rising property values may increase your taxes," *The San Diego Union - Tribune*, (July 25, 1999): p. H.11. Retrieved September 16, 2011, from ProQuest Newsstand.

¹⁹⁹ City Attorney, "Applicability of Proposition 'F' Collection Guidelines to Commercial Office Buildings and Hotels/Motels," Memorandum of Law, (December 31, 1985): 3-4.

In 1986, Proposition C amended the language of the People's Ordinance a second time.²⁰⁰ As originally proposed, non-residential waste including waste from small businesses would be eliminated from the collection-without-fee provisions, saving the City about \$1.5 million per year.²⁰¹ Small business owners, representing approximately two percent of businesses that did not pay for collection of their refuse, objected to this provision and it was dropped.²⁰² The remaining initiative updated language relating to the collection and disposal of waste (San Diego Municipal Code § 66.0101). Proposition C specified that the City Manager should provide rules and regulations for efficient collection, transportation, and disposal of waste.²⁰³ The amendment also reemphasized that disposal fees at the landfill would be based on fully ascertainable costs of providing services.²⁰⁴

In 1988, the courts struck down another city's financing mechanism similar to the (pre 1986 amendment) People's Ordinance.²⁰⁵ City of Coronado Ordinance 712 mandated that the City of Coronado collect and dispose of waste at least once per a week and to collect a sufficient tax each year from property taxes. Hotel Del Coronado sued the City in 1988 over this ordinance because the City was not able to collect all of the hotel's waste, imposing inequitable financial costs to the hotel. As both parties settled, the courts determined that Prop 13, which limits property-related taxes to a fixed rate, preempted the source of revenue intended by the local ordinance.²⁰⁶ The original language of the People's Ordinance directing the imposition of a special tax would have resulted in a similar situation if not for the 1986 amendment, which eliminated the language about a special tax.

In 1989, City Councilmember Struiksma suggested to the City Charter Recommendation Committee that a study should be done to determine how, via a Charter amendment, a fee could be implemented to fund collection service. On August 16, the Committee recommended against considering the issue, finding it to be a political, not structural, question.²⁰⁷

In 1990, 1991, 1992, and 1994, attempts to place the People's Ordinance on the ballot never garnered the votes necessary to allow the voters to speak on this issue.²⁰⁸ The primary disagreement was how the newly available General Fund revenues would be used: to expand the police force, invest in jails, or renovate a new library. The 1994 proposal by Councilwoman Judy

²⁰⁰ Michael J. Aguirre, "Use of Private Contractors for Refuse Collection," City of San Diego Memorandum of Law, (August 31, 2006): 8.

²⁰¹ Jeff Ristine, "Voters Could Update Law, End Free Haul of Business Garbage," San Diego Evening Tribune, (July 18, 1986): B-7.

²⁰² Jeff Ristine, "Council Scraps City Manager's Plan to End Trash Pickup for Businesses," San Diego Evening Tribune, (July 30, 1986): B-3.

²⁰³ Coleman Conrad, "Report No. 86-293: Revision of Ordinance 66.0123 Known as The People's Ordinance of 1919," City of San Diego Manager's Report, (June 13, 1986): 1-3.

²⁰⁴ San Diego County Registrar of Voters. "General Elections Voter Information Pamphlet: Proposition C." November 4, 1986.

²⁰⁵ Robert A. Epler, "1919 People's Ordinance," City of San Diego Memorandum, (December 10, 1996): 1.

²⁰⁶ Roger W. Krauler, "Report Regarding Hotel Del Coronado v. City: Impact of Funding for City's Trash Services, Solid Waste Management Program," City of Coronado City Attorney, (February 4, 1992): 000211

²⁰⁷ Jim O'Connell, "City Council Handed Trash Fee Issue," San Diego Union, (August 16, 1988): B-3.

²⁰⁸ City of San Diego: Waste Management Department, "Amendment of 1919 People's Ordinance: Issues and Concepts," (July 20, 1994).

McCarty would have used the funds to pay for recycling programs. This proposal passed its first Council vote, but was defeated at the second reading.²⁰⁹

In 1996, the San Diego County Apartment Association pointed out that apartment dwellers generate less refuse than do single family home dwellers, and yet apartment dwellers pay for refuse collection directly. The position paper submitted by the Association called the People's Ordinance "an outdated ordinance [that] forces multifamily properties to subsidize a very expensive service that single family residents are provided without additional charge." This "fairness" issue has been reoccurring theme amongst opponents of the People's Ordinance.

A 2004-2005 San Diego County Grand Jury Report entitled "Rethink, Redirect, and Recycle" urged the City to repeal the People's Ordinance and institute a "pay-as-you-throw" system, as envisioned by Clayton 90 years before. The City Manager responded that the City would recommend such a system should the People's Ordinance be repealed by the voters.²¹⁰

In 2007-2008, another Grand Jury Report entitled "Waste Not, Want Not – Recycle Now" included recommendation 08-52 calling for the repeal of the People's Ordinance to rectify numerous inequities.²¹¹ The City Council responded to the Grand Jury that they needed additional information on this topic. Council then asked City staff for a report on the legal options related to the People's Ordinance.²¹² City Attorney Michael J. Aguirre responded that changes to the People's Ordinance would require a vote of the people. The people could place an initiative on the ballot themselves, via the signature process, or the City Council could place an initiative on the ballot without need for a costly signature process.²¹³

In 2008-2009, a Grand Jury Report entitled "Time for Repeal of the People's Ordinance" recommended that the City Council allow voters the opportunity to vote on the potential repeal of the People's Ordinance. The Grand Jury suggested that City Council should, if the voters repeal the ordinance, establish a variable rate fee schedule.²¹⁴ City Council was unable to come to consensus on a single response. It forwarded a response with three dissenting opinions. The response "agrees" that the People's Ordinance is inequitable and a repeal of the Ordinance requires further analysis.²¹⁵ Councilmember Lightner disagreed that the People's Ordinance is inequitable.²¹⁶ The Councilmember said that the issue required further analysis. Citing

²⁰⁹ City of San Diego: Environmental Services Department, "Manager's Committee on Curbside Recycling," (October 20, 1997).

²¹⁰ Lamont P. Ewell, "Response to San Diego County Grand Jury 2004-2005 Report Rethink, Redirect, Recycle," (July 29, 2005).

²¹¹ San Diego County Grand Jury, "Waste Not, Want Not-Recycle Now!," (May 8, 2008): 10, http://www.sdcounty.ca.gov/grandjury/reports/2007_2008/WasteNotWantNotReport.pdf.

²¹² Scott H. Peters, "Response to 'Waste Not, Want Not-Recycle Now!,'" (August 5, 2008), http://www.sdcounty.ca.gov/grandjury/reports/2007_2008/WasteNotWantNotReport_respn1.pdf.

²¹³ Chris Gonaver, "Report No. 08-060: Natural Resources and Culture Committee Agenda of April 23, 2008- People's Ordinance San Diego Municipal Code Section 66.0127," City of San Diego Report to the City Council, (April 17, 2008).

²¹⁴ San Diego County Grand Jury, "Time for Repeal of the People's Ordinance," (April 7, 2009): 6, <http://www.sdcounty.ca.gov/grandjury/reports/2008-2009/PeopleOrdinanceReport.pdf>.

²¹⁵ Benjamin Hueso, "City Council Response to Grand Jury Report 'Time for Repeal of the People's Ordinance,'" (August 10, 2009): 4, http://www.sdcounty.ca.gov/grandjury/reports/2008-2009/PeopleOrdinanceReport_response.pdf.

²¹⁶ Ibid, 14.

Councilwoman Lightner's response on the issue of equity, the Councilmember's found a repeal of the Ordinance to be unnecessary.²¹⁷

With repeal of the Ordinance off the table, other methods of either paying for the service, or limiting the number of waste generators qualifying for the service, had to be found. While the People's Ordinance specified that waste generators should not pay for their waste collection, it did not specify that they should not pay for their waste containers. Automated Refuse Container Fee Ordinance (San Diego Municipal Code § 66.0126) required waste generators to pay for their containers.²¹⁸ Then, in 2011, staff for Mayor Jerry Sanders developed implementing rules and regulations restricting who qualified for service. Specifically, the rules discontinued collection services for residential generators on private streets and for businesses.²¹⁹

CHALLENGES IN REGIONAL AND STATE CONTEXT

In response to financial challenges resulting from the NCRRF, 1992, the County raised its landfill fees to \$43 a ton. Rather than raising tipping fees to match the County's tipping fee, in 1993 the City imposed a Refuse Collectors Business Tax (RCBT) on haulers (San Diego Municipal Code § 31.0306).²²⁰ This \$10 per ton fee on certain private haulers benefited the City's General Fund, and was not earmarked for waste services. Thus, although the RCBT provided a new revenue source for the City, this source could not be directly tapped for collection or other waste management programs. The public wanted new waste management programs and the State required them. For example, the public wanted convenient recycling and composting programs, while the legislature and agencies made new requirements for closed landfill maintenance²²¹, waste diversion, and household hazardous waste collection.²²²

"Plan 2000" examined methods to fund solid waste services,²²³ including charging a Franchise Fee. Franchising solid waste facilities and haulers allows a jurisdiction to set standards for rates, service, levels of recycling, and determine where the waste may be disposed. While the other cities in the County provide collection services through an exclusive franchise agreement, the City of San Diego instituted a non-exclusive franchise system (San Diego Municipal Code § 66.0107). However, again, revenues from the franchises are deposited in the General Fund, which is the source of collection funding, but Franchise Fees do not specifically fund solid waste-related services.

The California Integrated Waste Management Act of 1989, while it imposed requirements on local governments, also authorized local governments to impose charges to fund the necessary programs (Public Resources Code § 41901). The City imposed an "AB939 fee" (San Diego

²¹⁷ Ibid, 10.

²¹⁸ City of San Diego: Office of the Independent Budget Analyst, "IBA Report Number 07-101: Construction and Demolition Ordinance," (October 19, 2007).

²¹⁹ Craig Gustafon, "San Diego plan to end 'free' trash pickup at some homes challenged," Sign on San Diego, (February 27, 2011).

²²⁰ Chris Gonaver, "Refuse Collector Business Tax," loc. cit.

²²¹ California Code of Regulations, Title 27, Div. 2, Chapter 3, Subchapter 5, Articles 2, Section 21090, <http://www.calrecycle.ca.gov/laws/regulations/Title27/ch3sb5.htm#Article2>.

²²² California Public Resource Code Article 1. Waste Diversion. Section 41780, <http://www.leginfo.ca.gov/cgi-bin/displaycode?section=prc&group=41001-42000&file=41780-41786>.

