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ZONE CHANGE WITH OVERLAY AND PLAN OF DEVELOPMENT REQUEST

WESTWING RECYCLING & TRANSFER FACILITY NARRATIVE



Located immediately south of the Southwest Corner of the WestWing Power Station, approximately 3,060' northeast of the intersection of N. El Mirage Road and Loop 303

Request: Zone Change with Overlay from IND-2 IUPD to IND-3 IUPD with a Plan of Development

Case No. Z2021090

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Overview of Proposal

A. Recycling and Transfer Facilities are a Well Established Part of our Urban Infrastructure

There are currently 32 registered recycling and transfer stations operating across Maricopa County. Nearly half of these stations, fourteen in all, are built to receive at least 10,000 cubic tons of recycling and waste a year, some of them much more. They are scattered across the County, some in cities like Scottsdale and Phoenix, others on County islands next to cities like Chandler, Mesa and Goodyear. Some are next to parks and some are next to water treatment facilities, but almost all of them have two things in common:

- i) they are close to freeways, because that is how they work, and
- ii) they are in populated areas with homes and businesses, because those are the populations which they serve.

All but one of the fourteen significant recycling and transfer stations meet these two criteria (the one that does not is remote because it is actually part of a major landfill). See **Exhibit 1** for a list of all ADEQ-registered recycling and transfer stations in Maricopa County; **Exhibit 2** for a map of all 32 of these facilities; **Exhibit 3** for a list of all recycling and transfer stations in Maricopa County that can receive more than 10,000 cubic tons of waste a year; and **Exhibit 4** for a map of these fourteen significant facilities.

These fourteen recycling and transfer facilities operate almost entirely without incident. Instead, they go quietly about their business, very much like any other piece of urban infrastructure. Some enthusiastic citizens have expressly stated that such facilities can trigger “environmental disasters.” Such assertions beg the question: where are these disasters today, and why do we not know about them?

Almost every major freeway corridor in the Valley of the Sun has at least one recycling and transfer facility along its alignment, and some have more than one: I-10, I-17, the 60, the Loop 101, the brand new Loop 202, and even the new and extremely short SR 24 in the Southeast Valley. And one freeway, Loop 101 through the West Valley lacks a transfer station for a very good reason: it has the last major urban landfill (the City of Glendale landfill). There is only one freeway corridor in the Valley that sticks out on any map of recycling and transfer stations because it lacks such a facility: the Loop 303 in the Northwest Valley.

B. The Northwest Valley is Now Large Enough for a Recycling Transfer Facility

Why does the 35 mile stretch of the Loop 303 currently lack a basic piece of urban infrastructure that every other part of the Valley already has? The answer is actually simple: it is because twenty years ago, the Loop 303 did not exist, nor did any of the large subdivisions or retail centers that have been developed in the booming Northwest Valley since then. See **Exhibit 5** for an aerial photo of this area 20 years ago. There is the WestWing Power Station, the Beardsley Canal, multiple sand and gravel pits, and nothing else. There are no subdivisions north of Sun City West, there’s not a single grocery store, much less a cluster of power centers and big boxes, and there is no Freeway. **Recycling and transfer facilities do not get constructed in the middle of nowhere. They get constructed where they are useful and needed, in the middle of heavily populated areas.**

Over the past twenty years, the Northwest Valley has been built from virtually nothing. The thousands of new residents here live in both unincorporated Maricopa County and the City of Peoria. Now that the

Northwest Valley has been heavily developed, it is mature enough to support a recycling and transfer facility. So where would the logical place to locate such a facility be? Of course, you would want to be close to the Loop 303 – perhaps in a location where you could access the Loop 303 without passing a single residence. And you would want to be in location where you might be next to significant commercial and industrial type land uses, such as a longstanding regional power station and an approved industrial park, perhaps with existing industrial zoning. That is in fact what Republic Services is proposing here. See **Exhibit 6**.

The Northwest Valley has indeed grown tremendously in the past two decades, necessitating the need for a recycling and transfer station to serve the increasing population. Such facility can be modest in size when compared to the other fourteen facilities already functioning around the Valley of the Sun. A facility here could be sited on a small parcel, no more than ten acres. A facility building here could be around 17,000 square feet, in the same ballpark as an average Walgreen's or Staples. That is in fact what Republic Services is proposing here. See **Exhibit 7**. And when compared to the commercial scale transfer stations around the County, this proposed transfer station will be one of the smallest. See **Exhibit 8**.

C. The Responsible Operation of Recycling and Transfer Stations

Republic Services is the best qualified company to construct a vital piece of urban infrastructure like this recycling and transfer station. It is a locally based company, one of the Valley's few Fortune 500 companies. Republic has hundreds of employees who live all across the Valley, including in the booming Northwest Valley. When citizens suggest such a facility should only be built near a company's employees, for Republic, that means the breadth of the metropolitan area. Republic enjoys a well-established reputation in this community and in this industry as a responsible corporate citizen.

Would a recycling and transfer facility have a cataclysmic impact on its surroundings? Although some citizens have suggested a catalogue of possible catastrophes, this is not actually a hypothetical question. There is no need for wild or unfounded speculation. Maricopa County and local Valley cities have decades of experiences with these facilities. Just look around:

- in Phoenix near Cave Creek Road and the 101, not only less than 2,000 feet away from homes but also even closer to the CAP Canal and City of Phoenix Union Hills Water Treatment Facility, one of our major sources of drinking water;
- in Scottsdale near Pima Road and the 101 (a municipal facility, not a Republic Services facility), 1,000 feet away from homes and an AJ's grocery store (another locally based business), with brand new, age-restricted homes under construction in even closer to proximity to the existing facility;
- in Mesa, near the interchange of the Loop 202 and SR 24, a freeway even younger than the 303, where DMB (another locally owned business) is developing its Eastmark community nearby; and
- in Chandler, basically across the street from the City's major Regional Park, Tumbleweed Park, where tens of thousands gather every year for the City's famed Ostrich Festival.

See **Exhibits 9, 10, 11 and 12** for aerial photos showing each of these facilities and their relationships to their neighbors. At any of these established locations, do homeowners notice these facilities in their day to day lives? Do they smell them? Do they suffer property value diminution from them? Do they experience poor water quality or air quality, or have vermin or disease invaded their homes as a result? Have they been overwhelmed by truck traffic? The answer to any and all of these questions at any and all of these locations is, "No."

