



**Bow Lake  
Recycling and Transfer Station**  
July 2012

# 2013 Comprehensive Solid Waste Management Plan



**King County**

Department of Natural Resources and Parks  
Solid Waste Division



**King County**

Department of  
Natural Resources and Parks  
**Solid Waste Division**

# 2013 Comprehensive Solid Waste Management Plan

Alternate formats available

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**In collaboration with**

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# ACRONYMS, ABBREVIATIONS, AND COMMON TERMS

## Acronyms and Abbreviations

2001 Solid Waste Plan	<i>Final 2001 Comprehensive Solid Waste Management Plan</i>
ADC	alternative daily cover
C&D	construction and demolition debris
CERP	Capital Equipment Recovery Program
Conversion Technology Report	<i>Comparative Evaluation of Waste Export and Conversion Technologies Disposal Options</i>
CRT	cathode ray tube
dBA	decibel
DNRP	Department of Natural Resources and Parks
Ecology	Washington State Department of Ecology
EIS	environmental impact statement
FEMA	Federal Emergency Management Agency
GBB	Gershman, Brickner & Bratton, Inc.
GHG	greenhouse gas
HDPE plastic	high-density polyethylene plastic
HHW	household hazardous waste
ILA	interlocal agreement
ITSG	Interjurisdictional Technical Staff Group
KCC	King County Code
LDPE plastic	low-density polyethylene plastic
LEED	Leadership in Energy and Environmental Design
LHWMP	Local Hazardous Waste Management Program
LRF	Landfill Reserve Fund
MFS	Minimum Functional Standards for Solid Waste Handling
MRF	material recovery facility
MSWMAC	Metropolitan Solid Waste Management Advisory Committee
NWPSC	Northwest Product Stewardship Council
PET plastic	polyethylene terephthalate plastic
PSCAA	Puget Sound Clean Air Agency
PSRC	Puget Sound Regional Council
Public Health	Public Health – Seattle & King County
PVC plastic	polyvinyl chloride plastic
RAS	recycled asphalt shingles
RCW	Revised Code of Washington
SAC	Siting Advisory Committee
SEPA	State Environmental Policy Act
Site Development Plan	Cedar Hills Regional Landfill Site Development Plan

SWAC	Solid Waste Advisory Committee
SWIF	Solid Waste Interlocal Forum
Transfer Plan	<i>Solid Waste Transfer and Waste Management Plan</i>
UAC	Unincorporated Area Council
UASI	Urban Area Security Initiative
WAC	Washington Administrative Code
WPR	waste prevention and recycling
WUTC	Washington Utilities and Transportation Commission

## Common Terms

**alternative daily cover** – Cover material other than earthen material which is placed on the surface of the active face of a municipal solid waste landfill at the end of each operating day to control vectors, fires, odors, blowing litter, and scavenging.

**basic fee** – the per-ton fee charged to customers disposing of municipal solid waste at transfer facilities.

**beneficial use** – the use of solid waste as an ingredient in a manufacturing process, or as an effective substitute for natural or commercial products, in a manner that does not pose a threat to human health or the environment. The avoidance of processing or disposal costs alone does not constitute beneficial use.

**clean wood** – unpainted and untreated wood that can be recycled or salvaged for reuse.

**commercial collection company** – a private-sector company that collects garbage, recyclables, and organics from residents and businesses.

**compost** – the product resulting from the controlled biological decomposition of organic waste, which is beneficial to plant growth when used as a soil amendment.

**construction and demolition debris (C&D)** – debris from the construction, remodeling, repair, or demolition of buildings, other structures, and roads, including clean wood, painted and treated wood, dimensional lumber, gypsum wallboard, roofing, siding, structural metal, wire, insulation, packaging materials, and concrete, asphalt, and other aggregates.

**climate change** – changes in the long-term trends in average weather patterns of a region, including the frequency, duration, and intensity of wind and snow storms, cold weather and heat waves, drought, and flooding; climate change is attributed primarily to the emission of greenhouse gases, including such compounds as carbon dioxide and methane.

**debris management site** – temporary site where debris can be taken after a major emergency, such as flood, windstorm, or earthquake, until it can be sorted for recycling or proper disposal.

**diversion** – any practice or program that diverts solid waste from disposal in the landfill.

**drop box** – scaled-down transfer facility, designed to provide cost-effective convenient drop-off services for garbage and recycling primarily for self-haulers in the rural areas of the county.

**equity** – when all people have an equal opportunity to attain their full potential. Inequity occurs when there are differences in well-being between and within communities that are systematic, patterned, unfair, and can be changed; they are not random, as they are caused by our past and current decisions, systems of power and privilege, policies, and the implementation of those policies.

**G-certificate** – a permit granting private solid waste hauling companies authority to operate in a specific area. The permit is issued by the Washington Utilities and Transportation Commission.

**green building** – the practice of creating and using healthier and more resource-efficient methods of construction, renovation, operation, maintenance, and demolition of buildings and other structures.

**greenhouse gas** – any gas that contributes to the “greenhouse effect” such as carbon dioxide, methane, nitrous-oxide, chlorofluorocarbons, chlorodifluoromethane, perfluoroethane, and sulfur hexafluoride.

**host city** – a city that has a county transfer facility within its incorporated boundaries.

**industrial waste stabilizer** – material which is mixed with industrial ash to structurally stabilize the ash. King County designates the use of C&D residuals for industrial waste stabilizer as disposal.

**interlocal agreement** – an agreement between a city and the county for use of the King County transfer and disposal system for solid waste generated or collected within that city.

**landfill gas** – gas generated through the decomposition of waste buried in the landfill, which consists of about 50 to 60 percent methane and about 40 to 50 percent carbon dioxide, with less than 1 percent oxygen, nitrogen, and other trace gases.

**leachate** – water that percolates through garbage at the landfill and requires collection and treatment before being sent to a wastewater treatment plant.

**Leadership in Energy and Environmental Design (LEED)** – the recognized standard for measuring building sustainability; the rating system evaluates buildings in six areas: sustainable site development, water savings, energy efficiency, materials and resources selection, indoor environmental quality, and innovation and design.

**municipal solid waste or MSW** – includes garbage (putrescible wastes) and rubbish (nonputrescible wastes), except recyclables that have been source-separated; the residual from source-separated recyclables is MSW.

**non-residential generator** – businesses, institutions, and government entities that generate solid waste.

**organics** – yard waste, food scraps, and food-soiled paper.

**product stewardship** – an environmental management strategy whereby manufacturers take responsibility for minimizing a product’s environmental impact throughout all stages of a product’s life cycle, including end of life management.

**regional direct fee** – a discounted fee charged to commercial collection companies that haul solid waste to Cedar Hills from their own transfer stations and processing facilities, thus bypassing county transfer stations.

**self-hauler** – anyone who brings garbage, recyclables, and/or yard waste to division transfer facilities except a commercial collection company.

**social justice** – encompasses all aspects of justice, including legal, political, and economic; it demands fair distribution of public goods, institutional resources, and life opportunities.

**solid waste** – all materials discarded including garbage, recyclables, and organics.

**special waste** – nonhazardous wastes that have special handling needs or have specific waste properties that require waste clearance before disposal. These wastes include asbestos-containing materials, wastewater treatment plant grit, industrial wastes, and other wastes.

**standard curbside recyclables** – glass and plastic containers, tin and aluminum cans, mixed waste paper, newspaper, and cardboard.

**sustainability** – an approach to growth and development that balances social needs and economic opportunities with the long-term preservation of a clean and healthy natural environment. This approach to action and development integrates environmental quality; social equity; and fiscal responsibility and economic vitality.

**tipping fee** – a per-ton fee charged to the commercial collection companies that collect garbage curbside and to residential and non-residential self-haulers who bring wastes to the transfer facilities themselves.

**waste conversion technologies (WCT)** – non-incineration technologies that use thermal, chemical, or biological processes, sometimes combined with mechanical processes, to convert the post-recycled or residual portion of the municipal solid waste stream to electricity, fuels, and/or chemicals that can be used by industry.

**waste generation** – waste disposed plus materials recycled.

**waste prevention** – the practice of creating less waste, which saves the resources needed to recycle or dispose of it.