²²³ City of San Diego: Environmental Services Department, "Plan 2000 Final Report," (March 21, 1996).

Municipal Code § 66.0134) on private haulers for certain wastes. The City used this Recycling Enterprise Fund to implement recycling and waste reduction efforts, such as the Greenery and curbside collection of recyclable materials.

AB939 fees could only be used for waste reduction purposes. Maintenance of old landfills, such as Chollas and Arizona Street landfills were subject to increasing requirements to capture gases and prevent water contamination. However, because such activities bore no relation to the functions specified in the authorization to charge a fee, the AB939 fund could not be used for this purpose.²²⁴ Even for the programs to divert waste from disposal that the AB939 fee was intended to fund, economic changes in early 2009 made it difficult to continue to provide services at the pre-existing level. Revenues from the sale of recyclable materials did not begin to offset the costs of picking the materials up at the curb, transporting them to a materials recovery facility for sorting, shipping the materials to remanufacturing locations, primarily in Asia, where the market for these materials slumped after 2008.²²⁵

Furthermore, as the U. S. economy began to weaken, the population began to consume fewer goods, and therefore generate less refuse, thus reducing revenue from the Miramar Landfill.²²⁶ In addition, the City's ordinances requiring waste diversion began to have an effect, contributing to the loss of revenue at the Landfill. The Recycling Ordinance (San Diego Municipal Code § 66.0701) specified that by January 2010 most buildings in the City must provide recycling containers and recycling services to their tenants.²²⁷ This requirement had enforcement costs, and diversion of materials from disposal resulted in a drop in Disposal Fund revenues.

The Construction and Demolition Diversion Deposit Program (San Diego Municipal Code § 66.0601) requires the payment of a deposit before most construction and remodeling jobs can be undertaken. Although the program increased diversion of construction and demolition (C&D) debris, it did not result in the degree of disposal revenue loss that was originally anticipated.²²⁸ Some project proponents apparently chose to forfeit the fee rather than do the recycling and/or paperwork necessary to reclaim the deposit.

In 2010, California voters enacted Proposition 26, which requires that fees be treated as taxes and subjected to a two-thirds voting requirement. This law further restricts local government funding options for solid waste programs.

²²⁴ City of San Diego, City Funds: Annual Fiscal Year 2005 Budget, (2005): 67,

http://www.signonsandiego.com/bookoffacts/sd_county/sdcounty_index.html.

²²⁵ CalRecycle, "Economic Analysis and Life Cycle Assessment of Diversion Alternatives"

<http://www.calrecycle.ca.gov/climate/Organics/LifeCycle/default.htm>

²²⁶ Jon Hilsenrath, Serena Ng, and Damian Paletta, "Worst Crisis Since '30s, With No End Yet in Sight," Wall Street Journal, September 18, 2008, <http://online.wsj.com/article/SB122169431617549947.html>.

²²⁷ City of San Diego, "§66.0701: Recycling Ordinance," *San Diego Municipal Code*, (November 2007).

²²⁸ City of San Diego, "§66.0601: Construction and Demolition Debris Diversion Deposit Program," *San Diego Municipal Code*, (December 2007).

RESPONSIBILITIES GROW



The Environmental Services Department is responsible for several environmental health programs.

Photographs from City of San Diego archives.

In 1994 the Waste Management Department became Environmental Services, reflecting its wide range of environmental responsibilities. Mayor Susan Golding's vision, the Livable Neighborhoods Initiatives,²²⁹ intended to create healthy and attractive neighborhoods, required additional services included community clean ups, special collections of beach trash barrels, and litter abatement activities.²³⁰ The three divisions, Refuse Collection, Refuse Disposal, and Environmental Programs expanded to include Environmental Protection, Energy Conservation, and Resource Management, but later reconsolidated into three divisions: Waste Reduction and Enforcement, Collections, and Energy.²³¹

Until 1997, the County Department of Environmental Health served as the Solid Waste Local Enforcement Agency (LEA), enforcing State solid waste regulations throughout the County. With the County exiting the solid waste field, the CIWMB certified the City of San Diego Development Services Department as the new LEA.²³²

STRATEGIC PLAN 2030

On October 9, 2007, Environmental Services commissioned a Long-Term Resource Management Plan to evaluate how solid waste management services could be provided in the City for the next 25 years. The plan includes waste reduction efforts to increase the life of the landfill and an evaluation of possible destinations for non-recyclable waste.²³³ The purpose of the Strategic Plan is to develop and evaluate short- and long-term options to manage the City's waste/resources in a cost-effective manner that protects public health and the environment.

²²⁹ Susan Golding, "A City of Neighborhoods," January 10, 1996, <http://gos.sbc.edu/g/golding.html>.

²³⁰ Richard Hays, "Zero Based Management," loc. cit.

²³¹ Lisa Wood, pers. com. (February, 2011).

²³² California Integrated Waste Management Board, "Board Meeting August 24-25, 1999 - Agenda Item 7, Attachment 2, Resolution 1999-387," (August 24, 1999).

²³³ City of San Diego: Environmental Services Department, "Long-Term Resource Management Strategic Plan." June 18, 2008. <http://www.sandiego.gov/environmental-services/geninfo/lwmo.shtml>.

The Strategic Plan was prepared in two phases. Phase I identified and evaluated various programs, policies, infrastructure facilities, conversions technologies, waste-to-energy, and in- and out-of County disposal options, including rail haul, to address the City's resource management needs through the year 2030. This phase was completed in 2008. Phase II further examined the medium- to high feasibility options identified in Phase I to see if those options were compatible given the City's financial outlook. More specifically, Phase II conducted a detailed evaluation of capital and operational costs, commercial viability, regulatory policy issues, and technical requirement of those selected options. It prepared preliminary siting and facility plans in places that were applicable. Finally, it developed a policy and implementation plan for the recommended options. The end product was a final Long-Term Resource Management Options Strategic Implementation Plan.

CONCLUSION

From its small beginnings as middens for the various indigenous people to the high-technology options for the population of today, managing waste is an essential public service, necessary to protect public health, safety, and the environment. The complexity of this service is ever-increasing. Over time, regulations become more intricate, the City population grows, and the nature of the waste stream itself changes.

The current system relies heavily on the West Miramar Landfill for financial subsidies for necessary functions such as old disposal site maintenance. This facility is expected to reach capacity in 2022. Options that are economical and environmentally-sound must be identified to replace this valuable resource. The strategic plan recently investigated options such as "zero waste" approaches, including an emphasis on producer responsibility. High technology solutions that generate commodities such as biofuel or compost have been evaluated. Although the financial challenges of providing services are expected to continue, the City of San Diego plans to remain America's Finest City.

Preparers

The following City staff participated in the preparation of this document: Nicholas Gero, Curtis Hartman, Janet Knotts, Vassilena Lerinska, Blake Lindquist, Priscilla Lopez, Darin Neufield, James Nguyen, Toni Nguyen, Kevin O'Connor, and Lisa Wood.

APPENDIX I: 1919 PEOPLE'S ORDINANCE

DOCUMENT No. **121685**

Filed **APR 14 1919**

Allen H. Wright
City Clerk

By *Hugh A. Sanders*
Deput.

ORDINANCE No. **7691**

*People's Ordinance
regulating collection
and disposal of
garbage*

Passed first Reading
April 8th 1919
General Session
Adopted by Common Council

Approved by the Mayor

Goes into Effect
APR 14 1919

32 37 50

Repealed by
486 NS

7/16/1919

ORDINANCE NO. 7791.

AN ORDINANCE TO PROTECT THE HEALTH OF THE INHABITANTS OF THE CITY OF SAN DIEGO, CALIFORNIA, BY PROVIDING FOR THE COLLECTION AND DISPOSAL, IN A SANITARY MANNER, OF CITY REFUSE AND OTHER WASTE MATTER IN THE CITY OF SAN DIEGO.

BE IT ORDAINED, By the Common Council of The City of San Diego, as follows:

Section 1. That every person, firm or corporation gathering, collecting or hauling city refuse in The City of San Diego, shall secure from the Health Department of said City of San Diego, a permit so to do, and it shall be unlawful for any person, firm or corporation other than the person or persons who has first secured a permit from the said Health Department of the City of San Diego, to gather, collect or haul, or to cause to be gathered, collected or hauled any city refuse within said City of San Diego.

It shall be unlawful for any person, firm or corporation holding a permit under the terms and provisions of this ordinance, to fail or refuse to comply with the ordinances of The City of San Diego and with the rules and regulations of the Health Department of said City.

Section 2. Applications for permits under the provisions of this ordinance shall be directed to the Health Department and filed with said Health Department. All applications for permits for which provision is made in this ordinance, shall be in writing upon a form to be furnished to the applicant by the Health Department, which form shall be a universal form adapted to the facts, representations and data of said business.

Section 3. Upon the filing of said application it shall be the duty of the Health Department to issue to said applicant a permit. The form for all permits shall be substantially as

*Ordinance 7791 differs from Ordinance 7691 in that it includes permit provisions for haulers.

follows:

Municipal Permit.

No. _____

City of San Diego, State of California.

For collecting, gathering and hauling city refuse within the territorial limits of The City of San Diego, permission is hereby granted _____ of _____.

Health Officer of The City of San Diego.

By _____

Not transferable. Permit covers vehicle inspected only.

A copy of said permit shall be attached in a conspicuous place on each vehicle used by the person, firm or corporation to whom said permit was issued.

Section 4. That each person, firm or corporation operating under a permit as provided for in this ordinance, shall secure a card for each employee employed by said person, firm or corporation in the gathering, collecting, hauling or disposing of said city refuse. Said card shall have printed thereon a copy of the permit issued to the person, firm or corporation securing said card, and in addition thereto said card shall have printed or written thereon the name of the employee together with his residence address.

Section 5. It shall be unlawful for any person employed or engaged in the business or gathering, collecting, hauling or disposing of city refuse in the City of San Diego, to at any time during working hours fail, neglect or refuse to carry with him a card as provided in Section 5, or to fail, neglect or refuse to display said card on demand of any peace officer of the State of California, or any inspector, member or employee of the Board of Health of the City of San Diego. ✓

Section 6. It shall be unlawful for any person, firm or corporation to dump, or allow to be dumped, or cause to be dumped any city refuse or waste matter in any water or waterways

within the corporate limits of the City of San Diego.

Section 7. It shall be unlawful for any person, firm or corporation gathering, collecting, hauling or dumping garbage or market refuse in the City of San Diego, to fail, neglect or refuse to comply with each and every of the following regulations:

(a) That all vehicles used for the collection of garbage or market refuse where said garbage or market refuse is not hauled in the original container, shall be equipped with tanks lined with some metallic substance, which shall be water-tight. Said vehicles shall also be equipped with covers for said tanks, lined with some metallic substance, which cover shall at all times when said vehicles are passing along, or standing upon any street or alley in the City of San Diego (except when garbage or market refuse is actually being placed in, or removed from said vehicle), remain closed. That all tanks on said vehicles shall be kept covered whether loaded or empty.