While Maricopa County Planning staff must consider input from both the applicant and from concerned members of the public – both for or against this proposal – the staff likewise needs to exercise its professional skills by looking to the recycling and transfer facilities operating within its jurisdiction now and for many years, and present that experience to the Planning Commission and Board of Supervisors as neutral evidence.

The County already knows this benign reality. The “Mesa” facility is in unincorporated Maricopa County operating under County jurisdiction since 2003. As is the “Goodyear” facility, operating since 2005. So is the “Chandler” facility, operating since 2007. All three of these existing facilities are larger than what Republic is proposing here; the Goodyear facility is more than twice as large.

Maricopa County Jurisdiction Transfer Stations

	Address	County Case Number	Approval Date	Square Footage
“Mesa”	4040 S. 80 th Street Mesa, AZ 85212	Z2002105	February 19, 2003	32,500
“Goodyear”	18605 W. McDowell Road Goodyear, AZ 85395	Z2002117	February 19, 2003	43,200
“Chandler”	11530 E. Germann Road Chandler, AZ 85286	Z2006112	May 16, 2007	24,544

Thus, the County has a combined **48 years of operational experience** with transfer stations on County islands. With three such facilities up and operating across the length of the County, the County would already **know** if these facilities brought **any** significant and ongoing problems to the County. This is a fact which Republic has documented. Republic has asked the County enforcement agency for all records regarding any reported issues at each of these three facilities; there was one, in 2011, at a facility operated by another company, that was quickly resolved. See **Exhibit 13** for the County records. The reality is that the County knows these facilities are invisible. They cause no significant issues of any kind in any of these locations. While these facilities are sometimes controversial when they are proposed, they then disappear into the fabric of our urban infrastructure, like a water line or a telephone pole, often hiding in plain sight and improving the functionality of our metropolis.

This is an appropriate application for a justified piece of urban infrastructure to serve a rapidly growing area of the County. It involves a very modest rezone from IND-2 to IND-3 on a small parcel nestled in the shadow of a major power station. This recycling and transfer facility will have little to no adverse impacts on its neighbors, whether near or far.

Purpose of Request

STATEMENT OF SPECIFIC APPLICATION

Allied Waste Transportation, Inc., dba Republic Services of Phoenix (“Republic”), requests approval of a Zone Change with Overlay and Precise Plan of Development to construct and operate a recycling and waste transfer facility (the “Facility”) on the approximate 10-acre property located immediately south of the southwest corner of the WestWing Power Station (“Site”). Specifically, the Site is the northwest corner of County Assessor Parcel No. 503-53-025U. The Site is currently vacant and unimproved.

On October 9, 2019, the Maricopa County Board of Supervisors approved the rezoning of 75 acres located on the south side of the WestWing Power Station to Light Industrial Zoning District Industrial Unit Plan of Development (IND-2 IUPD) to allow development of the Westwing Business Park (Case No. Z2019018). In so doing, the Board acted on the unanimous recommendation of the Planning Commission and the staff recommendation for approval. There was no known citizen comment on the rezoning case. Republic now seeks to locate its industrial activity within the industrially zoned Business Park.

To facilitate this development, Republic respectfully requests the following:

1. Zone Change with Overlay on the Site from Light Industrial Zoning District Industrial Unit Plan of Development (IND-2 IUPD) to Heavy Industrial Zoning District Industrial Plan of Development (IND-3 IUPD) approval, and
2. Precise Plan of Development approval.

This Facility intends to meet the recycling and waste transfer service needs of the Northwest Valley’s growing population. Republic currently provides recycling, transfer and disposal services to both residential and commercial customers in Peoria, Phoenix, Mesa, Gilbert, Chandler, Queen Creek, Apache Junction and unincorporated areas of Maricopa County.

DESCRIPTION OF PROPOSAL

A. Recycling and Transfer Facilities Reduce Traffic

The primary business purpose of a recycling and transfer station is to reduce traffic. A transfer facility that does not reduce traffic makes no business sense to construct, and has failed to meet its primary goal. A transfer facility is used to consolidate recyclable materials and municipal solid waste (MSW) received from local garbage trucks and other similar vehicles into larger tractor trailers that deliver the consolidated waste to remote landfills. Put simply: recyclable material and MSW are moved from smaller local trucks into larger regional trucks. That is the only thing that happens here. The smaller trucks can then stick to their local routes without having to drive longer distances. The larger trucks can get onto the Loop 303 and travel greater distances, with virtually no presence on local streets. In general, one regional truck can carry the equivalent of three local trucks. Therefore, **a properly functioning transfer station’s primary purpose is to reduce the presence of garbage trucks on local freeways by two-thirds.**

Here is how the United States Environmental Protection Agency described this purpose of a transfer station in their Manual for Waste Transfer Stations: “By consolidating shipments to the disposal site, a waste transfer system will have net positive impacts in terms of reducing community-wide truck traffic, air emissions, noise, and highway wear. ... [S]avings from reduced travel times might offset ... capital costs and result in overall lower system costs.”

At the moment, Parks & Sons vehicles serving the residents of unincorporated Maricopa County in this area are traveling from Vistancia to distant landfills or transfer stations, all located more than 10 miles from this proposed transfer station. The same is true for the City of Peoria garbage trucks serving residents of Peoria in this area. As these local trucks drive to and from – every trip is a round trip, so double the mileage -- remote landfills, they generate local traffic and emissions, and create wear and tear on roads, as well as the vehicles themselves.

When Peoria was a smaller City, distances were shorter and direct delivery to landfills was appropriate and efficient. There was no need for a closely located transfer station a generation ago. But as the unincorporated areas and Peoria both continue to grow, it would make more sense to develop and use a transfer station that utilizes the taxpayer investment in the Loop 303. It would also reduce the distances the local trucks have to travel, which would reduce fuel costs and wear and tear on those vehicles, in addition to reducing road wear and tear and vehicle emissions. It would preserve the local fleet and allow those drivers to focus on their collection routes. This efficiency would allow local carriers to better manage their solid waste rates, and that helps every resident and business they serve.

While Republic does not have a current contractual relationship with either Parks & Sons or the City of Peoria, by using this proposed recycling and solid waste transfer facility, both private and municipal garbage trucks could reduce every single trip by more than 20 round trip miles. That would represent a significant savings to both private haulers and the City in vehicle use, traffic and emissions. It should also be noted that the County has approved the zoning for numerous commercial ventures in this growing area, including a battery storage facility, a QuikTrip, and this very Industrial Park. In none of those cases did the County Planning Department ask for a business plan or proof of existing contractual guarantees, and it would not be appropriate for the County to do so here.