**waste-to-energy technologies (WTE)** – thermal technologies that recover energy from municipal solid waste and include both waste conversion technologies and incineration with energy recovery, such as mass burn waste-to-energy, refuse derived fuel, and advanced thermal recycling.

**zero waste of resources or zero waste** – a planning principle designed to eliminate the disposal of materials with economic value. Zero waste does not mean that no waste will be disposed; it proposes that maximum feasible and cost-effective efforts be made to prevent, reuse, and recycle waste.

# FOREWORD

This *2013 Comprehensive Solid Waste Management Plan* (plan) presents proposed strategies for managing King County's solid waste over the next six years, with consideration of the next 20 years. The plan was prepared by the Solid Waste Division (division) of the Department of Natural Resources and Parks in accordance with Revised Code of Washington (RCW) 70.95.

State law delegates authority to the county to prepare a comprehensive solid waste management plan in cooperation with the cities within its boundaries. An interlocal agreement (ILA) is required for any city participating in a joint city-county plan (RCW 70.95.080(3)). This plan was prepared in cooperation with 37 King County cities with which the county has ILAs (all cities in the county except Seattle and Milton). Participants in development of the plan included the division's two advisory committees – the Solid Waste Advisory Committee (SWAC) and the Metropolitan Solid Waste Management Advisory Committee (MSWMAC). The planning process is discussed in detail in Chapter 2, *Solid Waste System Planning*.

This plan revises the *2001 Comprehensive Solid Waste Management Plan* and builds upon the *Solid Waste Transfer and Waste Management Plan* (Transfer Plan) that was approved by the Metropolitan King County Council in December 2007. The plan presents policies, recommendations, and goals in the following areas: solid waste system planning, waste prevention and recycling, collection and processing, the transfer system, solid waste disposal and landfill management, and system financing. A cost assessment, as required by the Washington Utilities and Transportation Commission (WUTC), is provided in Appendix A.

The preliminary draft of this plan was issued for public comment from October 8, 2009, to February 4, 2010. Copies of the draft plan were provided to King County cities, the Suburban Cities Association, Unincorporated Area Councils, neighboring jurisdictions, area tribes, SWAC and MSWMAC, labor unions representing division employees, solid waste management companies, the Washington State Department of Ecology (Ecology), Public Health – Seattle & King County, the Puget Sound Clean Air Agency, the Puget Sound Regional Council, the WUTC, and the County Council and Regional Policy Committee (RPC). The draft plan was also available at all King County libraries and on the division's website for review by the public and other stakeholders. Comments on the draft plan were accepted via e-mail, letter, or a comment form available at libraries and on the website. Throughout the public review period, 21 comments were received. Following public review, the division prepared a Responsiveness Summary (Appendix C), which provides responses to the questions and comments received. Each comment received is provided in its entirety on the division's website.

The preliminary draft plan was revised with updated data and with consideration for the comments received. The revised draft plan was submitted for review to Ecology and the WUTC from April 2011 through August 2011. This plan incorporates their required revisions. An environmental review under the State Environmental Policy Act was completed with a Determination of Nonsignificance (DNS) in June 2011; the DNS and related documents are available on the website. The plan has been updated to incorporate the most recent available tonnage data, study results, and changes to division programs and services.

This updated plan is being transmitted to the County Council for review and adoption and to the RPC. Acting as the Solid Waste Interlocal Forum, the RPC will review the plan and forward it to the cities. The RPC

may make a recommendation on the plan or forward it to the cities without a recommendation. The plan will be adopted when the following has occurred:

- The plan is adopted by the County Council
- The plan is adopted by cities representing three-quarters of the total population of the cities that act on the plan during the 120-day adoption period

After adoption, the plan will be submitted to Ecology for review and approval. The plan becomes final upon approval by Ecology.

This plan was written to be flexible to allow minor adjustments to services and programs, implementation schedules, and changing project priorities. Thus, minor changes that may occur in the solid waste management system, whether due to internal decisions or external factors, can be implemented without the need for a formal amendment process. Because markets and technology are rapidly evolving, the list of recyclables, in particular, shall be considered a minor change that does not require a formal amendment process. In the event that an amendment to the plan is required during the six-year plan period, the amendment would be made according to the process required by the ILAs.





1

Introduction



# INTRODUCTION

The last few decades have brought about significant developments in the management of solid waste, stemming not only from advances in technology and the changing marketplace, but from a widespread recognition of the importance of waste prevention, resource conservation, and environmental protection.

Since its inception in the 1960s, the core mission of the King County Solid Waste Division (the division) has been to ensure that citizens in the county have access to safe, reliable, efficient, and affordable solid waste handling and disposal services. Over the last 20 years, that mission has expanded to integrate the principles of environmental stewardship and sustainable development into every aspect of solid waste management.

This *2013 Comprehensive Solid Waste Management Plan* (plan) builds upon those principles in our facility designs, operations, and programs for the future. This is also the first King County solid waste plan to look at ways to address climate change – one of the nation’s leading environmental concerns.



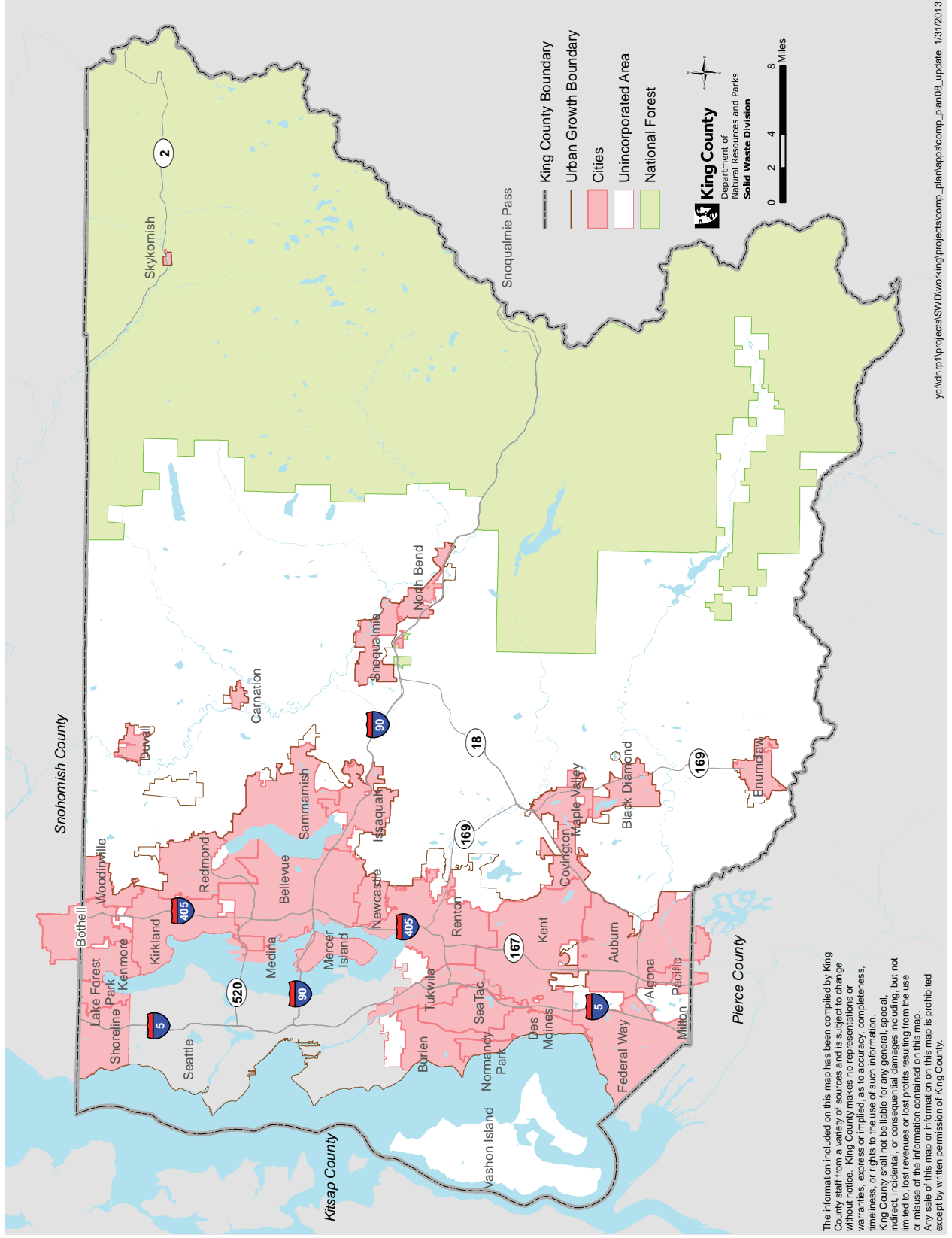
*The county's Cedar Hills Regional Landfill is a state-of-the-art facility that meets the highest standards for protection of human health and the environment.*

The King County solid waste system comprises 37 of the 39 cities in the county (all but the cities of Seattle and Milton) and the unincorporated areas of King County. In all, the county’s service area, shown in Figure 1-1, covers approximately 2,050 square miles. There are about 1.3 million residents and 660,000 people employed in the service area.