(b) That every person, firm or corporation gathering, collecting or hauling garbage or market refuse in the original containers shall require such containers to be constructed of metal, and said containers shall be those in which the garbage or market refuse is originally placed or deposited; that said containers shall be water-tight and shall be equipped with a tight-fitting metal cover; that when said filled containers are taken from the premises a like ^{empty} container shall be left in the place thereof. Said container so left as aforesaid shall be deposited at the same place the filled container was taken or removed from.

Section 8. All persons, firms or corporation requiring the removal of city refuse shall comply with the following regulations:

X (a) Shall provide suitable containers as specified in Section 3 of Ordinance 7691 of the ordinances of The City of San Diego.

(b) All garbage must be drained of water before placing in containers.

(c) No substance of any kind or nature other than garbage shall be deposited in the containers provided for garbage.

(d) No substance of any kind or nature other than market refuse shall be deposited in the containers provided for market refuse.

(e) All other city refuse of every kind or nature may be deposited in one receptacle, which said receptacle shall be provided by the person, firm or corporation desiring the removal of said city refuse.

(f) All containers used for garbage or market refuse shall be thoroughly cleaned each time the garbage or market refuse is removed therefrom and prior to the depositing therein of more garbage or market refuse.

Section 9. All garbage requiring removal within that certain district in the City of San Diego bounded and described as follows: On the north by the north line of A Street; on the east by the east line of Twelfth Street; on the south by the northerly line of the Bay of San Diego, and on the west by the easterly line of the Bay of San Diego, shall be removed between the hours of 11:00 o'clock P.M. and 6:00 o'clock A.M., and all vehicles collecting the same shall be out of said above district by 6:00 o'clock A. M.

Section 10. All market refuse requiring removal within that certain district in the City of San Diego bounded and described as follows: On the north by the north line of A Street; on the east by the east line of Twelfth Street; on the south by the northerly line of the Bay of San Diego, and on the west by the easterly line of the Bay of San Diego, shall be removed between the hours of 4:00 o'clock P.M. and 6:00 o'clock P.M. and all vehicles collecting the same shall be out of said above district by 6:00 o'clock P.M.

Section 11. That all ordinances and parts of ordinances

in conflict with the provisions of this ordinance be, and the same are hereby repealed.

Section 12. That any person, firm or corporation violating any of the provisions of this ordinance, shall, upon conviction thereof, be punished by a fine of not more than two hundred dollars (\$200.00), or by imprisonment in the City Jail of said City for a period not exceeding one hundred (100) days, or by both such fine and imprisonment. And in the event that the fine imposed hereunder is not paid, then by imprisonment in the City Jail of said City at the rate of one day for every two dollars of fine so imposed.

Section 13. This ordinance shall take effect and be in force on the thirty-first day from and after its passage and approval.

Presented by C.P. Charles Martin.

Dictated by C.G. Miller.

AUDITOR'S CERTIFICATE. I HEREBY CERTIFY that the appropriation made, or indebtedness incurred, by reason of the provisions of the annexed ordinance, can be made or incurred without the violation of any of the provisions of the Charter of the City of San Diego, California.

Dated 19

Auditor of the City of San Diego, California.

Passed and adopted by the Common Council of the City of San Diego, California, this 16th day of July, 1919, by the following vote, to-wit:

AYES—Councilmen Silbron, Held, Weitzel and Bruschi

NOES—None

ABSENT—Councilmen Sterne

and signed in open session thereof by the President of said Common Council, this 16th day of July, 1919 Virginia Bruschi
President of the Common Council of the City of San Diego, California

I HEREBY CERTIFY that the foregoing ordinance was by a two-thirds vote of all the members of the said Common Council, present, put on its final passage at its first reading, this 16th day of July, 1919

(SEAL)

Allen H. Wright
City Clerk of the City of San Diego, California, and Ex-officio Clerk of the Common Council of the City of San Diego.

By Hugh Sanders Deputy.

I HEREBY CERTIFY that the foregoing ordinance was not finally passed until it had been read at two separate meetings of the said Common Council, viz: On the _____ day of _____ 19____, and on the _____ day of _____ 19____

(SEAL)

~~City Clerk of the City of San Diego, California, and Ex-officio Clerk of the Common Council of the said City of San Diego.~~

~~By _____ Deputy.~~

I HEREBY APPROVE the foregoing ordinance this 20 day of July, 1919

[SEAL] Attest:

Allen H. Wright
City Clerk of the City of San Diego, California.

J. M. McKel
Mayor of the City of San Diego, California.

By Hugh Sanders Deputy.

People's Ordinance.
Photograph from City of San Diego archives.

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APPENDIX II: HISTORY SUMMARIES

TABLE 1. OVERALL SUMMARY

Year	Significance
1850	First City Charter
Early 1900s	<p>Ocean Dumping</p> <p>Sailing vessels hampered by wind conditions dumped waste near the shore instead of 20 miles out.</p>
1908-1919	<p>Private Hauling</p> <p>H. L. Emerson, E. W. Anderson, and then G. A. Binney held the contract during these years, but the public voiced dissatisfaction with all three. Enforcing Binney’s exclusive provision of his contract, the City prevented the Hotel and Restaurant Men from directly hauling waste for pig feed. The Hotel and Restaurant Men started their campaign for the passage of the People’s Ordinance, advocating collection by City forces.</p> <p>8th Avenue Incinerator and Dumping into the San Diego Bay</p> <p>The 1913 Mcguire Incinerator was insufficient for rubbish disposal needs.</p>
1919	<p>People’s Ordinance of 1919</p> <p>With heavy lobbying by the Hotel and Restaurant Men, aided by a perception on the part of residents that Binney was price gouging his customers, voters enacted an ordinance that obligated the City to collect waste from residents and levy a tax to pay for it.</p>
1930s	<p>Proliferation of Burn Sites</p> <p>As various communities were incorporated into the City of San Diego, local burn dumps disposed of rubbish.</p> <p>Tidelands Site a Nuisance</p> <p>A contract in 1927 included a new incinerator, though the new incinerator proved to be inadequate. In 1934 a rubbish reduction plant was built. The site was found to be a nuisance. The contract was canceled in 1935.</p>
1938	<p>Resolution No. 66839: Report on Refuse Dumps</p> <p>The City Planning Commission produced a Report on Refuse Dumps. The Report concluded that the Dump Sites were not well managed. It suggested that disposal sites should be minimized, centralized, and kept out of public view. Most Burn Sites mentioned in the report closed by 1939.</p>

1940-1951	<p>Community Incinerators</p> <p>Community incinerators were placed in convenient locations throughout the City.</p>
1950s	<p>Transition to Landfills</p> <p>The South Chollas, South Miramar, Arizona Street, and Mission Bay landfills opened to handle the San Diego's growing trash disposal needs.</p>
1960	<p>Hog Farms Close</p> <p>After a 1959 ordinance prohibited raising farm animals in the City, markets for food waste evaporated.</p>
1967	<p>City Initiates Tipping Fee to Landfill Users</p> <p>Non-City residents were charged a tipping fee.</p>
1970s	<p>1970-1980: Passage of Environmental Laws (CEQA, Clean Air Act, etc.)</p> <p>These laws made siting of solid waste facilities more expensive and time-consuming.</p> <p>1972-Trash Baling Project</p> <p>From 1971 to 1973, a pilot trash baling project reduced waste volumes.</p>
1978	<p>State Proposition 13</p> <p>Capped property taxes Statewide to one percent, thereby eliminating the funding mechanism envisioned in the People's Ordinance.</p>
1980	<p>SANDER Project is Proposed</p> <p>The City proposed a San Diego Energy Recover (SANDER) facility.</p>
1981	<p>Local Proposition F: Defines Residential and Commercial Refuse</p> <ul style="list-style-type: none"> • Legitimized private hauling of waste. • Allowed the City to charge private haulers for waste disposed at the Miramar Landfill.
1986	<p>Local Proposition C: Updates Language</p> <ul style="list-style-type: none"> • Allowed City Council to regulate by ordinance the collection, transportation, and disposal of waste. • Made it clear that private streets and areas inaccessible by refuse collection trucks would not be served. • Provided that disposal fees charged at the Miramar Landfill would be based on full-ascertained costs. • Limited business collection to 150 percent of waste generated by the average resident, per business.

1987	<p>Local Proposition H: Clean Air Initiative</p> <p>Put limitations on waste-to-energy facilities in San Diego, thereby eliminating SANDER.</p>
1988	<p>City Creates Waste Management Department</p> <p>Hotel del Coronado v. City of Coronado</p> <p>The court concluded that Proposition 13 preempted the local funding mechanism, property taxes, for refuse services.</p>
1989	<p>AB939: Integrated Waste Management Act</p> <ul style="list-style-type: none"> • Created the California Integrated Waste Management Board (CIWMB). • Required a diversion rate of 50 percent by 2000. • Allowed the CIWMB to fine cities \$10,000 a day for noncompliance. <p>Councilmember Struiksma Proposed City Charter Amendment</p> <p>Councilmember Struiksma asked the City Charter Recommendation Committee to consider changing the City charter to allow for a fee-for-waste collection. Finding it more of a political issue than a structural issue, the request was denied.</p> <p>Greenery Opens</p> <p>As part of a program to achieve the diversion levels required by the state, the City began accepting source-separated green waste from a limited number of residents.</p>
1990s	<p>City Council Attempts to Put the People’s Ordinance on the Ballot</p> <p>Council proposed but never approved action to allow the voters to revoke or modify the People’s Ordinance.</p>
1991	<p>San Marcos Materials Recovery Facility Closed</p> <p>Uncertain technologies, public opposition, and financial challenges ended the County’s MRF.</p>
1993	<p>Refuse Collectors Business Enterprise Tax</p> <p>In response to increased tipping fees at County facilities, the City imposed a business license tax at Miramar Landfill of \$10.00 per ton, in addition to the regular tipping fee.</p>