Republic Services will be transporting the solid waste from the Facility to its Southwest Regional Landfill (SWRL). The SWRL is located on State Route 85 in western Buckeye, across the street from the State Prison. Large trucks will get on the 303, travel around to I-10, and then out to State Route 85. They will not be a part of traffic on City streets. The recyclable materials will be transported to a variety of local recycling processing facilities including, but not limited to, Phoenix North Gateway and Glendale MRF.

B. Why Republic Selected This Location

Republic proposes to construct and operate a recycling and transfer facility on approximately 10 acres located immediately south of the southwest corner of the WestWing Power Station in unincorporated Maricopa County. Republic has selected the Site for the following reasons:

1. its proximity to the Loop 303 Freeway and to the rapidly growing part of unincorporated Maricopa County and the City of Peoria;
2. its complete isolation from any residential areas due to the presence of the Loop 303 and the WestWing Power Station;
3. its existing Industrial zoning;

4. its need to utilize newly constructed roads used exclusively for Industrial traffic, allowing it to access the Loop 303 without passing any residences;
5. its proximity to a longstanding heavy infrastructure use, the WestWing Power Station, and thus completely isolated from families and children;
6. its separation from the Agua Fria Riverbed and the CAWCD Agua Fria recharge facility by the Loop 303, and its isolation from any local water wells or other sources of drinking water; and
7. its remote location allows the isolation of any inadvertent and rare release of noise or odor.

The Site is an outstanding location for a recycling and transfer facility. It will have no impact on local residents because there are no local residents close by. It is an appropriate and compatible member of the approved Business Park and an appropriate neighbor to the WestWing Power Station.

DESCRIPTION OF SITE PLAN AND OPERATIONS

Republic desires to gain approval of a Precise Plan of Development from the Maricopa County Board of Supervisors in order to obtain a Building Permit to construct and operate a recycling and solid waste transfer facility. The included Site Plan provides a detailed illustration of the proposed site development plan.

The Facility is an appropriate use for the Site and the operation will not detrimentally impact any surrounding properties, most of which are already in heavy industrial use – the Power Station – or zoned for Industrial use. The most adjacent land use in general public use is the Loop 303, itself a major piece of metropolitan infrastructure.

A. Proposed Physical Improvements

The Facility will consist of a fully enclosable, 40 foot tall, single story metal building that encompasses approximately 17,000 square feet. The building footprint includes a tipping floor accessible through five (5) truck bay overhead doors, with the ability to add one (1) additional bay in the future. The bay overhead doors are 29.5 feet high; the width varies with the end doors being 19.5 feet wide, while the three internal doors are 23.5 feet wide.

In addition to the transfer building itself, the Facility also includes a scale house (approximately 800 square feet), located west of the transfer station building, which will be staffed during the hours the Facility accepts waste from third party customers. Inbound and outbound scales will be located on either side of the scale house to weigh and account for waste and recyclables being delivered to the Facility. Other development features of the Facility include a concrete trailer dolly pad, storm water retention basins, landscaping, and paving. Site features are illustrated in detail on the Site Plan drawings included in the application and herein as **Exhibit 14**.

The Facility will be fenced and will have a gated ingress/egress point for vehicle and pedestrian access control. Republic will be screening the site on the east, south and west with a six- to twelve-foot tall composite fence, made of engineered wood, while a chain link fence is provided to the north. Posts will be inward facing and galvanized post caps shall not be visible offsite.

The Site is located in an area where the topography is generally descending from the WestWing Power Station toward the 303. The approved West Wing Industrial Park acknowledged the washes that run south from the Power Station to the Freeway, and has already planned to accommodate that drainage

in a series of pre-defined channels. As a result, Republic only needs to accommodate those channel easements on its Site, and then manage its on-site drainage needs. The 185 acre WestWing Power Station obviously provides the massive visual backdrop for this entire area, with its massive, towering power lines – nine of them running in and out of the station, each at least 150 feet tall -- and exposed heavy electrical equipment. Given the backdrop, Republic's facility essentially becomes invisible. Nevertheless, Republic has attempted to develop this Facility with a relatively minimal profile, such that it will disappear into the broader background of the Power Station. The building will have a mostly neutral palette, although the bay doors will be a blue color.

The Facility will be landscaped on its east, south and west sides. The fourth side faces the WestWing Power Substation, and requires no landscaping or buffer from that heavy industrial facility. Of course, the Power Station itself is not subject to County jurisdiction, and is thus devoid of any landscaping, walls, or any other form of screening at all. More generally, there are transfer stations scattered across the Valley today, most of them unseen and unnoticed. Many transfer stations are constructed in close proximity to valley freeways, and tens of thousands of Valley residents drive past transfer stations every day without noticing them.

Facility lighting, in accordance with Maricopa County ordinances, will be in place for security purposes and to ensure safe operations for personnel, customers and vehicular traffic after daylight hours. All lighting will be downward directed to reduce the nighttime visibility of the Facility. Lighting will generally consist of appropriately spaced pole-mounted lights at a maximum height of 18 feet, and exterior and interior mounted light on/in building structures. A Photometric Plan indicating the location of proposed lighting is included with this application.

One monument sign is proposed to be installed at the entry to the Facility, near the southwest corner of the Site. Despite the proximity of the freeway, Republic is not proposing any building signage at the facility. The area of the monument sign will be 60.5 square feet, and it will be illuminated with recessed LED wall wash down lighting and back-lit address numbers.

B. An Operational Overview of Recycling and Transfer Stations

The garbage trucks are fully enclosed and the trash is contained entirely within the rear of the truck until it is offloaded at the transfer station. **Republic will prohibit untarped loads from entering or exiting the Facility.** This prevents detectable odors from being released while the trucks are traveling on roadways. All transfer trailer loads are tarped before exiting the recycling and transfer facility. Historically, at similar facilities, Republic Services has neither experienced any noticeable odors nor have they received odor complaints regarding the transfer trailers.