Over time, the management of solid waste has evolved from a relatively simple system of garbage collection and disposal to a much more complex network of collection, transportation, and processing for garbage, recyclables, organics (yard wastes and food scraps), and construction and demolition debris (C&D). This integrated network combines the infrastructure and services of both the public and private sectors to provide long-term capacity for solid waste management in the region.

Through this system, in 2011 over 800,000 tons of garbage was disposed at the county-owned Cedar Hills Regional Landfill (Cedar Hills). In addition, almost 870,000 tons of materials were recycled, and about 310,000 tons of C&D were recycled or reused. Studies show that even more can be done to reduce disposal through waste prevention, reuse, and recycling.

**Figure 1-1. King County service area**



With this plan, the division embraces the Department of Natural Resources and Park's mission to foster sustainable and livable communities by focusing on these critical areas: environmental quality, equity and social justice, fiscal responsibility, and economic vitality. The division is building upon past and current efforts to increase waste prevention and recycling (WPR) and advance green building practices in the region's communities and within its own operations. The division continues to refine operational practices and facility designs in ways that further reduce its carbon footprint and promote the greening of natural and built environments. The participants in the countywide solid waste management system – from the 37 cities within the county's borders to the private-sector collection and processing companies to individual businesses and residents – are contributing to these vital efforts in their own operations and practices.

With the global economic downturn that began in late 2007, all local governments and private solid waste management and recycling firms have endeavored to keep innovative programs moving forward in the face of declining revenues. Remaining fiscally responsible, however, has meant paring back expenditures, including staff, to ensure that vital services for maintaining public health and safety are preserved. While it has been a challenging time, it appears that the economy is beginning to recover.

This plan revises the *2001 Comprehensive Solid Waste Management Plan*, and builds upon the many achievements in solid waste management. These achievements are exemplified in current programs, facility designs, and operational practices and reflect the broader mission of solid waste management in the region. The following sections briefly summarize key accomplishments and the future direction of solid waste management within each aspect of the division's operations.

## TAKING A REGIONAL APPROACH TO SYSTEM PLANNING

In 2004, the Metropolitan King County Council adopted Ordinance 14971 to establish a process for the 37 cities in the county's service area to collaborate with the division in the early stages of long-term planning and policy development. It set the stage for creation of the Metropolitan Solid Waste Management Advisory Committee (MSWMAC), which consists of elected officials and staff from participating cities.

MSWMAC and the long-standing Solid Waste Advisory Committee (SWAC) have been instrumental in the development of policies, goals, and recommendations presented in this plan. SWAC has been an advisory group to the division since 1985, with a membership that includes King County citizens and representatives from public interest groups, labor, recycling businesses, the marketing sector, manufacturing, the waste management industry, and local elected officials.



Beginning as early as 2005, both SWAC and MSWMAC have been working with the division to create the building blocks that would form the basis for this plan. Collaborative efforts that have helped shape the plan include:

- Establishing progressive goals for WPR that will further reduce solid waste disposal
- Conducting in-depth analyses and evaluations of the solid waste transfer system that resulted in the development and adoption of a major renovation plan for the transfer system network
- Evaluating strategies for extending the life of Cedar Hills and beginning to explore viable options for waste disposal once the landfill closes

Joint planning with SWAC and MSWMAC has proven to be a highly effective tool for achieving regional consensus on solutions to the challenges facing the region's solid waste system.

## LEADING THE WAY IN WASTE PREVENTION, RECYCLING, AND PRODUCT STEWARDSHIP

King County continues to gain distinction as a leader in waste prevention and recycling (WPR). Together, the division and the cities work with the area collection and processing companies and local, state, and national businesses and organizations to develop the innovative programs and services that give the county its leading edge. Some key program developments include:

- The addition of new recyclable materials for collection at the curb and at division transfer stations
- Growing markets for a wider array of materials for recycling and reuse
- Successful promotions that encourage waste prevention
- An increase in product stewardship, whereby manufacturers and retailers are assuming responsibility for recycling their products through take-back programs at selected collection sites across the region
- Advances in the green building industry, including a focus on creating sustainable housing in affordable communities
- An increase in the number of organizations that accept materials for reuse, such as clothing and textiles, usable food supplies, and reusable building materials

With this plan, the division and its advisory committees set goals to reduce, reuse, and



*With technical and financial assistance from the division's green building program, the City of Sammamish built a new city hall that showcases environmentally sustainable construction and features.*



recycle by focusing on specific waste generators and particular materials or products that remain prevalent in the waste stream.

Washington's system for managing unwanted electronic products illustrates the successes that can be achieved when manufacturers, retailers, local governments, and nonprofit organizations work together on a major initiative. State legislation was passed in 2006 that requires manufacturers of computers, monitors, and televisions – referred to as e-waste – to provide for the recycling of these products beginning in January 2009. As a member of the Northwest Product Stewardship Council, the division helped draft the model legislation that led to formation of the E-Cycle Washington program, which implements this recycling service at no cost for Washington residents, small businesses, small governments, nonprofit organizations, and school districts. The division assisted businesses throughout the county in becoming authorized e-waste collection sites. Approximately 43.5 million pounds of e-waste was received in 2012.

## EXPANDING THE COLLECTION OF RECYCLABLE AND COMPOSTABLE MATERIALS

A change in the collection of curbside recyclables has been the transition to commingled (or single-stream) collection. With this system, all recyclables can be placed in a single, wheeled cart rather than the smaller, separate bins often used in the past. The single cart system not only makes recycling easier and more convenient for the customer, it is more efficient for the companies that provide collection service.

The division and the cities have worked with the collection companies to implement curbside collection of food scraps and food-soiled paper in the yard waste container. Nearly 100 percent of single-family customers with curbside garbage collection have access to organics (yard waste and food scraps) collection. Only Vashon Island and the Skykomish and Snoqualmie Pass areas, which house less than one percent of the county's residents, do not have this service. Studies estimate that over 50 percent of those who set out organics carts recycle some of their food scraps. The combined food scraps and yard waste are taken to processing facilities that turn the materials into nutrient-rich compost used to enrich soils.



*Processed organics make it back to consumers as finished compost to enrich soils in local yards and gardens.*

## Tackling Climate Change

Climate change refers to changes in the long-term trends in average weather patterns of a region, including the frequency, duration, and intensity of wind and snow storms, cold weather and heat waves, drought, and flooding. Climate change is attributed primarily to the emission of greenhouse gases (GHG), including such compounds as carbon dioxide and methane.

Proper solid waste management plays a significant role in reducing GHG emissions. That role is recognized by both state and local governments in Washington. In 2004, the Washington State Department of Ecology (Ecology) issued its Beyond Waste plan (Ecology 2004), which presents a long-term strategy for systematically eliminating wastes and the use of toxic substances and includes initiatives that focus on expanding the recycling of organic materials and advancing green building practices. The 2012 *King County Strategic Climate Action Plan* (King County 2012, SCAP) synthesizes and focuses King County's most critical goals, objectives, and strategies to reduce GHG emissions and prepare for the effects of climate change. It provides "one-stop-shopping" for county decision-makers, employees, and the general public to learn about the county's most critical climate change actions. As documented in the 2011 *King County Sustainability Report* (King County 2011), GHG emissions from county operations (for sources other than transit) have stabilized and begun to decline. Building on these successes, achievement of the county's long-term targets is ambitious, but achievable.