<p>1994-1998</p>	<p>Transition to Automated Collection</p> <p>The City transitioned from manual collection using a packer with a three cubic yard collection bin to automated collection with a robotic arm. With automated collection, strict container specifications had to be met. Automated collection required that at least three feet of street space be left in between containers. Typically:</p> <p>Single-family residents used one 96 gallon container, although more were allowed,</p> <p>Multi-family residents used one 96 gallon container for every unit, and</p> <p>Small-businesses were allowed to use two 96 gallon containers.</p> <p>Any additional containers had to be approved by the City.</p>
<p>1994</p>	<p>Waste Management Becomes Environmental Services Department</p> <p>To comply with increasing regulatory requirements and to further the Mayor’s vision, services were expanded.</p> <p>July 7, 1994-Councilwoman Judy McCarty</p> <p>Requested a ballot proposition modifying the People’s Ordinance to instate refuse collection fees to help offset the costs of curbside collection of recyclables, but was defeated in Council.</p>
<p>1996</p>	<p>Plan 2000</p> <p>Non-exclusive collection franchise system instated.</p> <p>MRF Plans Fade</p> <p>After analyzing market, liability, and performance the City dropped plans for a MRF.</p>
<p>1997</p>	<p>San Marcos Forces <u>County</u> to Close the San Marcos Landfill</p> <p>San Marcos Landfill closed.</p> <p>Divestiture of the <u>County</u> Waste System</p> <p>Saddled with a non-functioning \$134 million MRF facility, which generated no revenues, and a \$28 million bond obligation, the County sold its solid waste system for nearly \$184 million to Allied Waste Services (now Republic).</p> <p>LNG Clean Air Grant</p> <p>The City converted 54 diesel refuse packers into dual-fuel LNG-Diesel refuse packers.</p>

1998	<p>City Selects New Local Enforcement Agency (LEA)</p> <p>AB939 Fee Instituted</p> <p>Automated Refuse Collection</p> <p>A robotic arm automatically picked up refuse containers, increasing efficiency and reducing worker injuries.</p>
1999	<p>LNG Fueling Station</p> <p>In collaboration with the San Diego Alternative Fuels Coalition, the City received a \$1.7 million grant from the US Department of Energy to create a LNG Fueling station to be used to fuel the City’s LNG-Diesel refuse trucks.</p>
2002	<p>Collection Services Purchase RouteSmart Software</p> <p>Using Geographic Positioning Systems and maps, computer programs optimized collection routes and human resources.</p>
2004	<p>City Voters Elect “Strong-Mayor” Style of Governance</p> <p>The mayor was no longer part of City Council. Instead, the mayor became the sole chief executive and representative of the City, with discretion over employment of City managerial staff.</p>
2005	<p>Construction and Debris Deposit Ordinance</p> <p>Enacted on October 10th, the Ordinance was to be effective once a construction and debris recycling facility operated within the City. The Ordinance would require a deposit proportional to the building project, to be refunded upon evidence of recycling. Development of a City C&D facility did not occur, delaying enforcement of the Ordinance.</p>
2007	<p>Construction and Debris Ordinance Amendment</p> <p>The amendment allowed certification of construction and debris recycling facilities located outside the City. The Ordinance also allowed a surcharge at Miramar Landfill on construction debris.</p> <p>Automated Refuse Containers Replacement Fee</p> <p>Fee made it the responsibility of the waste generator to request and pay for additional refuse containers, and to replace broken or stolen containers. No charge was imposed for Greenery or Recycling containers.</p>

<p>2008</p>	<p>Recycling Ordinance</p> <p>By January of 2010, all residential and commercial waste-generating facilities were required to provide service to tenants for collection of recyclable materials.</p> <p>Strategic Plan 2030 Initiated</p> <p>This plan studied options for providing solid waste services through the year 2030.</p> <p>Height Increase at the Miramar Landfill is Approved</p> <p>Permission for a height increase expanded the life of the landfill to beyond 2022.</p>
<p>2009</p>	<p>Economic Challenges</p> <p>Housing and financing crises resulted in decreased tax revenues. A reduction in waste volume reduced fee and landfill-based revenues. Asian markets for recyclable commodities plunged.</p>

TABLE 2. COMPARISON OF CONDITIONS: THEN AND NOW

	1919	2012
Collection	Manual Collection	Automated Collection
	Hotels and Restaurants Once per day. Apartments and Businesses Three times per week. Residents Twice per week.	Once-a-Week Collection
	All Collection One to as many three 16 gallon containers as needed.	Single-Family One to as many 96-gallon automated refuse containers as needed. Multi-Family One 96-gallon automated container for each residential unit. Additional units may be approved by the City.
Transportation	Refuse Dump Trucks 3 person crews. 4,000 pounds.	Automated Refuse Packers 1-2 person crews. 50,000 pounds capacity.
Processing/Disposal	Garbage (food waste) source separated as hog feed. Rubbish incinerated or dumped in the ocean.	Recyclable Materials source separated for remanufacture. Yard and Food Waste source separated for composting. Refuse disposed at landfills.
	Funding Hog Feed. Garbage sold as hog feed, supplemented by taxation, although the tax was never imposed.	General Fund for refuse collection AB939 Fund for recyclable materials collection.
Qualifications for City Service	All Waste Generators placed refuse in a visible location on collection day.	Residential Generators placed containers at the curb of a public street.
Customer Base	74,000 households	300,000 households
Annual Budget	\$75,000	\$30 million trash collection and disposal \$6 million (net) recyclable commodities collection \$8 million yard waste collection

TABLE 3. CHRONOLOGY OF PEOPLE’S ORDINANCE

Year	Changes in Refuse Collection and Disposal
1912-1916	<p>Private Haulers</p> <p>The Hotel and Restaurant Men and other organizations argued that haulers made excessive profits by charging customers and then selling garbage to hog farmers. Even after the City attempted to regulate rates, the dissatisfaction continued. This led to public health concerns because of dumping in open space areas. Public health officials and the Hotel and Restaurant Men suggested that refuse collection be provided based on a general tax.</p>
1917	<p>George Binney</p> <p>During the time Binney and Company provided solid waste collection some waste generators of garbage sold refuse directly to hog farmers. The City supported Binney and Company by citing those who hauled their own garbage.</p>
1919	<p>1919 People’s Ordinance</p> <p>Shift from private to public service. Intended to end profiteering by Binney and Company, this public-initiative shifted trash collection and disposal services from private haulers to City crews.</p> <p>Fund service with a sufficient, yearly tax. The Ordinance specified that a sufficient tax would be levied. Solid waste services were initially funded through the sale of garbage as hog feed.</p> <p>Frequency of collection. The Ordinance required the City to collect and dispose of waste at least once a week.</p> <p>No volume restrictions; separation of garbage and rubbish. The City imposed no volume restrictions, though it required the separation of garbage from rubbish.</p> <p>Set-out requirements. The Ordinance specified that waste should be set outside in a visible location on a specified collection day.</p>
1932	<p>Collection Frequency</p> <p>Once daily for hotels and restaurants.</p> <p>Three times weekly for apartments and businesses.</p> <p>Twice weekly for residents.</p> <p>Residents received separate garbage and rubbish collection, each collected once per week.</p>

1941	<p>Changes in the Set-out Procedures</p> <p>Due to shortage of staff during World War I, refuse generators were instructed to leave their refuse at the curb. City employees no longer entered yards to collect refuse.</p>
1959	<p>Ordinance Prohibiting Farm Animals</p> <p>Ordinance 8718 restricted locations where farm animals could be kept, in essence pushing farms out of the urban areas. Longer trip distances to rural farms added costs. The City stopped selling garbage as hog feed in 1962.</p>
1960	<p>Change in Residential Collection Frequency</p> <p>With the change to refuse packers, non-commercial residents were allowed to put out larger (30-gallon) containers, instead of the 3 to 16 gallon containers previously used. Because of the larger containers, and because the City no longer required separation into rubbish and garbage, frequency of collection was reduced to once per week in most residential areas.</p>
1964-1986	<p>Hold-harmless Agreements</p> <p>Hold-harmless agreements (1964-1986) for refuse collection services on private streets specified that the City had the right to terminate the agreement upon seven days written notice.</p>
1967	<p>Landfill Fees</p> <p>South Miramar Landfill began charging tipping fees to non-residents.</p>
1970	<p>Residential Service Further Limited</p> <p>The City Council directed the City Manager to expand the residential areas receiving only once per week service.</p> <p>Inequity Between Services Provided to Commercial and Residential Waste Generators Identified</p> <p>Downtown businesses received six day per week service, but residents received one day per week collection. The City Manager proposed addressing this inequity by establishing assessment districts based on land uses. His proposal included a flat rate for collection service in residential areas that would also apply to businesses located within the district. Business districts would be served by private haulers.</p> <p>The City Attorney found that this district assessment was analogous to the tax specified in the People’s Ordinance, and was therefore allowable. It was more equitable, with waste generators paying more closely according to their service needs. Although this proposal eventually led to the first amendment to the People’s Ordinance, the district fee system was never implemented.</p>

1973	<p>Early Refuse Collection Regulations</p> <p>The City specified collection set out times, hauler license requirements, and restricted containers to no more than 45 gallons and 80 pounds.</p>
1978	<p>Proposition 13</p> <p>The State electorate limited property taxes to 1 percent of assessed value. Of the revenues collected, approximately 17 cents out of every dollar are allocated to the City. Proposition 13 eliminated the ability of the City to fund collection services as specified in the People’s Ordinance.</p>
1981	<p>1981 Amendment</p> <p>This amendment legitimized private refuse haulers, and allowed the City to charge a disposal fee to these haulers at the Miramar Landfill.</p>
1986	<p>1986 Amendment</p> <p>The second amendment to the People’s Ordinance emphasized that no fee would be collected for residential and qualifying non-residential refuse collection and disposal services by the City. It specified that all containers must be placed on the curb at designated times in approved containers. It ended the practice of entering hold harmless agreements for collection on private streets. It defined “full ascertainable costs.” The originally proposed language eliminated small businesses from City service, but this provision was removed.</p>
1988	<p>Financial Burdens of the 1919 People’s Ordinance</p> <p>Facing increasing environmental requirements and a desire for curbside collection of recyclable materials, the City Council considered repealing the People’s Ordinance and establishing a pay-for-service system.</p> <p>Inequity defined.</p> <p>All residents and businesses whether they receive refuse collection from the City or not, pay property taxes. Since most apartments and condominium complexes were not designed to allow their occupants to place refuse at the curb, most paid for private refuse collection.</p>
1990-1994	<p>1990, 1991, 1992, 1994 Amendment Attempts</p> <p>The City Council discussed allowing a vote on an amendment to the People’s Ordinance. However, councilmembers could not agree on how General Funds previously used for collection would be allocated. Proposals included: recycling, police, jails, and libraries. The electorate was not given the chance to vote on the issue.</p>