The WestWing Facility will not accept hazardous, radioactive or medical waste. The Facility will accept waste and recycling from Republic and third-party collection vehicles, municipal collection vehicles, small haulers such as landscapers and builders, and the general public. The waste and recycling managed at the Facility is anticipated to originate from, but not be limited to, residential and business waste from unincorporated Maricopa County and the City of Peoria. The waste and recycling accepted at the Facility will conform to the definition of municipal solid waste (MSW), non-hazardous industrial waste, inert material, construction/demolition debris and landscaping wastes, and other waste deemed acceptable in accordance with the Arizona Department of Environmental Quality. Republic will operate the Facility in full compliance with applicable federal, state, and local laws and regulations.

C. How Materials Are Managed Through the Facility

As previously indicated, the Facility is a controlled access place of business. All vehicles entering and exiting the Facility pass through a single gated access point. Informational signs clearly stating the types of waste that are acceptable and the types of waste that are prohibited will be posted at or near the property entrance. The signage will also provide directional and safety information. Republic personnel will be trained and directed to identify any unacceptable waste that is delivered to the Site. To be clear: **any and all untarped loads will be turned away.**

Once inside the fence, the waste collection route trucks and local trucks make their way to the main building and dump their loads directly onto the tipping floor. The purpose of the tipping floor is to provide a level surface onto which the waste and recycling materials are “tipped” from the back of the waste collection vehicles. A drive through pit below the finished elevation of the tipping floor is located at the opposite side of the building from the overhead doors. The larger trucks pull into the below-grade pit (four (4) feet below the tipping floor), where waste or recyclable material on the tipping floor is transferred from the tipping floor to the open top tractor-trailer utilizing a rubber tire loader or similar equipment. The elevation difference assists the front-end loader operator in seeing into the trailer being loaded. Once the large truck is full, the load will be tarped, and the large truck can depart on its trip to the landfill or recycling processing facility. A diagram of the tipping room floor can be found in **Exhibit 15**.

D. Odor and Vector Control

The transfer station is designed in a manner to discourage the escape of both odors and dust, and to discourage the attraction of rodents, insects or birds. The most effective means of controlling odors at a waste and recycling transfer station is the prompt removal of the waste after it is deposited on the concrete tipping floor. Transporting the material quickly, and without any permanent onsite storage, will minimize the amount of odor. The floor of the Transfer Facility has been designed to be open and clear, without crevices, corners and other hard-to-clean areas. The concrete tipping floor is sealed to prevent residue absorption. Operators will utilize a first-in, first-out policy, ensuring that waste does not remain on-site for long periods of time.

Cleanliness is a key to odor management and vector control. On a nightly basis, the tipping floor will be cleared of all waste and recyclable material using on-site equipment. Additionally, a Republic Services employee will sweep the floor of any remaining debris. Sweeping is more sustainable than using a mix of water and chemicals to wash the tipping floor. If it is deemed necessary to use a power washer, the tipping floor is designed and sloped so all wastewater is collected and conveyed to a central liquid storage tank. The water from this tank can be removed periodically and disposed of with the local wastewater company, as is the case with numerous businesses; the transfer station’s wastewater is not hazardous and requires no unique treatment. Once the tipping floor is clean, the transfer station bay doors will be closed until all operations resume the following day.

Odors and dust will also be controlled utilizing a dust suppression misting system. This overhead misting system will periodically distribute a fine water mist over the tipping floor throughout the day. The mist will trap particles that cause odor into water droplets, and then the droplets will fall to the tipping floor. The drainage system of the floor has already been described above.

With regard to animals, the design of the tipping floor minimizes areas where waste could become trapped inside the building. Waste and recyclable material will not be allowed to accumulate outside the

tipping floor, i.e. outside the building. With respect to birds, the ceiling is designed with minimal perching ledges and the installation of bird netting between the building rafters as needed. Bird netting is a humane way to prevent birds from nesting in between the rafters or otherwise establishing residence inside the transfer station.

As indicated at the beginning of this narrative, ADEQ is the primary agency responsible for the healthy and safe operation of all transfer stations across the County and State. Nevertheless, the County does have its own set of health and safety regulations which Republic will abide by in its operations. These include the provisions of the County Environmental Health Code, Chapter 2, Section 4, Refuse Disposal, which states in part, "All refuse shall be disposed of by method or methods included in this Code, and shall include rodent, insect and nuisance control at the place or places of disposal. Approval must be obtained from the Arizona Department of Environmental Quality for all new disposal sites and changes in method of disposal prior to use." It also includes Section 5, Non-Hazardous Solid Waste Collection and Disposal Services, which in part independently requires covered loads for transport. And finally, the County Environmental Services Department prohibits and regulates vermin and all vectors under Chapter 3, Rodents, Insects and Vermin, pursuant to which, "The owner, occupant, or person in control of any place or premises shall take all reasonable measures to prevent such infestation or harborage and, upon notification from the Department to do so, shall take all necessary and proper steps to eliminate the infestation or harborage and to prevent its recurrence." To confirm, Republic will abide by these regulations at the proposed Recycling and Transfer Facility.

Republic should note that it operates transfer stations at other locations across the County, and is not aware of there being major issues with respect to any of these concerns relating to odors, pests, animals or birds at any of these existing facilities. Again, the County's own records (**Exhibit 13**) already independently verify this experience.

E. Fire Safety

Arizona Fire & Medical Authority has provided a will serve letter, dated December 7, 2020, for the entire WestWing Industrial Park (**Exhibit 16**). The Applicant has met with, and continues to coordinate with, Arizona Fire & Medical Authority. In those discussions, Arizona Fire and Medical has requested a secondary access to the proposed site, and Republic has revised its plans to provide such an emergency access.

While the provision of fire services is a fundamental requirement for any land use, it is uniquely important to comment on fire safety, not because transfer stations are major fire issues, but because paper recycling yards are. Over the years, the Valley has seen several high profile fires at paper recycling yards, including one such fire in 2021. Paper recycling yards are not transfer stations. Paper recycling yards receive only paper, they bundle that paper in huge loads, and they store them outside for significant lengths of time without employee oversight; they are the opposite of transfer stations in these important respects.

Transfer stations conduct their activity indoors, on a concrete floor with metal walls. They operate misters for odor control purposes, but this keeps the recyclables and trash from fully drying out. This facility will have fire sprinklers, like most modern commercial businesses. Unlike most other businesses, Republic will deploy and monitor video cameras inside and outside the main building for the primary purpose of fire detection, so that fire can be detected even when the Facility is not operating.