King County's overarching targets:

- **Communitywide:** King County shall partner with its residents, businesses, local governments, and others to reduce countywide greenhouse-gas emissions at least 80 percent below 2007 levels by 2050.
- **County operations:** King County shall reduce total greenhouse gas emissions from government operations, compared to a 2007 baseline, at least 15 percent by 2015, twenty-five percent by 2020, and 50 percent by 2030.

The division reports its progress to the Department of Natural Resources and Parks Climate Team. Throughout this plan, we have noted ways we might reduce our effect on the climate and adapt to changes that do occur. There are three primary methods for reducing those effects:

- **Mitigation** – directly or indirectly reducing emissions. Examples include reducing energy use at division facilities, reducing fuel use, using hybrid vehicles, and promoting WPR to reduce the mining of virgin resources and emissions from manufacturing and processing activities. Another example is the conversion of gas collected at the county's landfill into pipeline-quality natural gas for use in the region's power grid, which replaces the use of natural gas from a non-renewable source.
- **Adaptation** – modifying facilities and operations to address the effects of climate change. Examples include designing facilities for more severe weather systems (e.g., roofs designed for greater snow loads), using more drought-tolerant plants in facility landscapes, and identifying alternate transportation routes to avoid areas where there may be an increase in seasonal flooding.
- **Sequestration** – removing carbon dioxide from the atmosphere and depositing it back into natural "sinks," such as plants and soils. Examples include planting more trees around facilities to remove carbon dioxide through photosynthesis and using compost to replenish depleted soils and promote plant growth.



*Powered by solar panels, weather stations provide environmental monitoring data at several division facilities.*

## BUILDING A NEW GENERATION OF TRANSFER STATIONS

Since the approval by County Council of the *Solid Waste Transfer and Waste Management Plan* (Transfer Plan), the division has been moving forward on the renovation of the division's urban transfer system to update technology, incorporate green building features, increase recycling services, and achieve operational efficiencies. New recycling and transfer stations will include areas for the collection of a wide array of recyclables, design features that reduce water and energy use, and solid waste compactors. By compacting garbage prior to transport for disposal, fewer truck trips are required to haul the same amount of garbage.

In 2008, the division opened the first of five new state-of-the-art transfer stations – the Shoreline Recycling and Transfer Station. The station has exceeded all expectations for environmental excellence with its innovative design and green building features. It received the highest possible honor from the U.S. Green Building Council with a Leadership in Energy and Environmental Design (LEED) platinum certification. The station has also been the recipient of 15 recognition awards from national, regional, and local organizations, including the Solid Waste Association of North America, the American Institute of Architects, the American Public Works Association, and the Northwest Construction Consumer Council.

Public involvement was a crucial component of the successful design and construction of the Shoreline station. Throughout the process, the division worked closely with the City of Shoreline, neighboring communities, environmental groups, and local businesses and citizens to obtain their input on the project.

The facility design and public process for the Shoreline station have set the bar for the other recycling and transfer stations approved for construction during this planning period, reflecting:

- How to approach the planning process – incorporating early community involvement
- How to build them – using green elements
- How to operate them – pursuing operational efficiencies that reduce fuel, energy, and water use; and increasing recycling opportunities

Following the success of the Shoreline Recycling and Transfer Station, construction began on the new Bow Lake Recycling and Transfer Station. The design of the new Bow Lake Recycling and Transfer Station builds upon the environmental achievements of Shoreline, with compactors for improved efficiency, water re-use, energy efficient lighting, and solar panels. Providing capacity for about one third of the system's garbage,



*A ribbon-cutting ceremony marks the opening of the Shoreline Recycling and Transfer Station – the first of a new generation of urban transfer facilities.*

Bow Lake also offers expanded recycling opportunities. Phase one of the project, the transfer building with garbage compactors and recycling for appliances, scrap metal, yard waste and clean wood, opened in July 2012. In 2013, phase two, the construction of a new scalehouse and expanded recycling area, will be completed.

Next will be a new Factoria Recycling and Transfer Station – construction is scheduled to begin in 2014, and the new facility is expected to open in 2016 – followed by replacement of the Algona and Houghton Transfer Stations. The siting process has begun for a new recycling and transfer station in the south county area that will serve the communities now served by the Algona Transfer Station. Later in 2013, the siting process for a new northeast facility to replace the Houghton Transfer Station will begin. The Algona and Houghton stations will close when replacement facilities are complete.

All new recycling and transfer stations will meet green building, safety and environmental standards; accommodate projected growth in the region; incorporate best practices in transfer and transport operations; and offer a wide variety of recycling opportunities for residential and business customers.

## MANAGING SOLID WASTE DISPOSAL WITH AN EYE TOWARD THE FUTURE

Cedar Hills is the only landfill still operating in King County. Because use of the county landfill is currently the most economical method for disposal of the region's wastes, the division is exploring all viable options for extending its useful life as long as feasible. This strategy, recommended in the Transfer Plan, was approved by the County Council in 2007. In December 2010, the County Council approved a Project Program Plan (PPP) enabling the division to move forward with further development of Cedar Hills. As approved in the PPP, a disposal area covering approximately 56.5 acres will be developed – this will extend the life of the landfill through about 2025 depending on a variety of factors, including tonnage received.

The *2001 Comprehensive Solid Waste Management Plan* directed the division to “contract for long-term disposal at an out-of-county landfill once Cedar Hills reaches capacity and closes.” With this plan, the division has proposed eliminating the policy in favor of exploring a range of options for future disposal. Emerging technologies for converting solid waste to energy or other resources, such as fuels, are in various stages of development and testing in U.S. and international markets. Some of the technologies are capable of processing the entire solid waste stream, while others target specific components, such as plastics or organics. The division is committed to the continued exploration of emerging technologies and advances in established disposal methods, including landfilling and incineration with energy and resource recovery.



*The landfill has been developed in sequential stages (or refuse areas), most recently with construction of Area 7.*



## FINANCING THE SOLID WASTE SYSTEM FOR THE LONG-TERM

As the division continues to modernize the transfer system, keeping fees as low and stable as possible is a fundamental objective.

Since late 2007, the economic downturn resulted in reduced tonnage received and a drop in corresponding revenues. The division responded to the recession by adjusting expenditures and, as necessary, by increasing fees. New fees for 2013 and 2014 ensure financial solvency, covering rising operating costs and financing transfer system renovations.

While division revenues rely primarily on fees for garbage disposal, the current priorities are to increase recycling and prevent waste generation. Reductions in tonnage due to WPR have been gradual, and the system has adjusted accordingly. However, further reductions will continue to affect system revenues. The division is participating in discussions at the state level to explore funding structures for financing solid waste disposal that “reinforce rather than work against” WPR efforts. The division has begun to identify new revenue sources, such as the sale of landfill gas from the Cedar Hills landfill (discussed below) and greenhouse gas offsets from this and other potential sources, and will explore sustainable financing options.

The division will also work with its advisory committees and others to develop and/or revise financial policies, including policies that address rate stabilization and cost containment.

## PROTECTING NATURAL RESOURCES THROUGH ENVIRONMENTAL STEWARDSHIP

Environmental stewardship means managing natural resources so they are available for future generations. It also involves taking responsibility – as individuals, employees, business owners, manufacturers, and governments – for the protection of public health and the environment.

Building an environmentally sustainable solid waste management system in King County takes a coordinated, region-wide effort. The division, the cities, and the collection and processing companies in the region are making concerted efforts to help make this happen.

WPR is just one of the ways in which the division and others are working to reduce wastes, conserve resources, and protect the environment. Other innovations and well-established programs that support environmental stewardship are discussed in the following sections.



*Open fields of green at the Cedar Hills Regional Landfill attract many species of wildlife.*

## Turning Landfill Gas Into Green Energy

Landfill gas, composed primarily of methane, has historically been captured and burned in flares at the landfill site. In 2009, a gas-to-energy facility began operating at Cedar Hills to turn landfill gas generated through the decomposition of garbage into pipeline-quality natural gas for the energy market. The facility, one of the largest of its kind in the world, runs landfill gas through processors to destroy harmful emissions and routes the remaining pipeline-quality gas into the Puget Sound Energy grid. Bio Energy (Washington) LLC which owns and operates the facility, determined that the annual reduction in carbon dioxide from converting the landfill gas to natural gas is roughly equal to the annual carbon dioxide emissions from 22,000 average passenger cars. At the end of 2012, the facility was generating enough pipeline quality gas to heat about 30,000 homes with “green energy.” The sale of gas from the landfill is expected to earn the division more than \$1 million in annual revenues.