2005	<p>San Diego Grand Jury Report: Rethink, Redirect, Recycle</p> <p>Grand Jury recommended to the Manager the repeal of the People’s Ordinance to improve residential recycling service. The City responded that more analysis was needed.</p>
2008	<p>Container Fee</p> <p>The Automated Container Replacement Fee Ordinance returned the responsibility of procuring damaged, lost, stolen, or replacement containers to the customer.</p> <p>San Diego Grand Jury Report: Waste Not, Want Not-Recycle Now!</p> <p>The Grand Jury recommended that the City repeal the People’s Ordinance because it is not equitable and is not financially responsible. The City partially agreed and said further analysis is needed.</p>
2009	<p>San Diego Grand Jury Report: Time for Repeal of the People’s Ordinance.</p> <p>The Grand Jury recommended that the voters be allowed to consider the continued viability of this Ordinance because it has outlived its usefulness and intent. If repealed, a variable rate should be instituted. The City Council provided a response saying it agreed with the Grand Jury’s findings, but three Councilmembers submitted a separate response. No action was proposed.</p>

TABLE 4. SUMMARY OF GRAND JURY REPORTS ON CITY REFUSE COLLECTION

Year	San Diego Grand Jury Report
2005	<p>Rethink, Redirect, Recycle</p> <p>The Grand Jury recommended to the City Manager improvements that could be made in recycling programs for single-family residences. The Grand Jury recommended the repeal of the People’s Ordinance. The Grand Jury recommended the resulting benefits to the General Fund should be allocated for waste management.</p> <p>City Response The City Manager responded that the recommendation required further analysis.</p>
2008	<p>Waste Not, Want Not-Recycle Now!</p> <p>To offset the fiscal impacts of the C&D Ordinance and the Recycling Ordinance, the Grand Jury suggested that the City should repeal the People’s Ordinance because it is not equitable and is not financially responsible.</p> <p>City Council While it would be more equitable if residents paid directly for refuse collection services they receive, the City Council responded that it “partially agrees” that the existing Ordinance, which provides “free” service to some but not others, was inequitable. The City’s response said that a repeal of the Ordinance required further analysis. A differing opinion was presented by the Mayor.</p> <p>Mayor’s Response When responding to the issue of equity of the People’s Ordinance, the Mayor partially agreed that it is inequitable, but not for the reasons given by City Council. The Mayor’s response clarified that residential refuse collection is not “free;” it is paid by the General Fund.</p>
2009	<p>Time for Repeal of the People’s Ordinance</p> <p>The Grand Jury recommended that the City Council allow the voters the opportunity to vote on the potential repeal of the People’s Ordinance. The Grand Jury recommended that City Council should, if the voters repeal the ordinance, establish a variable fee schedule.</p> <p>Report 09-43 City Council was unable to come to consensus on a single response. It forwarded a response with three dissenting opinions. The majority response “agrees” that the People’s Ordinance is inequitable and a repeal of the Ordinance requires further analysis.</p> <p>Lightner Councilmember Lightner disagreed that the People’s Ordinance is inequitable. Furthermore, there may be unintended consequences of repeal. The Councilmember said that the issue required further analysis.</p> <p>Faulconer and DeMaio Citing Councilwoman Lightner’s response on the issue of equity, two Councilmembers found a repeal of the Ordinance to be unnecessary.</p>

APPENDIX III: LANDFILLS IN SAN DIEGO COUNTY

Sites and Facilities Within the Jurisdiction of the City of San Diego Solid Waste Local Enforcement Agency (8/11)

FACILITY NAME	MAILING ADDRESS	SITE ADDRESS	SWIS #	INSP FREQ.	PERMIT TYPE	COMMENTS
Active Sites						
Landfills						
Miramar – West Landfill	City of San Diego - ESD 9601 Ridgehaven Ct. Suite. 310, MS 1103A San Diego, CA, 92123-1636	5180 Convoy	37-AA-0020	Monthly	Full	Stephen Grealy, Deputy Director ESD MS1103A
Sycamore Landfill	Neil Mohr Sycamore Landfill, Inc. 8514 Mast Boulevard Santee, CA 92071	8514 Mast Blvd.	37-AA-0023	Monthly	Full	Neil Mohr, General Manager of Sycamore Landfill, Inc.
Transfer Stations						
Allan Company MRF & Transfer Station	Gary McGrath Allan Company 6733 Consolidated Way San Diego, A 92121	6733 Consolidated Way	37-AB-0016	Monthly	Full	Plant Manager, Tony Alvarado
EDCO Transfer Station	John Snyder EDCO Disposal Corp 6670 Federal Blvd Lemon Grove CA 91945 287-7555	3660 Dalbergia St	37-AA-0105	Monthly	Full	Station Manager: Jim Swartz
Transfer Operations						
Coronado Bridge LVTO	Terry Kloepfer Caltrans District 11 4050 Taylor St. San Diego, CA 92110	1995 Newton Ave.	37-AB-0018	Quarterly	EA Notification	
Otay LVTO	Terry Kloepfer Caltrans District 11 4050 Taylor St. San Diego, CA 92110	3310 Beyer Blvd.	37-AB-0019	Quarterly	EA Notification	
Imperial LVTO	Terry Kloepfer Caltrans District 11 4050 Taylor St. San Diego, CA 92110	130 47 th St.	37-AB-0020	Quarterly	EA Notification	
Camino Del Rio LVTO	Terry Kloepfer Caltrans District 11 4050 Taylor St. San Diego, CA 92110	2915 Camino Del Rio	37-AB-0021	Quarterly	EA Notification	
Pacific Highway LVTO	Terry Kloepfer Caltrans District 11 4050 Taylor St. San Diego, CA 92110	4764 Pacific Highway	37-AB-0022	Quarterly	EA Notification	

Sites and Facilities Within the Jurisdiction of the City of San Diego Solid Waste Local Enforcement Agency (8/11)

<i>FACILITY NAME</i>	<i>MAILING ADDRESS</i>	<i>SITE ADDRESS</i>	<i>SWIS #</i>	<i>INSP. FREQ.</i>	<i>PERMIT TYPE</i>	<i>COMMENTS</i>
Kearny Mesa LVTO	Terry Kloepper Caltrans District 11 4050 Taylor St. San Diego, CA 92110	7181 Opportunity Rd.	37-AB-0023	Quarterly	EA Notification	
City of San Diego Environmental Services Department Transfer Operation	City of San Diego - ESD 9601 Ridgehaven Ct. Suite. 310, MS 1103A San Diego, CA, 92123-1636	8353 Miramar Place	37-AB-0010	Annual	EA Notification	
Composting Facilities & Operations						
Evergreen Nursery Composting	Owner: Mark Collins Evergreen Distributors, Inc. PO Box 503130 San Diego, CA, 92150-3130	7150 Black Mtn. Rd.	37-AB-0005	Quarterly	EA Notification	Ops Manager: Mike Anselmo Ph# 619-481-1434
Miramar Greenery	City of San Diego - ESD 9601 Ridgehaven Ct. Suite. 310, MS 1103A San Diego, CA, 92123-1636	Miramar Landfill 5180 Convoy	37-AB-0003	Monthly	Full	
Miramar Wholesale Nursery (Composting Facility)	Charlie Olsen, Operations Director P.O. Box 22598 San Diego 92192	5400 Governor Drive	37-AB-0011	Quarterly	EA Notification	
Sycamore Landfill Chip and Grind operation	Neil Mohr Sycamore Landfill, Inc. 8514 Mast Boulevard Santee, CA 92071	8514 Mast Blvd.	37-AA-0023	Quarterly	Full	Neil Mohr, General Manager of Sycamore Landfill, Inc.
San Pasqual Valley Soils	Kevin McLin/Frank Konyn 2165 Oro Verde Road Escondido, CA 92027	15777 Old Milky Way San Diego, CA 92027	37-AB-0015	Quarterly	EA Notification	Owner: City of San Diego EA Notification filed in February 2008
Permitted Tire Facilities						
Reliable Tire Co.	2432 Commercial St. 92113	2432 Commercial St. 92113	37-TI-0036	Annual	Minor	Approx. 3500 tires, Randy Sanks 619-232-0780,
Reliable Tire Co. II (Storage)	2432 Commercial St. 92113	920 South 16 th St	37-TI-0049	Annual	Minor	2500 Tires. Randy Sanks 619-232-0780
Inert Debris Engineered Disposal Operation						
Carroll Canyon Landfill	Vulcan Materials Company 3200 San Fernando Road Los Angeles, CA 90065	10051 Black Mountain Road	37-AB-0013	Semi-Annual	Enforcement Notification	Contact: Dan Zeller, California/Arizona Landfill Manager 1801 East University Drive Phoenix, AZ 85034 Telephone: 602-528-8944
Inert Debris Type A Processing Operation						
LEED Recycling Inc.	LEED Recycling Inc. 8725 Miramar Pl. San Diego, CA 92121	8725 Miramar Pl. San Diego 92121	37-AB-0017	Quarterly	EA Notification	Contacts: Edward Clare III and Lee S. Buby 858-550-0919

Sites and Facilities Within the Jurisdiction of the City of San Diego Solid Waste Local Enforcement Agency (8/11)