The WestWing Recycling and Transfer Facility will be equipped with best-in-class technology and professionally-trained employees to mitigate any potential fire risk. Fires occasionally occur in the waste and recycling industry, primarily due to flammable items inadvertently disposed of by residential and commercial customers, such as batteries or cigarettes. In the industry, these fires inside a truck's compactor are referred to as "hot loads." If a "hot load" is discovered while a truck is unloading at WestWing Recycling & Transfer facility, Republic Services has developed a multi-stage strategy to mitigate any risk of fire spread or damage.

- First, the facility is designed from the ground up to mitigate risk of fire. It would be constructed with an impervious concrete tipping floor, high ceilings, and framed with a combination of cement and metal, acting as a retardant to the spread of fire. Again, the WestWing facility would also be equipped with automatic fire sprinklers.
- Second, our heavy equipment operators are trained to scan for and identify "hot loads" while still controllable. Upon discovery, the burning material is separated from other waste and recycling on the tipping floor to prevent the fire from spreading.
- Third, other employees are trained to further mitigate fire risk by alerting the local fire department and utilizing on-site fire extinguishers to combat the isolated fire.

While "hot loads" are an unfortunate occurrence in the waste and recycling industry, Republic Services will invest in the proper facility, equipment, and employee training to ensure the safety of our employees, facilities, first responders, and community.

F. Other Operational Matters

Equipment. Equipment utilized in the transfer building may include a rubber tire loader, compactor or dozer, or other similar equipment depending on waste types and volumes. Additional equipment may also include a water truck for dust control, and pavement sweeper/vacuum for property maintenance. Onsite equipment will be installed with mufflers or other noise-reducing devices as needed, however, equipment back-up alarms will be utilized for personnel and customer safety purposes. Site operations will comply with Maricopa County noise ordinances.

Hours. Hours of operation for professional recycling and trash hauling companies will be 5 AM to 5 PM, Monday through Saturday. For the public, hours of operation will be 7 AM to 3 PM, Monday through Saturday. These public hours would include landscape haulers who might choose to utilize the facility. Whenever possible, no waste will be stored at the facility overnight. We do expect that there may be occasions when a late local load arrives after the last tractor trailer has departed for the landfill for the day. On these rare occasions, here is what will occur. There will always be a single tractor trailer left overnight in the below grade pit, i.e., inside the building. In the event of a late delivery, the waste from that load will be deposited into the single tractor trailer. That load will then be tarped. As always, the bay doors will be closed. Then, in this circumstance, the odor control systems will be turned on and left on overnight.

Public Access. The site will be available for public access. A citizen convenience center will be available for the public to safely and quickly dispose of waste and recyclable material. All vehicles accessing the facility will be required to be fully enclosed, covered, or use other means to prevent litter from being blown from the vehicle during travel. To reiterate, untarped loads will be turned away.

There is one exception to this tarp requirement: in response to community input, Republic has agreed to provide area residents with one free bulk disposal day a month, and these free-resident loads will be accepted without tarps due to the non-professional and low volume nature of the loads.

Employees. This Facility will be small. To reiterate, it will be among the smallest of the 14 similar facilities already operating across the County. The reason for this is that, despite its explosive growth, the waste volumes of the Northwest Valley do not require a larger transfer station footprint. As a result of its small size, there will be one (1) shift with an estimated four (4) employees present on-site over the course of the operational day (12 hours) attending to customers, operating equipment, inspecting loads, performing litter control, and other duties as required. Facility personnel will be trained, in addition to their specific job duties, on hazardous waste exclusion requirements and emergency response procedures. No truck-bound employees will be based at the facility. Republic Services anticipates that small collection vehicles will be on-site for approximately 8-12 minutes, and landfill haulers are estimated to be on-site for approximately 15-20 minutes. There will be one (1) ADA-compliant restroom within the scale house for employees; this restroom will not be posted, although it would be available to the public for emergency access. Most drivers will have no reason to exit their vehicles during their brief visits.

Parking. Parking spaces for employees and visitors will be provided as required by Maricopa County, including ADA accessible parking. The Site Plan provides greater detail regarding parking space and associated calculations. Because of the relatively low number of employees and the lack of routine public access, Republic will be providing a relatively low number of parking spaces, and will be using the IUPD process to reflect that reduction.

Relationship to Surrounding Properties

The Site is currently under the jurisdiction of Maricopa County and is zoned Light Industrial Zoning District Industrial Unit Plan of Development (IND-2 IUPD). The Site lies within the recently approved, 75 acre Westwing Business Park. As previously mentioned, this application requests approval for a Zone Change with Overlay to rezone the Site to Heavy Industrial Zoning District Industrial Plan of Development (IND-3 IUPD), a single step up in County's Euclidian zoning scheme.

The Facility will be ideally located to provide this critical piece of community infrastructure and improve the management of truck traffic throughout this part of the Valley. Residents of unincorporated Maricopa County and of the City of Peoria alike will benefit from this Facility, both from a better flow of truck traffic along the 303 and from the stability of their waste disposal rates.

Among the several reasons for selecting this Site, Republic values its proximity to the Loop 303. Traffic from the Facility will enjoy exclusively industrial access to this Site, without passing any residences or comingling with any residential traffic. Residential traffic in the area is on the south side of the El Mirage interchange, and the Facility is on the north side of the El Mirage interchange. There is no access planned to the north or east, so there is no involvement with the Happy Valley interchange. The development of a recycling and waste transfer facility at this location will reduce the number of miles driven by local garbage trucks, and reduce associated vehicle carbon emissions. Republic's regional tractor trailers will not drive through any residential neighborhoods.

A. The Industrial Park

The Site is within the approved, 70 acre West Wing Industrial Park, which the County Board of Supervisors approved in October 2019. IND-2 zoning allows a wide range of uses: manufacturing, warehouses, truck terminals, even sewage treatment. Since the Industrial Park is zoned IND-2 already, the Facility will be a compatible neighbor with other businesses locating within the Industrial Park. Of course, once the Industrial Park is fully developed, the Facility will indeed be fully screened from all exterior views. Republic has developed a rendering that shows the Industrial Park at build-out with permitted uses, attached here as **Exhibit 17**.

The Industrial Park has no developments at this time, and continues to work on infrastructure development issues with the County and other agencies. If approved, the Facility will be the first development within the Industrial Park. Indeed, the proposed Facility is the initial user that is driving development of the overall Industrial Park. Without this proposal, it is difficult to predict when market demand would be sufficient to warrant construction of the required street infrastructure to serve this area. And while the Facility itself has a relatively small impact on economic activity, unleashing the balance of the 65 acres of the Industrial Park will have a significant impact on the County.