## Managing Illegal Dumping and Litter

Illegal dumping and litter can cause environmental contamination and pose both safety hazards and risks to public health. Addressing the issue of illegal dumping requires several coordinated programs and the participation of many county departments, the cities, and other agencies. The division manages or participates in programs that strive not only to reduce littering and illegal dumping on public and private property, but also to assist its victims.

### *Illegal dumping*

Illegal dumping is a continuing problem for agencies, businesses, and the general public who find yard waste, appliances, car bodies, and other wastes dumped on their personal property, on public property, and on road rights of way. The division continues to lead the implementation of recommendations made in 2004 by a county task force charged with strengthening and coordinating the county’s response to

illegal dumping complaints. In 2008, the County Council adopted an ordinance to refine the county’s role in enforcing laws that prohibit illegal dumping on public and private lands.

The ordinance enhances the county’s authority to cite and prosecute illegal dumpers. For example, it allows the county to charge a restitution fee to illegal dumpers and, in turn, provide monetary relief to victims of the illegal dumping. The fee can be waived if the illegal dumper cleans up and properly disposes of the waste.

Coordinating illegal dumping reporting and response through the Illegal Dumping Hotline (206-296-SITE) is a major element in the county’s surveillance and control system for illegal dumping.



*Clean up of illegal dumpsites protects public safety and environmental health.*

Regional responsibilities for illegal dumping enforcement, clean up, and prevention are identified in the following chart.

<b>Entity</b>	<b>Responsibility</b>
<b>Washington State Department of Ecology</b>	Provides coordinated prevention grants for cleanup to local agencies. Sets statewide policy.
<b>Puget Sound Clean Air Agency</b>	Responds to illegal dumping of materials where asbestos is suspected, such as some demolition materials, and addresses illegal dumping where incineration occurs.
<b>Public Health – Seattle &amp; King County</b>	Primary enforcement agent for illegal dumping complaints on private property.
<b>Department of Permitting and Environmental Review</b>	Addresses junk and debris on private property.
<b>Road Services Division</b>	Responds to complaints and removes illegally dumped materials from public roads and rights of way in unincorporated King County.
<b>Local Hazardous Waste Management Program</b>	Addresses illegal dumping and mishandling of potentially hazardous waste materials.
<b>Solid Waste Division</b>	Responds to complaints about illegal dumping and litter near county solid waste facilities; manages programs for illegal dumping cleanup; manages the Illegal Dumping Hotline; manages countywide illegal dumping prevention programs; manages the junk vehicle program.
<b>Water and Lands Resources Division</b>	Investigates illegal dumping and litter complaints involving surface water.
<b>Cities</b>	Enforce municipal littering and illegal dumping ordinances, and provide cleanup of litter and illegally dumped material from city streets and properties.

## Community Litter Cleanup

The division's Community Litter Cleanup Program, funded in part by a grant from Ecology, supports the cleanup of litter and illegal dumpsites on public lands and waterways in King County. The program also supports prevention and education, through school programs, advertising, signage, and other measures.

In 2012, litter crews cleaned up over 105 tons of debris from 204 sites. About 24 percent of the debris – including items such as tires, appliances, and junk vehicles – was recycled.

## Secure Your Load

In accordance with state law, since 1994 the division has assessed a fee to the drivers of vehicles with unsecured loads arriving at its staffed transfer facilities and landfill. An unsecured load has not been fastened in or attached to the vehicle with tarps, rope, straps, netting, or chains, so as to prevent any part of the load or the covering from becoming loose, detached, or leaving the vehicle while it is moving.

According to the Washington State Department of Ecology's *Focus on Secured Loads* (Ecology 2009a), road debris causes about 400 accidents every year on Washington State highways and roughly 40 percent of litter on highways comes from unsecured loads.



*The division has expanded its efforts to discourage littering through advertising and public outreach.*



*The division has expanded its educational programs to include materials in languages other than English.*

The requirement to secure loads is in the "Rules of the Road" (RCW 46.61.655), which is enforced by Washington State Patrol. State law (RCW 70.93.097) and King County Code (Title 10.12.040) require the division to charge an unsecured-load fee, which is assessed by scale operators.

In 2006, the division launched the Secure Your Load outreach program to raise public awareness of the importance of securing loads. The division has worked closely with the King County Sheriff's Office and the Washington State Patrol to enforce the law, and with Ecology and the Maria Federici Foundation to raise public awareness. In 2013, to strengthen its deterrent effect, the fee for an unsecured load arriving at a division facility was raised to \$25. Division staff have received training from the Washington State Patrol to help them accurately identify unsecured loads and uniformly assess the fee. The increased fee for unsecured loads supports safe, clean communities.

## Providing Technical Assistance for Contaminated Site Assessment and Cleanup

Contaminated sites harm the environment, hinder economic development, and contribute to blight. The division manages two programs that provide assistance to businesses and public agencies, including King County, for site assessment and cleanup.

### ***Brownfields Program***

The division's Brownfields Program provides assistance to qualified private businesses and landowners, nonprofit organizations, and municipalities within King County to assess and clean up contaminated sites, also known as brownfields. The division provides the following services:

- **Technical Assistance:** Two types of technical assistance are available to determine the extent of contamination at a site. Private individuals and businesses, municipalities, and nonprofit organizations are eligible for initial assessments that include research of past and present uses, a review of existing environmental studies, and site visits. Public and nonprofit entities are eligible for in-depth assessments that include environmental sampling and analysis. Private entities may also be eligible for this latter assistance if the end use of the site will result in a public benefit.
- **Low-Interest Loans:** In partnership with the State of Washington, the program offers low-interest loans to public, private, and nonprofit entities for cleaning up brownfield properties.
- **Grants:** The program helps public and nonprofit entities access grant funds available from the U.S. Environmental Protection Agency in amounts of up to \$200,000 for environmental assessment and cleanup.



*The Brownfields Program helped assess and clean up a contaminated site to transform the property into a residential and commercial development.*

The Brownfields Program has had a number of successes. Among them is the assessment of a former gas station site contaminated with petroleum. The site was purchased, cleaned up and redeveloped by a local community development corporation and turned into affordable housing and commercial space. Another successful cleanup occurred at the site of Harborview Hospital's new 9th and Jefferson building. EPA grant funds were used to help clean up this former gas station site. The new facility houses U.W. School of Medicine research offices and the King County Medical Examiner's Office, among other services.



## ***Contaminated Sites Program***

Through the Contaminated Sites Program, the division provides technical advice and environmental assessment services to other county divisions and departments that own or acquire property that may be contaminated. Approved under a motion by the County Council, the program maintains a revolving fund to carry out assessments and cleanups. The program has provided environmental assessments for several sites that are being acquired by the Water and Land Resources Division to create greenbelts and open spaces throughout the county, from Redmond to Black Diamond. In one notable example, the program is providing ongoing technical assistance for the open space acquisition of the Maury Island Gravel Mine property, located in an area with significant impacts from arsenic associated with a former smelter.

## **SUMMARY OF THE PLAN ORGANIZATION**

This 2013 plan is organized to guide the reader from system planning through the major elements of solid waste management. Within each chapter are policies that provide the overarching mission for each facet of operation, from WPR to disposal and system financing. Following the policies are recommendations for more specific actions. Beside each recommendation is a page number to indicate where more information can be found in that chapter.

Following the table of contents is a list of acronyms, abbreviations, and common terms used throughout the plan. A list of the documents referenced in the plan is provided in Chapter 8. Website addresses are provided for documents that were prepared by or for the division.

Three appendices are provided with the plan. A cost assessment, as required by the Washington Utilities and Transportation Commission, is provided in Appendix A. Appendix B provides the interlocal agreement templates. Appendix C provides the division's responses to the comments and questions received during the public review period; the full text of each comment is available on the division's website.