FACILITY NAME	MAILING ADDRESS	SITE ADDRESS	SWIS #	INSP. FREQ.	PERMIT TYPE	COMMENTS
Closed Sites						
Landfills						
26 th Street Landfill	City of San Diego – ESD 9601 Ridgehaven Ct. Suite. 310, MS1103A San Diego, CA, 92123-1636	26 th St. near Balboa Park or 400' north of Market & 36 th	37-CR-0001	Quarterly	Type C Small LF <30 acres	City of San Diego Park and Rec. Maintained by ESD, baled refuse. Stephen Grealy ESD MS1103A
Arizona Street Landfill	City of San Diego – ESD 9601 Ridgehaven Ct. Suite. 310, MS1103A San Diego, CA, 92123-1636	North end of Balboa Park, East of Florida Canyon	37-AA-0429	Quarterly	Type A Large LF Gas Control	The Arizona St. Landfill accepted waste from City collection vehicles from 1952-1974 and the closed landfill is maintained by ESD. There are approx. 1,940,000 tons on this 68 acre site. Steve Fontana
Bell Jr. High/ Sweetwater II	Facility Development Dept. San Diego City Schools 4860 Ruffner Road San Diego, CA 92111	620 S. Briarwood Rd. 92139	37-CR-0088	Quarterly	Large LF >30 acres Gas Control	Loren Chico, SDCS Owner: SD City Schools 619-293-8280 County IWSM Contact: Candace Gibson
Copley Park Place (formerly Allred Collins Site)	Various	Copley Park Place	37-CR-0097	Quarterly	Type C Small LF <30 acres	This site used to be a part of S. Miramar, now private. A gas system has been installed and is connected to an activated charcoal system. Owners: T. Fetter & Company, Inc. and Holland RV
Hillsborough/ Sweetwater I	County of San Diego Public Works Dept 5555 Overland Ave, MS 0383 San Diego CA 92123	7700 Manzana Way 92123	37-AA-0027	Quarterly	Large LF >30 acres Gas Control	County IWSM contact: Vicky Gallagher 858-495-5445
Mission Bay Landfill	City of San Diego – ESD 9601 Ridgehaven Ct. Suite. 310, MS 1103A San Diego, CA, 92123-1636	Sea World Dr. 92109	37-AA-0026	Quarterly	Type B Large LF No gas Control	Operated 1952-1959. Approximately 115 acres and is maintained by ESD. Industrial wastes have been buried at this site. Stephen Grealy
Old MCRD Refuse Disposal Area (Former Naval Training Center Inactive Landfill)	San Diego County Regional Airport Authority PO Box 82776 San Diego, CA 92138-2776	4000 Blk N. Harbor Drive 92101 Southeast corner of former Naval Training Center (51 acres)	37-CR-0058	Quarterly	Type B Large LF No Gas	DOD transferred to Port of San Diego 5/01. Port of San Diego leased to SDCRAA 2003 Rick Adcock 400-2792 *Clean Closure Status pending Final Closure Report
North Miramar Landfill	City of San Diego – ESD 9601 Ridgehaven Ct. Suite. 310, MS 1103A San Diego, CA, 92123-1636	5180 Convoy St. 92111	37-CR-0103	Quarterly	Large LF >30 acres Gas Control	Owner: USMC Stephen Grealy
Paradise Park/ Sweetwater III	Gary Stromberg, MS 39 City of San Diego Park & Rec - MS 804C 1250 Sixth Ave, 4 th Floor San Diego, CA 92101	6610 Potomac 92139	37-AA-0434	Quarterly	Type C Large LF No gas Control	11 acres of this 18 acre site were operated by the County as a landfill from 66-67. The City authorized the landfill at Potomac St. and Paradise valley Rd. to accept 145,000 cubic yards of refuse. The City required that the site be fenced and that the County obtain a RWQCB permit. It was to accept Household waste, C&D & commercial waste. Liquids and soluble materials were excluded.

Sites and Facilities Within the Jurisdiction of the City of San Diego Solid Waste Local Enforcement Agency (8/11)

FACILITY NAME	MAILING ADDRESS	SITE ADDRESS	SWIS #	INSP. FREQ.	PERMIT TYPE	COMMENTS
South Chollas Landfill	City of San Diego – ESD 9601 Ridgeway Ct. Suite. 310, MS 1103A San Diego, CA, 92123-1636	6000 Block College Grove Dr. 92115	37-AA-0022	Quarterly	Type A Large LF >30 acres Gas Control	Operated 1951-1982. Approximately 155 acres with 4,750,000 tons of municipal waste. This closed landfill has two flares. ESD provides maintenance. Limits of fill extend onto Holy Spirit School.
South Miramar Landfill	City of San Diego – ESD 9601 Ridgeway Ct. Suite. 310, MS 1103A San Diego, CA, 92123-1636	7700 Convoy Ct. 92111	37-AA-0033	Quarterly	Type A Large LF Gas Control	This closed site is on Navy land, SR52, and City land. It is crossed by SR 52. Maintained primarily by ESD. The SW portion is called Allred Collins
Sunset Cliffs Natural Park Culvert Canyon Landfill	City of San Diego Park and Recreation Department – Coastal Division 2581 Quivira Court, MS 32 San Diego, CA 92109	Center of Park, North of baseball field		As Necessary	Type C Small Landfill	Archaeological Site. Site is included in Park Master Plan (MEIR completed)
Burn Ash Sites						
*8th Avenue Tideland Dump (MTS Port District/ 8th Ave, Tideland Dump, 8th Street Landfill)	Bill Hays -619 686-6584 SD Unified Port District PO Box 120488 San Diego CA 92112-0488	Parking lot @ 8th and Harbor eastern area of proposed expansion	37-AA-0430	Annual	Type D Burnsite	This site was operated by the City and closed in 1945. Burn ash and solid waste hoppers, burn dump for wet waste transfer. Creosote treatment may have occurred but not during City operation. DEH not inspecting. City of San Diego: John Dundchack 533-4739 Port District: Larry Eyre San Diego Convention Center Corp. Joe Davis
Cactus Rd. (Barnhart or Tripp Salvage)	County Of San Diego Solid Waste Division 5555 Overland Dr, San Diego Ca 92123-1295 Mr. Joseph Minner	900 block of Cactus Rd. and 1812 Cactus Rd.	37-CR-0011	Annual	Type D Burnsite	There are three properties involved in this dump site but primarily these two. 200,000 tons of material: auto-shredder fluff and burn ash.
Cactus Rd. (Dantzier)	James Dawe Seltzer Caplan Wilkins and McMahon 750 B St, 92101	900 block of Cactus Rd. and 1812 Cactus Rd.		Annual	Type D Burnsite	
Cactus Rd. (Sesi)	Richard Oppen, McKenna & Cuneo 750 B St, 92101	900 block of Cactus Rd.		Annual	Type D Burnsite	
Camp Kearny Mesa (Francis Parker School)	Grant Lichtman Francis W. Parker School 6501 Linda Vista Road San Diego, CA 92111 619-569-0621	6501 Linda Vista Road	37-CR-0090	Quarterly	Type D Burnsite	Slope exposure parallel to North Rim Court. Burn ash underneath east side of athletic field at top of slope.
Decker Dump	Congregational Conference of Southern California & The Southeast c/o Chinese Community Church 1750 47 th Street San Diego, CA 92012	1740 47 th Street	37-CR-0108	Quarterly	Type D Burnsite	Burn site. Site is demolished and a proposed building is in process.

Sites and Facilities Within the Jurisdiction of the City of San Diego Solid Waste Local Enforcement Agency (8/11)

FACILITY NAME	MAILING ADDRESS	SITE ADDRESS	SWIS #	INSP. FREQ.	PERMIT TYPE	COMMENTS
Dennery Ranch (Southwest portion of Shinohara II)	Allen Kashani Pardee Homes 12626 High Bluff Drive, Suite 100 San Diego, CA 92130	Dennery Ranch ¼ mile east of I-805 North of Ocean View Hills Parkway ¼ mile south of Otay Valley Road APN 645-010-11	37-CR-0075	Annual	Type D Burnsites	Secondary deposit. Suspect ash from South Bay Burnsites. Proposed Asphalt Cap. SWIS # active in San Diego County LEA inventory
Famosa Secondary Deposit	San Diego Unified School District 4860 Ruffner Road San Diego, CA 92111 City of San Diego Park and Recreation Department 2581 Quivira Court, MS 32 San Diego, CA 92019	4302 Valeta Street San Diego	37-AB-0014	Semi-Annual	Type D Burnsites	Secondary deposit. Primary source unknown. Lead agency for investigation of burn ash site on school property is DTSC – Schools unit.
San Diego Convention Center Expansion	SD Unified Port District PO Box 120488 San Diego CA 92112-0488	Same as mailing address	37-CR-0098	None	Type D Burnsites	County LEA is designated lead agency. No inspections required by City LEA.
Home Avenue Dump	City of San Diego 2781 Caminito Chollas, MS 44 San Diego, CA 92105 Cal & Jamie Johnson 2824 Jamul Highlands Road Jamul, CA 91935	3940 Home Avenue	37-AB-0009	Quarterly	Type D Burnsites	Archaeological Site. Site is currently under investigation in accordance with LEA Advisory 56.
Kelly Street	City of San Diego Parks and Rec 202 C St. CAB 9B San Diego 92101	6500 block of Kelly St. Linda Vista area	37-CR-0039	Annual	Type D Burnsites	
Murray Canyon Burnsites (Murray Ridge Park)	City of San Diego Park and Recreation Dept. 2581 Quivera Court, MS 32 San Diego, CA 92109	Escondido Ave, off Murray Ridge Road between Celestine and I-805	37-CR-0051	Annual	Type D Burnsites	Used from 1939-1952. Neighbors said the City excavated a large hole in what is now the center of the park's lawn and buried burn ash. A large amount of burn ash is present at the top of the 805 cut, west of the parking lot. Material from this cut was used to fill a canyon north of the cut. Burn ash residue can be found along the western slopes of the freeway, south of the former Caltrans dumpsite. The site was probably larger prior to 805 and much of the material was incorporated into freeway fill (per Mike Fileccia)
Noah Webster Elementary School (East side of Fairmount, 500' North of Federal)	San Diego Unified School District 4860 Ruffner Street San Diego, CA 92111	4801 Elm Street	37-CR-0107	Semi-Annual	Type D Burnsites	June 2001: Final Site Investigation Report issued by CIWMB. Verified site is located beneath school playground with a minimum of 5 ½ feet of cover. Integrity of cap is maintained in good condition.

Sites and Facilities Within the Jurisdiction of the City of San Diego Solid Waste Local Enforcement Agency (8/11)

FACILITY NAME	MAILING ADDRESS	SITE ADDRESS	SWIS #	INSP. FREQ.	PERMIT TYPE	COMMENTS
Pottery Canyon Burn Ash Site (Pottery Canyon Natural Park)	City of San Diego Park and Recreation Department – Open Space Division 202 C St MS 5D San Diego, CA 92101	2725 Torrey Pines Road La Jolla, CA 92037 APN 346-750-0100	37-CR-0123	Quarterly	Burnsite	November 23, 2009: Final Site Investigation Report issued by CIWMB. Clean closure or soil cap recommended. Site fenced pending further action. Park & Rec contact: Paul Kilburg
Quince Street (38 th & Redwood)	Sylvia Castillo City of San Diego – ESD 9601 Ridgehaven Ct. Suite. 310, MS 1103A San Diego, CA, 92123-1636	W. of Intersection of 38 th & Redwood	37-CR-0064	Annual	Type D Burnsite	Site evaluated and 3 foot soil cap installed 2001.
Quince Street and 38th (38 th & Quince)		Lot 1-15 Blk 143 City Heights	37-CR-0114	Annual	Type D Burnsite	Site evaluated and 3 foot soil cap installed 2002.
Sunset Cliffs Natural Park Burn Ash Site	City of San Diego Park and Recreation Department - Coastal Division 2581 Quivira Court, MS 32 San Diego, CA 92109	South of intersection of Ladera & Cordova, San Diego, CA 92107		As-necessary	Type D Burnsite	Historical Burn Dump. Open for 9 months in 1950.
Inert						
Brown's Fill	Larry Dukes County of San Diego Parks and Rec Department 5201 Ruffin Road, Suite P San Diego, CA 92123	2336 Hollister Street San Diego, CA 92154 APN 663-011-06-00	37-CR-0115	Annual	Type E Inert	Final Site Investigation Report (2003) revealed that the site consists primarily of large pieces of concrete and asphalt. Volume is estimated to be 35,672 cubic yards with approximately 3,200 cubic yards of MSW. No evidence of landfill decomposition gases.
Montgomery Demolition Landfill	City of San Diego Airport Division 375 John Montgomery Drive Mail Stop: 14 San Diego CA 92123 424-0455	3800 Block Calle Fortunada 92193	37-AA-0021	Annual	Type E Inert	This old C&D fill is located at Montgomery airfield. ESD has info on tonnage accepted, etc. Bob Ferrier 492-5020 Mike Tussey; City of SD Airports Div
Archived						
A-1 Soils Composting Carroll Canyon Facility	Ralph Reagan Hanson Aggregates Pacific SW Regional Offices PO Box 639069 San Diego 92163-9069	10201 Camino Santa Fe	37-AA-0913	Archived	Type F Archived	Facility ceased operating, verified 8-11-04. Complied with site restoration.
Balboa Landfill	City of San Diego Parks and Rec. Dept.	Park Blvd. and Upas	37-CR-0005	Zero	Type F Archived	Formerly identified as the northeast corner of Arizona Street Landfill. Inert materials only (100' X 400')
Balboa Park Nursery	City of San Diego Parks and Rec 202 C St. CAB 9B San Diego 92101	500 ft east of the Naval Hospital & also 400 ft south of Upas, Florida Canyon	37-CR-0006	N/A	Type F Archived	City park crews began using it in 1925. Dumping only by park personnel. Waste burned at this site. Site is beneath Naval Hospital.