An independent Economic Impact study prepared by Elliott D. Pollack & Company, and available on the applicant's website (westwingtransfer.com) projects almost \$100 million in construction activity at the Park, 1,300 jobs, and well over \$7 million in taxes, more than \$1 million paid to the County alone (see **Exhibit 18**). Once the Park is operating, the Pollack study projects almost 1,600 jobs and over \$280 million in annual economic activity, generating more than \$6 million in taxes every year, more than \$1 million of that to the County. This Facility is currently the sole proposal that will drive these long-term benefits.

B. The Power Station

The WestWing Power Station currently dominates the area, and will likely continue to do so. The Station has been there for decades. At 185 acres, its footprint is huge, easily more than twice the size of the entire Industrial park, and more than 18 times the size of the entire acreage proposed for rezoning here. The Power Station itself is an enormous conglomeration of heavy electrical equipment. To reiterate, while the County gets to review this Facility and propose stipulations, the Power Station is not subject to local regulation by the County, so it has no landscaping or screening. In this context, Republic's 17,000 square foot, 40 foot tall building on ten acres will have absolutely no impact on the Power Station.

The Power Station feeds into the Western Electrical grid, and thus multiple large-scale power towers feed in and out of the Power Station. These lines are outside the footprint of the Power Station itself, meaning that the Power Station actually has a much larger impact on the area, well beyond its own borders. There are nine large scale power lines feeding into and out of the station today, all in excess of 150 feet, with two more towers coming to serve the battery facility the County just approved on the north side of the Power Station, adjacent to Happy Valley Road and Coldwater Ranch. Obviously, these towers dwarf the size of the single, 40 foot tall building proposed here. Furthermore, because of the Power Station's dominating visual presence, Republic's building will be dwarfed, disappearing into the mighty background of electrical equipment, and have almost no visual impact to passersby on the 303, especially after the Industrial Park is fully developed.

In an e-mail dated September 20, 2021, the Western Area Power Administration ("WAPA") stated that it has no objection to the zone change application, attached here as **Exhibit 19**. In its communication, WAPA reported no concerns regarding any unique fire danger to the Power Station.

C. Residential Areas on the other side of the 303

The 303 separates the proposed Facility from any residential subdivisions to the south and east. Few if any residents will be able to make out the Facility visually. Republic has developed renderings that show the Facility only, without any other Industrial Park development, to illustrate the lack of visibility of its site from two locations along the 303. See **Exhibit 20**. The vast majority of homes are blocked from the Site by the 303's large sound walls on the south and east sides of the Loop 303.

Of course, the tens of thousands of cars that use the 303 will also make it nearly impossible to hear any activity in the enclosed transfer and recycling Facility. Republic commissioned a noise study to confirm its lack of acoustical impact on the residences on the other side of the Freeway. Republic has included that study with this application, which Republic has also made available to the public in advance of this submittal, including on its project website. In addition, as noted elsewhere, Republic has committed to direct its long haul trucks not to use their air brakes at the El Mirage interchange.

One other way to measure the impact of a transfer station on the residences would be to test potential impact on property values. Because there are already so many transfer stations in existence to transfer stations in other parts of the County, this measurement can be made based on actual experience. Indeed, this measurement can be considered not just against any transfer station, but can be done against other stations operated by this Applicant. Republic commissioned an independent study by the respected brokerage firm CBRE, and CBRE's study found no evidence to suggest an adverse impact on homes a quarter mile or more from an existing Republic transfer station. Republic has included that study with

this application. As with its other studies, Republic has also made this study available to the public prior to filing this Application, including posting it on its project website.

D. Long-Range Plans

The proposed use, like the Industrial Park as a whole, is consistent with the long range planning documents that address this area. Maricopa County’s White Tank / Grand Avenue Area Plan designates the area for Mixed Use / Employment. The City of Peoria General Plan, which voters just approved last November, designates this area for Employment Industrial, the most intense designation available on the City’s General Plan.

Vacant State Trust Land is located west of the Business Park and the Site. At this time, the applicant is not aware of any proposals to develop the State Trust Land. Given the adjacent Power Station and industrially zoned Business Park, an industrial use would seem to make sense, and would be consistent with the land use designations on the County Comprehensive Plan and the Peoria General Plan.

The surrounding properties, uses and zoning are as follows:

Location	Use	Current Zoning
Onsite	Vacant / Industrial approval	IND-2 IUPD
North	WestWing Power Station / Industrial	RU-43 (Exempt from County Zoning)
East	Vacant / Industrial approval	IND-2 IUPD
South	Vacant / Industrial approval	IND-2 IUPD
West	Vacant / State Trust Land	RU-43

Location and Accessibility

The Site is located immediately south of the southwest corner of the WestWing Power Station. To date, a specific address has not yet been assigned.

The Site will be accessed from the El Mirage Road interchange of the 303, on a purpose-built road to service the approved, 75 acre, Westwing Business Park. The developer of the Business Park continues to work steadily with appropriate County and State agencies regarding development of the access.

Republic has asked a traffic engineer to develop a Traffic Statement for the facility, and has included that Traffic Statement with this application. The Statement reports that the Transfer Facility is expected to result in less than 80 truck trips per day, and fewer than 10 truck trips during each of the AM and PM Peaks. In other words, the Facility is expected to generate an insignificant amount of traffic. As previously indicated, the heavy truck traffic portion of those trips will be going directly to and from the Loop 303. There is no residential development on the north side of the 303 that uses El Mirage Road, so there will be no interference between Republic's traffic and any existing residential traffic.

The County should compare the traffic projections for this Facility with the traffic projections of other uses it has approved for industrial and commercial activities in this area. As previously stated, in 2019, the Board of Supervisors approved the WestWing Industrial Park with staff's support and no community objections. The traffic report for Industrial park projects more than 3,000 trips per day, with more than 200 trips in each of the morning and evening peaks. Given that truck terminals, warehouses, and manufacturing are all permitted uses in the IND-2 zone, it more than reasonable to imagine that a significant portion of that already-approved traffic will consist of trucks. That's fair, as well, given the industrial land use designation of the area and the proximity of the 303. Thus, the Industrial Park overall is expected to generate more than 37 times as much traffic as the Facility, and more than 20 times the rush hour traffic. Given that the Facility takes 10 the 75 acres of the Industrial park, it is clear that this Facility generates very little traffic at all.