# 2

Solid Waste  
System Planning

# Solid Waste System Planning

## Policies

- PL-1 Monitor and report the amount, composition, and source of solid waste entering the transfer and disposal system.
- PL-2 Update the solid waste tonnage forecast to support short- and long-term planning and budgeting for facilities and operations.
- PL-3 Monitor and report waste prevention and recycling activity, including the amount of materials recycled, programmatic achievements, and the strength of commodity markets.
- PL-4 Work with the division's advisory committees, the cities, and the Solid Waste Interlocal Forum on solid waste management planning and decisions.
- PL-5 Incorporate principles of equity and social justice into solid waste system planning.
- PL-6 Consider climate change impacts and sustainability when planning for facilities, operations, and programs.



# SOLID WASTE SYSTEM PLANNING

The solid waste management system has evolved from a relatively basic system of garbage collection and disposal to a much more complex network of collection, sorting, salvage, reuse, recycling, composting, and disposal managed by the county, area cities, and private-sector collection and processing companies. Initial improvements to solid waste facilities and operations have developed further to incorporate waste prevention and recycling programs that strive to balance resource use and conservation with production and consumption.

One of the early influences in the evolution of the system was the sweeping environmental legislation of the 1960s and 1970s, beginning in 1965 with the federal Solid Waste Management Act, which established strict regulatory standards for landfills and other solid waste facilities. Washington State subsequently passed its own waste management act, codified in Revised Code of Washington (RCW) 70.95, and established Minimum Functional Standards for Solid Waste Handling in the Washington Administrative Code (WAC 173-304). In 1976, the federal Resource Conservation and Recovery Act set even more stringent standards for environmental protection, including requirements for the use of impermeable bottom liners and daily cover at landfills. In response to the more stringent regulations, the county began closing the unlined community landfills across the region, replacing many of them with the more environmentally protective and geographically dispersed transfer facilities that are still in operation today. With the development of the transfer network and technological advances at the Cedar Hills Regional Landfill (Cedar Hills), division facilities and operations were brought into compliance with the new environmental standards, and a safe, efficient, and sustainable system of solid waste management was created. The standards have continued to evolve over time, and transfer facilities and landfills now operate in accordance with the Solid Waste Handling Standards (WAC 173-350) and Criteria for Municipal Solid Waste Landfills (WAC 173-351).

In addition to regulating solid waste handling and disposal, state law also established a framework for planning, authorizing counties to prepare coordinated comprehensive solid waste management plans in cooperation with the cities within their borders. While cities can choose to prepare their own plans, all of the incorporated cities within King County, except for Seattle and Milton, have chosen to participate in the development of a single, coordinated regional plan for the incorporated and unincorporated areas of King County. Since the late 1980s, cities have entered into



*The county's service area comprises 37 cities and extensive unincorporated areas.*

interlocal agreements (ILAs) with the county that establish the Solid Waste Division as the lead planning agency. By the time the first comprehensive solid waste management plan was adopted by the Metropolitan King County Council in 1990, there were 29 incorporated cities participating in this coordinated effort. Since then, 8 new cities have incorporated and joined the King County system – for a total of 37 cities.

Twenty years after publication of the division’s first comprehensive solid waste management plan, the King County solid waste system began a transition to prepare for the next phase of solid waste handling in the region. Planning for this change is a multi-faceted effort – combining a wide array of data collection and analysis with extensive discussions among the division, its advisory committees, the cities, and other stakeholders. This combination provides the foundation for system planning that incorporates the varied perspectives, needs, and roles of the division and its regional participants.

To make sound planning decisions, it is important to understand how the solid waste system operates today and to identify changes that might affect it in the future. This information is critical to ensuring that plans for facilities, services, and programs meet the needs of the region in the years to come. With the sweeping changes on the horizon discussed in Chapter 1, working with stakeholders in the early stages of system planning has been essential. In addition to working with local jurisdictions and the private-sector collection companies, the division worked closely with its two advisory committees – the Solid Waste Advisory Committee (SWAC) and the Metropolitan Solid Waste Management Advisory Committee (MSWMAC). For the preparation of this plan, the division collaborated with the advisory committees in a process of discussion, analysis, and reporting that began in 2005. Through this iterative process of plan development, the ideas, goals, and strategies set forth in the plan have also been shared with the Regional Policy Committee acting as the Solid Waste Interlocal Forum (SWIF) and the County Council. This approach is described in detail in this chapter.

The chapter begins with a brief description of the fundamentals of solid waste system planning, outlining state, county, and city responsibilities. The next section identifies the participants in the planning process and describes the stakeholder process that guided the development of this plan. The final section describes the various planning tools and the forecasting process used to inform solid waste planning and decision-making.

## A REGIONAL APPROACH TO SOLID WASTE PLANNING AND MANAGEMENT

As partners in a regional system, cities share in the costs and benefits of King County’s transfer and disposal system. The regional solid waste system was formally established in King County when the county and cities entered into ILAs. ILAs have been signed between the county and the following cities:

Algona	Des Moines	Maple Valley	Sea Tac
Auburn	Duvall	Medina	Shoreline
Beaux Arts	Enumclaw	Mercer Island	Skykomish
Bellevue	Federal Way	Newcastle	Snoqualmie
Black Diamond	Hunts Point	Normandy Park	Tukwila
Bothell	Issaquah	North Bend	Woodinville
Burien	Kenmore	Pacific	Yarrow Point
Carnation	Kent	Redmond	
Clyde Hill	Kirkland	Renton	
Covington	Lake Forest Park	Sammamish	

In 2013, the county anticipates amending the *Solid Waste Interlocal Agreement of 1988* (original ILA), which the 37 cities listed above signed. The *Amended and Restated Solid Waste Interlocal Agreement* (new ILA) extends the original ILA by 12.5 years, from June 2028 through December 2040. The longer term will keep rates lower by allowing for longer-term bonding for capital projects.

The new ILA includes several other significant enhancements over the original ILA, including provisions for insurance and a reserve for environmental liabilities. Other changes include:

- Commitment to the continued involvement of the cities advisory group (to be renamed the Metropolitan Solid Waste Advisory Committee or MSWAC)
- An expanded role for cities in system planning, including long-term disposal alternatives and in establishing financial policies
- A dispute resolution process, which includes non-binding mediation
- Mitigation provisions for host cities and neighboring cities

Both the original and the new ILA assign responsibility for different aspects of solid waste management to the county and the cities. The county is assigned operating authority for transfer and disposal services, is tasked with providing support and assistance to the cities for the establishment of waste prevention and recycling programs, and is the planning authority for solid waste. Each city is the designated authority for collection services within their corporate boundaries and agrees to direct solid waste generated and/or collected within those boundaries to the King County transfer and disposal system.

Cooperation between the county and the 37 cities in a regional system of solid waste management has allowed us to achieve economies of scale that translate into lower fees for system ratepayers. A significant benefit is the savings realized by using an in-county landfill for solid waste disposal. Economies of scale will continue to be beneficial once the Cedar Hills landfill reaches capacity and closes, and the region transitions to a new method of solid waste disposal. The benefits also extend to the network of

recycling and transfer stations that provide convenient, geographically dispersed transfer points around the county. A regional system can operate with fewer transfer facilities than an aggregation of separate, smaller systems.



*The division hosts an informational tour of the Enumclaw Transfer Station for interested stakeholders.*

The county's implementation of the *Solid Waste Transfer and Waste Management Plan* (Transfer Plan) to renovate the aging transfer system to better serve its customers is well underway. This investment in the transfer system will help the division meet demands created by the growth in population over the last five decades, technological changes in the industry, and ongoing advances in the recycling and salvage of materials from the waste disposal stream.

## Regional Authorities and Roles

As defined in RCW 70.95.030, solid waste handling includes management, storage, collection, transportation, treatment, utilization, processing, and final disposal. Responsibility for solid waste handling in Washington is divided among the state, counties, jurisdictional health departments, and the cities, as delineated in various legislation, regulations, and agreements. Table 2-1 lists the responsibilities for each entity, its role, and the guiding legislation.

As shown in the table, the state establishes authorities, minimum standards, and planning requirements, and delegates responsibility for implementation to the counties and cities.