Sites and Facilities Within the Jurisdiction of the City of San Diego Solid Waste Local Enforcement Agency (8/11)

FACILITY NAME	MAILING ADDRESS	SITE ADDRESS	SWIS #	INSP. FREQ.	PERMIT TYPE	COMMENTS
Be Wise Ranch Composting Operation	Solana Recyclers 137 N. El Camino Real Encinitas CA 92024	13450 Highland Valley Rd.	37-AA-0921	N/A	Type F Archived	Facility ceased operating, verified 9-1-99. Operator: Jacy Davis (Solano Recyc) (760) 436-7986 Be Wise, Bill Brammer 736-7452 756-4851 756-3088 Owner: City of San Diego- Real Estate Assets
Chancellor & Ogden Industrial Waste Transfer Station	BKK Corporation Mr. Clarence Gieck 2550 237 th Street Torrance, CA 90505	6414 Miramar Road	37-AA-0025	N/A	Type F Archived	Not a solid waste facility. Site was established as a liquid hazardous waste facility.
Charlie's Place	FEB San Diego Incorporated PO Box 613 Burlingame, CA 94011	4676 Federal Boulevard	37-CR-0109	Zero	Type F Archived	Burn site. Site is developed with a building, parking lot and landscaped.
City of San Diego Street Department Transfer Operation	Mark Hosford City of San Diego Streets Department 2797 Caminito Chollas San Diego, CA 92105	2797 Caminito Chollas	37-AB-0008	N/A	Type F Archived	Operation ceased operating, verified April 29, 2003.
Clairemont High School Burnsite	SD Unified School District.	6500 block of Ute Dr. SD, 92117	37-CR-0015	Zero	Type F Archived	Site under evaluation/investigation by DTSC and the San Diego Unified School District.
Dexter Canyon Disposal Site	City of San Diego Water Dept. 202 C Street, MS 9B San Diego, 92101	South of San Vicente Reservoir	37-CR-0017	N/A	Type F Archived	An archaeologically significant site cataloged with the South Coast Information Center. Site is identified with a permanent historical Trinomial number CA-SDI-13, 629H. (Majority of site has been washed away in past floods).
Dillons Trail	City of San Diego Parks and Rec 202 C St. CAB 9B San Diego 92101	Dillon Trail	37-CR-0018	Zero	Type F- Archived	Historical Illegal - Information indicates a portion of site may have buried solid waste. Currently processing a SIP to determine inspection frequency. To date, have been unable to locate "landfill" portion. Site was also a Codes Enforcement Case.
Tijuana River Valley Regional Park (Disney Enterprises Illegal Site)	Dept. of Parks and Rec. 5201 Ruffin Rd. SD 92123	2600 Hollister St.	None	N/A	Type F Archived	Site owned by Co. Park and Rec. Site has been cleaned closed.
Fairmount Burnsite (Federal & Fairmount)	Coca-Cola Bottling Company of Los Angeles 1334 South Central Avenue Los Angeles, CA 90021	NW corner of the intersection of Federal & 47 th Street	37-CR-0022	Zero	Type F Archived	Burnsite. Entire site is developed with parking lot or landscaped.
Federal Blvd. Burnsite	Multiple - see Charlie's Place, Decker Dump & Fairmount Burn site.	4676 Federal Boulevard, 1740 47 th Street & NW corner of the intersection of Federal & 47 th Street	37-CR-0025	Zero	Type D Burnsite	This site name represents an area consisting of three distinct burn sites (37-CR-0022, 37-CR-0108 & 37-CR-0109).
Holy Spirit School	See S. Chollas file	South Chollas	37-AA-0028	N/A	Type F Archived	Contiguous w/ S. Chollas 37-AA-0022
Horse Stables (Cays)		Sandy rental stables 2060 Hollister Rd.	37-CR-0031	N/A	Type F Archived	Could not verify presence of burn ash. Suspect burn ash washed away in 1993 floods. Burn ash originated from Coronado Cays. No evident ash 424-3124.

Sites and Facilities Within the Jurisdiction of the City of San Diego Solid Waste Local Enforcement Agency (8/11)

FACILITY NAME	MAILING ADDRESS	SITE ADDRESS	SWIS #	INSP. FREQ.	PERMIT TYPE	COMMENTS
INS Shooting Range (Cays)	6400 Heritage 92173	6400 Heritage 92173	37-CR-0032	N/A	Type F Archived	Clean closed. Old shooting range east of existing range. Had burn ash from Coronado Cays. 661-3110
La Jolla Dump (Mathews Dump/ Camp Callen) (Wlmpey Site)	Wimpey Commercial 508 W. Mission Ave. Escondido	former highway 101 between UCSD & Marine rifle range @ Camp Mathews east. of John Hopkins	37-AA-0040	N/A	Type F Archived	Clean closed
Miramar Greenery Research	City of San Diego - ESD 9601 Ridgehaven Ct. Suite. 310, MS 1103A San Diego, CA, 92123-1636	Miramar Landfill 5180 Convoy	37-AB-0003	N/A	EA Notification	Project completed.
Murphy-Shepard Canyon Landfill			37-CR-0050	N/A	Type F Archived	Proposed never developed
Nelson and Sloan (Cays)	Simco Partnership 1330 Neptune St Leucadia 92024 Robert Egger Jr. Trust & Mary E Odermatt Trust & Paul J. Odermatt et. al Trust C/o Mary E. Odermatt 2211 Leon Ave San Diego 92154	South of Camino de la Plaza and east of Willow Road in San Ysidro 92173	37-CR-0053	Zero	Type F Archived	Burn ash originated from Coronado Cays. Suspect "burn ash" analyzed and determined to be non hazardous and reconsolidated on site. Site developed as part of a 56 acre retail development.
North Chollas Burns site	City of San Diego - ESD 9601 Ridgehaven Ct. Suite. 310, MS 1103A San Diego, CA, 92123-1636	North of Chollas LF	37-AA-0024	N/A	Type F Archived	Clean Closed
ORW Composting Facility	Owner: City of San Diego	1202 La Media Rd.	37-AA-0905	N/A	Standardized	Clean closed
San Ysidro Burnsite	County of San Diego Susan Quasanaro Public Works Dept 5555 Overland Ave San Diego CA 92123	South of Otay Mesa Rd. 92173	37-CR-0071	N/A	Type F Archived	Clean Closed
Shewey Environmental Management Co., Inc.	Mr. Charlie Shewey, Pres. Shewey Env. Mgmt. Co., Inc. 2365 Northside Dr., Box #10 San Diego, CA 92108	9310 Friars Road San Diego	37-AA-0937	N/A	Type F Archived	Facility ceased operating, verified 9-1-99.
Soil Wash Technologies Inc.	Neil Kitchen Soil Wash Technologies Inc; PO Box 889000-438 San Diego CA 92108	9310-C Friars Rd. 92108	37-AA-0940	N/A	Type F Archived	Facility ceased operating, verified 6-6-01.
South Bay Burns site (South Bay Refuse Disposal)	South Bay Refuse Disposal, Owner: George Coleman et al, 9879 Hilbert St #A SD	SE Comer of I-805 & Palm	37-CR-0077	N/A	Type F Archived	Clean closed.

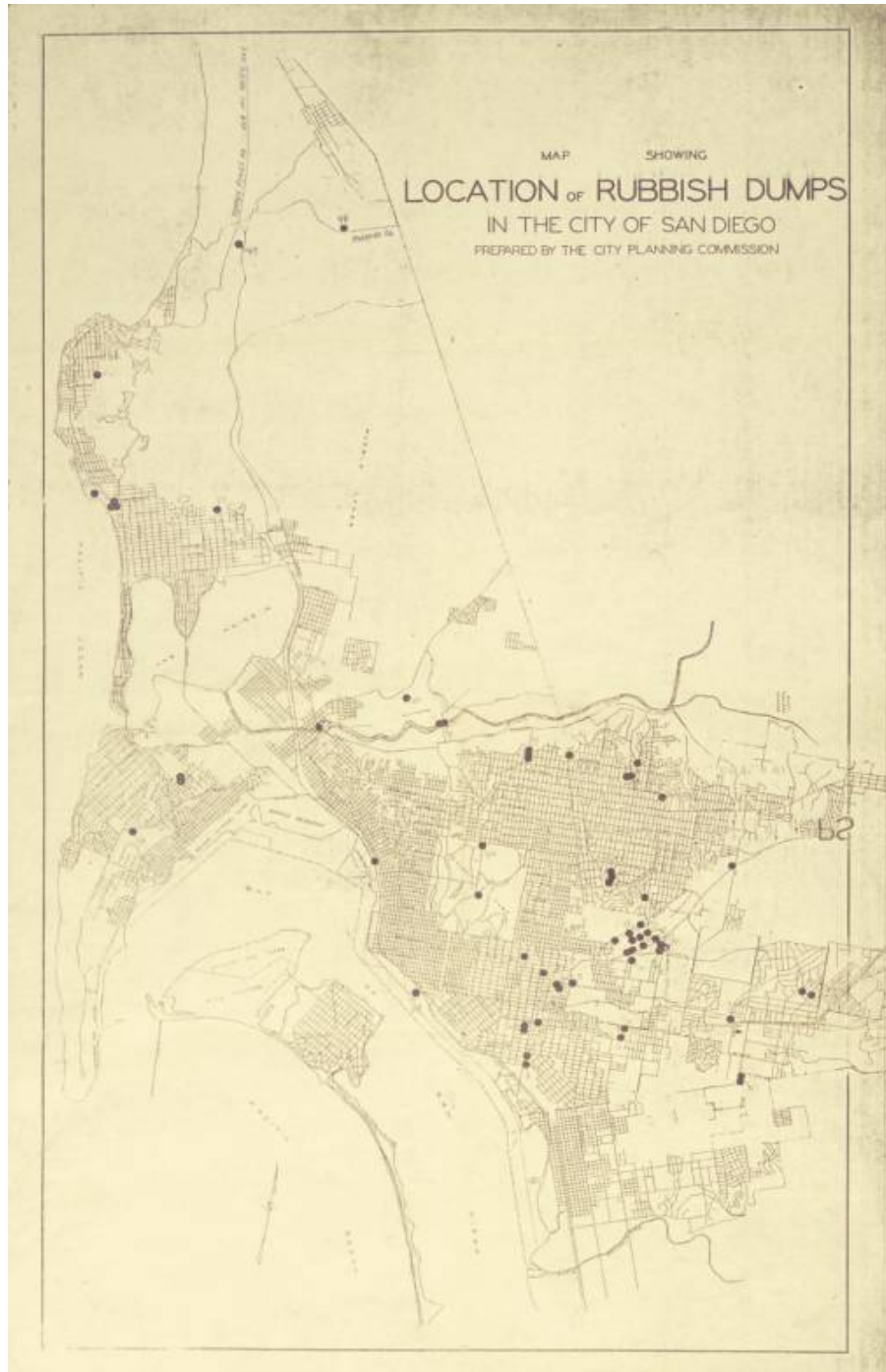
Sites and Facilities Within the Jurisdiction of the City of San Diego Solid Waste Local Enforcement Agency (8/11)