That comparative metric is just as telling when viewed against the QuikTrip which the Board of Supervisors just approved at the already-congested intersection of Happy Valley Road and 115th Avenue, again with staff support and no community objections. The QuikTrip, tiny when compared to the 75 acre Industrial Park, is projected to generate 3,600 trips per day, with 350 rush hour trips. Again, those figures dwarf what the Facility here is projected to produce. A chart that compares Republic's projected traffic against these two recent County approvals is attached here as **Exhibit 21**.

To reiterate, the basic purpose of a transfer station is to reduce traffic on the 303 by two-thirds. When the County reviews the traffic report for the Facility and compares it to what the County has already approved in this area, it is clear that if traffic is the measuring stick, the County should embrace the Facility.

Circulation System

Republic has prepared and filed a Traffic Statement as part of this application. The Traffic Statement proposes, and MCDOT confirms, that the Facility will have a very limited impact on local traffic. Indeed, the express purpose of a recycling and transfer facility is to reduce traffic by converting the travels of 3 local trucks to distant landfills into a single regional truck trip: this is the very purpose of such facilities.

A. Internal Circulation

This section of the narrative addresses internal circulation. The on-site circulation of commercial solid waste collection trucks and any public vehicles will commence from the only ingress/egress gate along the south property boundary. All vehicles (Republic, third party, commercial and/or private haulers) intending to utilize the waste transfer station will enter the Site and then proceed to the scale house for weigh-in on the inbound scale, and a visual inspection of the load as deemed necessary by the scale attendant. Vehicles will then proceed to the south side of the transfer station, where the overhead bay doors to the tipping floor are located. Upon reaching the bay doors, each vehicle will receive visual instruction from a transfer station queuing attendant or equipment operator before entering the building and emptying the vehicle's load onto the tipping floor. The empty vehicle will return to the scale house for weigh-out (if deemed required at weigh-in) prior to exiting the Site at the same ingress/egress gate on the south property boundary.

The circulation of long-haul trailers onsite will be from the only ingress/egress gate on the south property boundary. The long-haul trucks will utilize the bypass lane at the scale area and proceed to the loading tunnel located on the south side of the transfer building. Once the tractor trailers are secured and tarped, the vehicles will make their way back to the south property egress gate. The tractor trailers are weighed in the tunnel and can therefore bypass being weighed at the scale area before departing from the Site. Should the tunnel scale become temporarily inoperable, the loaded tractor trailers can be weighed at the scaling area prior to leaving the Site.

The circulation system for the Site has been carefully designed to minimize truck cross-traffic. There will be designated inbound and outbound lanes for vehicles using the transfer station as depicted on the Plan of Development Site Plan included in the Application.

Republic will be responsible for controlling the movement of traffic within the property boundary and will utilize queuing lanes and unloading areas supervised by on-site personnel to control potential traffic impacts to public thoroughfares. Traffic control devices that may be used include striping, signage, cones/barricades, speed bumps, and pavement markings.

All parking for Republic personnel and any visitors are provided as shown in the Plan of Development Site Plan included with the Application. Parking for employees and visitors is limited to the area east of the scale house (west of the transfer station). The number of vehicle parking spaces is based on building space utilization as depicted on the Plan of Development Site Plan.

B. External Circulation

As indicated previously, the purpose of a recycling and transfer facility is to reduce traffic by converting the trips of three local trucks into the trip of a single regional truck. This cuts freeway traffic by two-thirds.

A recycling and transfer station does not generate new recyclable materials or additional trash. It merely serves as a brief gathering point for recyclable materials and trash that already exists, and is already being picked up by local trash trucks. The presence of the transfer station will not generate a single additional trip by a local trash truck. Not a single truck will enter a neighborhood or a shopping center that is not already doing so.

Republic Services regional trucks will arrive at the recycling and transfer facility via the Loop 303 interchange with El Mirage Road, a fully engineered regional freeway interchange designed to carry the metro area's most trips and heaviest traffic. From that interchange, those regional trucks will travel on a road north and then east to the Westwing Industrial Park. For exiting, these trucks will reverse the process, along the road back out to the El Mirage interchange. Again, there is no reason for there to be any residential traffic along this road that does not yet exist. The only traffic on this road should be industrial in nature.

Pursuant to the stipulations attached to its zoning approval by the County, the Master Developer of the Industrial Park is already responsible for construction of the El Mirage Road extension north from the interchange and the construction of the east-west access road.

Republic has also committed to area residents that it will direct the operator of its regional tractor trailers not to use their "Jake brakes," commonly referred to as air brakes, when using the El Mirage interchange. This will reduce the sound of truck traffic utilizing that public freeway.

To reiterate, the Facility will turn away any untarped loads. Thus, there should not be any unusual litter on the 303 associated with this Facility.

Development Schedule (Phasing)

Republic intends to develop the Site in a single phase. Republic intends to proceed to construction drawings shortly following determination of the Zone Change with Overlay by the Board of Supervisors. Construction is anticipated to take 6 months.

Community Facilities and Services

Community Facilities and Services Table		
Facility	Distance from Site	Provider
Central Water Conservation District Aquifer	1.5 miles	Central Arizona Project
Alta Vista Park	2.2 miles	City of Peoria
Zuni Hills Elementary School	2.0 miles	Peoria Unified School District
Liberty High School	3.5 miles	Peoria Unified School District
Peoria Sunrise Mountain Preserve	3.9 miles	City of Peoria
Lake Pleasant Towne Center	2.6 miles	Private development
Lake Pleasant Crossing Shopping Center	3.0 miles	Private development

Public Utilities and Services

Public Utilities and Services Table	
Utility	Provider
Water	EPCOR
Sewer	EPCOR
Gas	Southwest Gas
Communications	Cox Communications
Refuse	Republic Services
Law Enforcement	Maricopa County Sheriff's Office
Fire and Emergency Medical Services	Arizona Fire & Medical Authority
Electric	APS
Telephone	Century Link

Industrial Unit Plan of Development – District Regulations

The site setback requests are appropriate given the current surrounding land uses (vacant) and topography. The proposed minimum front yard (south side) is vacant. The proposed minimum perimeter side yard (east and west sides) is comprised of an access road, and the parcel of land to the north is the WestWing Power Station. The proposed site setbacks are compatible with both the current and anticipated future adjacent land uses.