**Table 2-1. Roles in regional planning and administration**

Entity	Role	Guiding Legislation, Regulation, or Agreement
Washington State Department of Ecology	Establish solid waste regulations for management, storage, collection, transportation, treatment, utilization, processing, and final disposal	Revised Code of Washington (RCW) 70.95
	Delegate authority to the counties to prepare joint comprehensive solid waste management plans with the cities in their boundaries, and review and approve those plans	RCW 70.95
	Set Minimum Functional Standards (MFS) for implementing solid waste regulations and establishing planning authorities and roles	Washington Administrative Code (WAC) 173-304, 173-350, and 173-351
Washington Utilities and Transportation Commission	Review the cost assessment prepared with the comprehensive solid waste management plan	RCW 70.95.096
	Regulate solid waste collection services and rates in unincorporated areas and in cities that choose not to contract for solid waste collection services	RCW 81.77
Public Health - Seattle & King County (as authorized by the King County Board of Health)	Permit solid waste handling facilities, including permit issuance, renewal, and, if necessary, suspension (handling facilities include landfills, transfer stations, and drop boxes)	Code of the King County Board of Health, Title 10
	Make and enforce rules and regulations regarding methods of waste storage, collection, and disposal to implement the state's MFS	Code of the King County Board of Health, Title 10
	Perform routine facility inspections	Code of the King County Board of Health, Title 10

Entity	Role	Guiding Legislation, Regulation, or Agreement
Solid Waste Interlocal Forum (SWIF)	The Regional Policy Committee convenes as the SWIF to advise the King County Council, King County Executive, and other jurisdictions, as appropriate, on all policy aspects of solid waste management and planning, and to review and comment on alternatives and recommendations for the comprehensive solid waste management plan and other planning documents	King County Code (KCC) 10.24.020C, and Interlocal Agreements
King County Solid Waste Division	Prepare the comprehensive solid waste management plan and associated cost assessment	RCW 70.95.080, KCC Title 10, and Interlocal Agreements
	Establish disposal fees at the landfill, transfer stations, and drop boxes to generate necessary revenue to cover solid waste management costs, including: <ul style="list-style-type: none"> <li>• Facility operation</li> <li>• Capital improvements</li> <li>• Waste prevention and recycling</li> <li>• Grants to cities for recycling programs and special collection events</li> <li>• Self-haul and rural service</li> <li>• Administration and overhead</li> </ul>	RCW 36.58.040, KCC Title 10, and Interlocal Agreements
	Establish level of service and hours of operation for all King County transfer and disposal facilities	KCC Title 10.10
	Amend hours at transfer facilities, as necessary, to maintain safe and efficient operations	KCC 10.10.020
	Designate minimum service levels for recyclables collection in urban and rural areas	RCW 70.95.092, KCC Title 10.18
	Review impacts of the comprehensive solid waste management plan on solid waste and recycling rates	RCW 70.95
Cities	Participate in the planning process and jointly implement the plan with the county	RCW 70.95.080 and Interlocal Agreements
Solid Waste Advisory Committee	Advise the county in the development of solid waste programs and policies, provide feedback on proposed council actions involving solid waste issues, and comment on proposed solid waste management policies, ordinances, and plans prior to adoption	RCW 70.95.165 and KCC 10.28
Metropolitan Solid Waste Management Advisory Committee	Advise the Executive, SWIF, and County Council in all matters related to solid waste management and participate in the development of the solid waste management system and waste management plan	KCC 10.25.110 and Interlocal Agreements

## Stakeholder Involvement in the Planning Process

In the development of the comprehensive solid waste management plan, the division sought participation and input from many sources, including the cities, the division's advisory committees, the Unincorporated Area Councils, commercial collection companies, the County Council, division employees, labor, and the public.

To represent the many perspectives of the residents and businesses in King County, the division has two advisory committees:

- The **Solid Waste Advisory Committee (SWAC)** was established under state law, RCW 70.95.165, and county code, KCC 10.28, and has been operating in an advisory capacity to the division since 1985. Representation on SWAC includes interested citizens, public interest groups, labor, recycling businesses, the marketing sector, manufacturing, the waste management industry, and local elected officials; membership is balanced geographically. SWAC typically meets with the division monthly to discuss solid waste management planning and decisions that affect county residents and businesses and the services they receive.
- The **Metropolitan Solid Waste Management Advisory Committee (MSWMAC)** was formed by county legislation in 2004 to establish a process for collaborative participation with the 37 cities that have signed ILAs with the county (KCC 10.25.110). The group consists of elected officials and staff from the cities. MSWMAC began meeting with the division on a monthly basis in 2005. The committee advises the County Executive, the SWIF, and the County Council on all matters related to solid waste management, and participates in development of the comprehensive solid waste management plan. The legislation that created MSWMAC also created a cities' staff working group – the Interjurisdictional Technical Staff Group (ITSG) – to assist MSWMAC in its work. ITSG comprised staff representatives from the cities, County Council staff, and the division. The group was very active during the initial stages of data gathering and analysis for the planning process, but is no longer meeting.

For the current planning cycle, the division met with SWAC and MSWMAC regularly to discuss their issues and concerns, and hear their perspectives on system planning. The contributions of these committees have been instrumental in developing the comprehensive solid waste management plan. The division's SWAC and MSWMAC websites contain background on the committees as well as minutes from their meetings with the division (KCSWD, updated monthly).

## The Planning Process

In 1992, the county adopted a comprehensive solid waste management plan which called for the renovation of its aging urban transfer system. In 1994, the division proposed a rate increase to fund these projects. Without strong regional consensus about the need for improvements, the rate increase was not approved and renovation of the transfer system was put on hold. As a result, for the next 14 years no significant improvements were made to the urban transfer system beyond necessary safety improvements.



Since 1992, continuing growth in the county and technological changes in the industry have intensified the need for significant improvements and updates to the division's infrastructure. Given the scope of changes anticipated, both the cities and the county recognized the need for a more coordinated approach to the planning and decision-making process. In 2004, the County Council adopted Ordinance 14971, which prioritized evaluation of the urban transfer station network as an integral part of the waste management plan and established a process for collaborative participation by the cities in solid waste planning. This process led to the formation of MSWMAC and ITSG to work with the division to, among other things:

- Evaluate the division's current transfer stations
- Plan a future transfer station system
- Investigate disposal options outside of King County
- Evaluate rail, barge, and truck hauling options for waste export
- Review public/private ownership options
- Analyze financing, staffing, and rate impacts
- Define the facility siting process
- Establish a means of involving interested parties in the planning process
- Develop a waste export system plan to document the planning process and explain recommendations for a future system

Codified in KCC 10.25.110, Ordinance 14971 outlined an iterative process of analysis and reporting that would culminate in a package of recommendations for the system and established a forum, through the advisory committees, for the cities, the division and County Council staff to collaborate on solid waste planning. Much of the initial work was to evaluate the system as a whole and develop recommendations that would help inform and guide the direction of this plan.

Along with division staff, the committees first analyzed aspects of the solid waste system through four iterative milestone reports. These reports presented the following information:

- **Milestone Reports 1 and 2** (KCSWD and ITSG 2004; KCSWD 2005a) identified the need to renovate the county's urban transfer facilities by evaluating the current conditions of each facility. In the first milestone report, the division and advisory committees developed 17 criteria for evaluating the stations, which fall into three general categories of information: 1) level of service to users, 2) station capacity to handle solid waste and recyclable materials, and 3) the local and regional effects of each facility. Division staff presented detailed information on the existing conditions of individual facilities and worked with the advisory committees to apply the evaluation criteria. Results of these evaluations are presented in Milestone Report 2.

As described in Milestone Report 2 and discussed in more detail in Chapter 5, *Solid Waste Transfer System*, five of the six urban transfer stations – Algona, Bow Lake, Factoria, Houghton, and Renton – were evaluated using the 17 criteria. Each of the five transfer stations failed to meet between seven and 12 of the evaluation criteria. As a result of these detailed evaluations, the need for major transfer station renovations was established.