FACILITY NAME	MAILING ADDRESS	SITE ADDRESS	SWIS #	INSP. FREQ.	PERMIT TYPE	COMMENTS
Tourmaline Beach Burnsite	City of San Diego Parks and Rec 202 C St. CAB 9B San Diego 92101	Tourmaline St., West	37-CR-0080	Zero	Type D Burnsite	Unable to verify location. Suspect site may be under parking lot at Tourmaline State beach
Historical						
City Farm Dump (Sanitary City Disposal)	Unknown	1,500' S. of intersection of Pacific Highway and La Jolla Canyon, On campus of UCSD	37-CR-0014	None	Type H Historical	Historic Refuse Dump. The LEA has no file on this site, only anecdotal evidence in other files. The 5 acre site started operation in 1922. Dumped and burned regularly by public and City.
Hofer Property (Cays)	Unknown	3200 Monument Rd. Imperial Beach 92154	37-CR-0030	None	Type D Burnsite	Site clean closed. Burn ash originated from Coronado Cays
Mission Valley Disposal Area	Unknown	Unknown	37-CR-0047	None	Type H Historical	Unable to locate
Sunset Cliffs Burnsite	Unknown	Unknown	37-CR-0079	None	Type H Historical	Unverified
Tierrasanta Community Area I	Unknown	Unknown	37-CR-0094	None	Type H Historical	Unverified
Tierrasanta Community Area II	Unknown	Unknown	37-CR-0095	None	Type H Historical	Unverified
Illegal						
CERCLA/DOD Sites						
Admiral Baker Golf Course	US Dept Of Navy-China Lake 1 Admin Cl. - Code 83e000d China Lake, Ca 93555-6100	2400 Blk Admiral Baker Road	37-CR-0002	None		CERCLA Site
Nosc North Coast Rubble	Point Loma Naval Complex		37-CR-0056	None	DOD	CERCLA Site – DTSC lead agency
Rose Canyon/ Camp Kearny Mesa	Under Investigation	Under Investigation	37-CR-0067	None		CERCLA Site
San Clemente Canyon Disposal Site	Under Investigation	Under Investigation	37-CR-0069	None	Type D Burnsite	CERCLA Site
Waste Collectors						
Allan Co	6733 Consolidated Way San Diego, CA 92121	9245 Camino Sante Fe San Diego, CA 92121	NA	Annual	Waste Collector	Stephen Young, Pres. 858-578-9300
Allied Waste	8364 Clairemont Mesa Bl San Diego, CA 92111	Same as mailing address.	NA	Annual	Waste Collector	Fred Ashford, General Manager 858-278-6061
Coast Waste Management	PO Box 947 Carlsbad, CA 92018	5960 El Camino Real, Carlsbad, CA 92008	NA	Annual	Waste Collector	Jason Rose, General Manager 760-268-7107
Coastal Parks Division (City of San Diego)	2125 Park Blvd. MS 39 San Diego, CA 92134	3775 Morena Blvd. Bldg. 912 San Diego, CA 92117	N/A	Annual	Waste Collector	Dennis Simmons, Senior Utility Supervisor 858-581-9975
Daily Disposal	PO Box 940 Lakeside, CA 92040	12637 Vigilante Road Lakeside, CA 92040	NA	Annual	Waste Collector	Todd Ottonello. 619-702-3300 X 103
Debris Box	10981 SD Mission Rd, 250 San Diego, CA 92108	6910 Mission Gorge Rd San Diego, CA 92120	NA	Annual	Waste Collector	Gregg J. King, Pres. James Smith, Operations Manager 619-284-9245

Sites and Facilities Within the Jurisdiction of the City of San Diego Solid Waste Local Enforcement Agency (8/11)

FACILITY NAME	MAILING ADDRESS	SITE ADDRESS	SWIS #	INSP. FREQ.	PERMIT TYPE	COMMENTS
Dependable Disposal	POB 1639 Spring Valley 91979-1639	9157 Olive Dr Spring Valley, CA 91977	NA	Annual	Waste Collector	Eva Burns, Chairman 619-460-3551
EDCO Disposal Corp	6670 Federal Blvd Lemon Grove 91945	Same as mailing address.	NA	Annual	Waste Collector	Steven South, President Edward Burr, Owner 619-287-0255
EDCO Disposal Corp	6670 Federal Blvd Lemon Grove 91945	7844 Armour St San Diego, CA 92111	NA	Annual	Waste Collector	Steven South, President Edward Burr, Owner 619-287-0255
EDCO Waste & Recycling	224 S. Las Posas Rd San Marcos, CA 92078	Same as mailing address.	NA	Annual	Waste Collector	Steven South, President Edward Burr, Owner 760-436-4151
Environmental Services (City of San Diego)	Refuse Collection Division 8353 Miramar Pl. MS 1200A San Diego, CA 92121	Operations Center 8353 Miramar Place San Diego	NA	Annual	Waste Collector	Mary Valerio, Department Director 858-526-2355
Express Waste and Roll Off Services	10366 Roselle St Suite A San Diego, CA 92121	10320 Roselle St San Diego, CA 92121	NA	Annual	Waste Collector	Armen Derderian, Managing Partner 1-800-722-1033
John Smith Earthworks, Inc.	1516 Nashville Street San Diego, CA 92110	5216 Anna Ave San Diego, CA	NA	Annual	Waste Collector	John Smith, Owner 619-276-0946
Unified Port of San Diego	PO Box 120488 San Diego, CA 92112-0488	1400 Tidelands Ave National City, CA 91950	NA	Annual	Waste Collector	Dave Thompson, Department Director 619-686-6470
Tayman Industries	5692 East Gate Dr. San Diego CA, 92121	5692 East Gate Dr. San Diego CA, 92121	NA	Annual	Waste Collector	Lawrence M. Chapman, President 858-453-8878
Ware Disposal Co	PO Box 8089 Newport Beach, CA 92658	1451 S Manhattan Ave Fullerton, CA 92831	NA	Annual	Waste Collector	Judith Ware, President 714-664-0677
Waste Mgt (WM of S/D)	1001 W Bradley Ave El Cajon, CA 92020	1001 W Bradley Ave El Cajon, CA 92020	NA	Annual	Waste Collector	Jason Rose, Gen. Mgr. 619-596-5184

APPENDIX IV: LOCATION OF RUBBISH DUMPS



*Note: There is a high concentration of refuse dumps (Burn Sites) near Chollas Heights
Photograph from City of San Diego archives*

APPENDIX V: HISTORICAL WASTE-TO-ENERGY TECHNOLOGY

Alphonso King ,
Rosslyn Hotel.

Los Angeles, Cal.

August 1, 1913.

To the Honorable City Council of San Diego, California.

Gentlemen:-

I hereby make you the following proposition to wit:-

I have a patent and secret process by which I can convert all the City Garbage and street refuse into a commercial and marketable product- called Coal of which you all know has a commercial ~~and~~ value for fuel of valuable heat. King's artificial coal can be manufactured in any part of the U. S., or in the civilized world for that matter, at less than \$1.50 per ton. In San Diego I claim for your consideration by a successful test that my Garbage coal will produce as much heat as natural coal. I will put my time and secret process patent and superintend the erection of said plant providing, that the City of San Diego will furnish me money, funds or credit for a plant of sufficient capacity to take care of all waste material, such as above mentioned, and I will superintend personally or my representative, the construction of machinery for such plant, and if desired, I will demonstrate by smaller process that I can convert and utilize all garbage and street refuse of the City into a commercial commodity. Coal sells in California from \$9.00 to \$16.80 per ton- think of the profit derived from a plant in a city. What to do with the refuse is a problem facing every city and community, and the only sanitary methods are expensive incinerating plants that can be afforded only by the larger citis. With my process we take all kinds of City Garbage and Street refuse and make a fuel that is equal to the highest grade of coal for steam and heating purposes, and can be manufactured in San Diego for less than \$1.50 per ton out of the city's worst refuse. Many plans have been discussed and rejected as unfeasible. Therefore, I submit the following proposition to your Honorable Body for consideration- I offer you the use of my patent process and my personal representative supervision of said Coal plant and a one half interest in my artificial Coal system in San Diego, providing :

FIRST

Shall give me money or credit to erect said plant on City's Ground

SECOND

In case a plant of my particular design is erected under my personal supervision and

THIRD:

That the City of San Diego shall gather all such garbage and street refuse as above mentioned and deliver to said plant, I will then in that event, allow the said City of San Diego a one half interest in said plant, and in the products and its market value , and if the said city of San Diego shall desire to purchase my interest, may do so by paying me a royalty agreed upon.

Alphonso King
Inventor and Patentee.

Note: The proposed waste-to-energy process would have created a product called Biochar or historically referred to as "Kings artificial coal."

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