IND-3 IUPD DISTRICT REGULATIONS		
	IND-3 DISTRICT REGULATIONS	PROPOSED IND-3 DISTRICT REGULATIONS
Allowed Uses	Not Specified	<ol style="list-style-type: none"> 1. Waste Transfer and Recycling Facility, including accessory uses (scale house) 2. All uses allowed in IND-2 District
Maximum Building Height	40-feet	40-feet
Minimum Front Yard (south side)	10-feet	10-feet
Minimum Perimeter Side Yard (east and west sides)	5-feet	5-feet
Minimum Rear Yard (north side)	25-feet	0-feet
Minimum Lot Area	6,000 square-feet	6,000 square feet
Minimum Lot Width	60-feet	60-feet
Maximum Lot Coverage	60%	60%
Sight Visibility Encroachment	Not Allowed	Allowed along western perimeter
Screening	A solid masonry wall, not less than six feet in height shall be required along and adjacent to any side or rear property line abutting any rural or residential zone boundary, or any alley abutting such zone boundary. Further, any access gates shall be constructed of view-obscuring material to provide effective site screening. MCZO Article 903.9.3.b	A solid wall of composite materials or masonry ; otherwise consistent with Ordinance.
	The perimeter of any portion of a site not adjacent to a rural or residential zone boundary upon which any outdoor use of any industrial nature is permitted shall be enclosed to a height of not less than six feet by building	

	walls, walls or fences of any view-obscuring material. No outdoor industrial use or enclosure thereof shall encroach into any required setback area adjacent to any street, nor shall any storage products or materials exceed the height of any such enclosure. MCZO Article 903.9.3.c	
Parking	32 spaces One per 600 square feet of floor area, per MCZO Section 1102.1.5	9 spaces
Lighting	MCZO Section 1112	MCZO Section 1112
Sign Regulations	MCZO Section 1404	MCZO Section 1404

Two (2) loaded areas have been provided on the tipping floor side of the building where trucks are unloaded (see **Exhibit 15**). The entire operation is loading/unloading so the areas shown for illustrative purposes and have been kept outside of the building, even though the loading/unloading process will occur within the building footprint.

Justification for the Industrial Unit Plan of Development – District Regulations

The purpose of the Industrial Unit Plan of Development is to allow variations in the development standards in industrial projects that require special design techniques or flexibility due to topography, innovative or sustainable project design, or other considerations. This application requests modifications to the following:

Permitted Land Uses. The Site is currently zoned IND-2, which allows a set of expressly permitted uses. The proposal is to rezone the Site to IND-3, which does not specify permitted uses. The IUPD specifies that in addition to the uses already approved for the Site, there is a single, additional permitted use, a recycling and waste transfer facility.

Rear Yard Setbacks. The Ordinance requires a 25 foot rear yard setback. The rear yard of the Site is the WestWing Power Station. A setback of any type adjacent to the Power Station would be useless. The Power Station is an essentially unoccupied collection of massive power equipment. To provide a setback against such a place would be a waste of land. The IUPD recognizes the unique nature of this neighbor by proposing to eliminate a rear year setback requirement. However, it should be noted that as a result of the drainage needs of the Westwing Business Park, there will be a large drainage easement running along the entire north perimeter of the Site, effectively creating a setback, but one with an important purpose.

Sight Visibility Encroachment. The Ordinance does not allow Sight Visibility Triangles to go beyond a site perimeter. The IUPD recognizes the unique nature of the western perimeter of the

Site, where no adjacent, vertical development is anticipated, nor is development of a street anticipated due to the presence of the Power Station to the north. Therefore, vehicles exiting the Site will enjoy an unencumbered view to the west.

Screening. The Ordinance requires masonry walls. Effective, solid six foot screening can be provided with composite materials much more efficiently and in an aesthetically more attractive manner.

Parking. This IUPD application proposes to modify the parking requirement of Section 1102 of the County Zoning Ordinance. Per Section 1102.1.5, the County Zoning Ordinance requires one parking space per 600 square feet of floor area. The transfer station building and scale house have a combined 17,704 square feet, and would thus require 30 parking spaces. However, the floor of the transfer station building is an area dominated by truck turning movements and drive areas, and does not actually house a significant number of employees (there is no assembly line, and there are no offices or desks in this building); indeed, for safety reasons, employee presence in this area is strictly limited. The proposed IUPD parking requirement is designed to reflect the actual number of employees and occasional visitors expected to be on-site. There is no benefit to either the applicant or the community in over-parking this facility.

These requests will not adversely affect adjacent properties or the public health, safety, and general welfare by causing or producing objectionable effects that would impose hazard to adjacent or other properties by reason of smoke, soot, dust, radiation, odor, noise, vibration, heat, glare, toxic fumes or other undesirable conditions. In fact, as detailed above, these proposals will all benefit the general public.

Conclusion

Recycling and waste transfer stations serve the entire Valley with a single exception: the rapidly growing Northwest Valley along the Loop 303 corridor. Republic's proposed facility will remedy that gap in the Valley's waste hauling infrastructure, and does so at an ideal Site. The proposed Site is a smaller parcel within a larger, previously approved, Industrially zoned business park. The proposed Site is immediately adjacent to a massive regional power station which dominates the physical and visual context of the area. The Industrial Park is located in area entirely separated from homes and residential traffic by the major Loop 303 Freeway. The traffic of the Industrial Park, including the proposed Facility, will use a new road, and not interfere with any existing residential traffic.

As the County already knows, recycling and transfer stations are an important piece of basic urban infrastructure for major metropolitan areas. They allow localities and markets to better manage the delivery of waste and recyclable material from individual homes and businesses to distant regional landfills and recycling processing centers. They allow those same communities to better control truck traffic on local streets, and more efficiently manage solid waste removal rates for individual taxpayers.

The reality of transfer stations is not abstract, it is well known. There are 32 transfer stations already in Maricopa County. Three of those commercial-scale stations have operated for years under the County's oversight, establishing almost a half-century's worth of on-the-ground experience for the County to consider in reviewing this proposal. Each of those three facilities is much larger than the one proposed here, and none of the three existing facilities is in an existing Industrial Park or next to a 185 acre Power Station. Thus, this proposed location is better than all of the existing County-jurisdiction facilities. For these and all of the reasons set forth here, the County should recommend approval of this recycling and waste transfer station.