- Milestone Report 3** (KCSWD 2005b) discussed options for public and private ownership and operation of solid waste and recycling facilities in King County. Recommendations based on the options presented in Milestone Report 3 were reported in Milestone Report 4. In summary, the recommendation was to retain the current mix of public-private operations. Under this scenario, the private sector would continue to be the primary provider of curbside collection of garbage, recyclables, organics (yard waste, food scraps, and food-soiled paper), and construction and demolition debris (C&D); the division would remain the primary provider of solid waste transfer facilities; the private sector would continue to process recyclable materials and C&D; and the division would maintain the Cedar Hills landfill for disposal until it reaches capacity and closes. Once the landfill closes, disposal would be contracted to a private- or public-sector operation. The decision on the need for, number of, and type of intermodal facilities would be deferred until no more than five years before the implementation of waste export or other disposal technology.



*The Algona Transfer Station is one of five urban stations evaluated in the Transfer Plan.*

- Milestone Report 4** (KCSWD 2006a) identified packaged alternatives for the future configuration of the transfer station network, and decisions required to determine the capacity (or lifespan) of Cedar Hills; potential disposal locations once the landfill closes; the most feasible type of longhaul transport; the need for an intermodal facility or facilities; and the timing of waste export or other method of final disposal. A preferred alternative for the transfer system was identified.

These four milestone reports culminated in the *Solid Waste Transfer and Waste Management Plan* (Transfer Plan; KCSWD 2006b), which provides recommendations for upgrading the transfer station system and services; methods for extending the lifespan of Cedar Hills; and options for preparing the landfill for eventual closure. Through the process of analysis and reporting, the division's stakeholders had a significant role in shaping the recommendations in the Transfer Plan. At the conclusion of the process, they communicated their support of the plan to the King County Executive and the County Council.

Before final approval of the Transfer Plan, the County Council requested an independent third-party review of the Transfer Plan, which was conducted by the firm Gershman, Brickner & Bratton, Inc. (GBB). GBB fully supported the primary objectives of the plan to modernize the transfer station system and maximize the lifespan of the Cedar Hills landfill. Based on GBB's review and the support of both SWAC and MSWMAC, the County Council unanimously approved the Transfer Plan in December 2007. In addition, the County Council appropriated funds in the 2007 budget for the division to begin evaluating the feasibility of waste-to-energy technologies as an option for future waste disposal.

Because the collaborative planning process with SWAC and MSWMAC has been so successful, that planning



model was used for the preparation of this comprehensive solid waste management plan. Both SWAC and MSWMAC were involved in the development of policies and recommendations presented in each chapter of the plan. Because the cities and the county have a closely shared role in the development and implementation of waste prevention and recycling programs and services, the planning meetings have provided a forum for deciding what goals would be attainable by the region and how to go about meeting them (discussed in detail in Chapter 3, *Waste Prevention and Recycling*).



*MSWMAC worked closely with the division throughout the development of the plan.*

## PLANNING TOOLS AND FORECASTING

The monitoring of solid waste disposal, recycling, and waste prevention, and the forecasting of future trends are fundamental to system planning. The division routinely collects data about the amount and composition of waste and recyclable materials in the system, tracks demographic and economic trends that will affect the amount of solid waste generated in the future, and conducts focused studies to address specific topics, such as markets for recyclable materials, industry trends, and new technologies.

Forecasts are used to estimate the amount of material expected to be disposed and recycled in the coming years, incorporating expected growth in population and other demographic and economic trends. This information can be used to estimate the necessary capacity of division transfer facilities and associated private-sector recycling facilities and markets.

Existing data and forecasts form the basis for discussions with cities and other stakeholders about options for the future, answering questions such as:

- How much waste are system users currently generating and expected to generate in the future?
- How can we reduce waste generation?
- What materials can be separated from the disposal stream and turned into a resource through reuse and recycling?
- Who uses the solid waste facilities and curbside services, how do they choose those services, how often are services used, and what influences their choices?
- How can these services best be provided?
- What changes in markets and technologies need to be incorporated into our analysis of options for the future?

Planning data, studies, and forecasts used in the development of this plan are discussed in the following sections.

## Data Gathering and Reporting

The division collects information on the amount of garbage and recyclable materials generated in the region. This section describes the primary data sources used by the division.

### ***Tonnage and Transaction Data***

An automated cashiering system is used to track data on the tons of garbage received and number of customer visits at division transfer facilities. In-bound and out-bound scales weigh loads for all vehicles



except sedans, which are assigned an average weight of 320 pounds. These data are used to track overall garbage tonnage and transactions at individual stations. Data for recyclables accepted for a fee, such as yard waste, are also tracked by the cashiering system. For recyclables collected at no charge, data are provided to the division by the processing facility that receives them. Data on the amount and types of C&D recycled or disposed in the county are provided monthly to the division by some of the private-sector C&D facilities in the region. Other facilities report similar data to the Washington State Department of Ecology (Ecology), which are forwarded to the division annually.

*Division transfer trucks weigh in at Cedar Hills to provide an accounting of the tons of waste disposed at the landfill each year.*

### ***Reports from Curbside Collection Companies and State Survey Data***

The commercial collection companies that pick up curbside garbage and recyclables within the county provide monthly tonnage reports to the division. These reports provide information such as tons of garbage disposed, tons of materials recycled by material type, tons of organics recycled, and number of subscribers to garbage, recycling, and organics collection. In addition, Ecology requires recycling companies to report annually on the amount of recyclables they receive at their facilities; this information is also provided to the division.

### ***Waste Monitoring Program and Telephone Surveys***

Since the 1990s, the division has conducted a Waste Monitoring Program to understand who uses solid waste system facilities, what materials they bring to the stations, how and why they use our facilities, and how satisfied they are with the services provided. To answer these questions, the division conducts both waste characterization studies and customer surveys, as follows:

- Waste characterization studies are performed to analyze the waste stream and its components (Cascadia 2012a). At the transfer stations and drop boxes, random customer loads are sorted to identify what materials are being disposed by what category of customer – single-family residents, residents of multi-family units, and non-residential customers (businesses, institutions, and government entities). Studies of the C&D and organics streams have also been conducted. The studies help identify materials that are being thrown away that could have been recycled or reused. This information helps guide programs that will reduce the disposal of materials in the landfill. More detail about these studies is presented in Chapter 3, *Waste Prevention and Recycling*.
- In-person surveys are administered to customers bringing materials to transfer facilities (Cascadia 2009b). Customers are asked about the types of wastes they are bringing, the origin of those wastes, reasons for self-hauling (rather than using curbside collection services), how often waste is self-hauled, and willingness to separate out various recyclable materials. These surveys help us better understand the customers who visit the stations and, in turn, provide the proper levels of service. The surveys are also useful in informing programmatic decisions.
- Customer satisfaction surveys are also conducted at the stations to evaluate the level of satisfaction with customer service and the disposal and recycling services provided at division facilities (Cascadia 2008c). The division uses this information to monitor its performance and identify areas where improvements can be made.
- With the addition of curbside collection service for food scraps and food-soiled paper with yard waste, the division conducts periodic studies of organics collected at the curb (Cascadia 2012b). The information will be used to track the progress of organics collection and to focus education campaigns.
- In 2001, the division began characterization studies of C&D debris disposed at select private facilities by commercial and self-haulers, as well as small quantities delivered to division transfer stations by self-haulers. The study measures the composition of C&D materials that continue to be disposed instead of recycled. Two studies have been conducted to date, with the last study completed in 2008 (Cascadia 2009a).
- A periodic telephone survey of county residents explores behaviors and attitudes about household waste disposal, recycling, and waste prevention (Cascadia 2008b). The primary focus of the survey is to find out how familiar residents are with various waste prevention and recycling programs and services available in the region.

These studies and surveys are used to shape system planning, particularly waste prevention and recycling programs. With a better understanding of our customers and their waste management behaviors, the division can identify areas where enhanced promotion, education, or technical assistance may be needed.

## Focused Planning Studies

To support overall system planning and determine appropriate rates, the division conducts focused studies to evaluate elements of the solid waste system and its operations, emerging technologies

and industry challenges, and private-sector markets for recycling and reuse. The division will conduct additional planning studies as needed to explore a variety of topics including best practices in solid waste management, alternative disposal technologies, and sustainable financing.

Major studies used in development of the plan are listed below.

### ***Planning Studies***

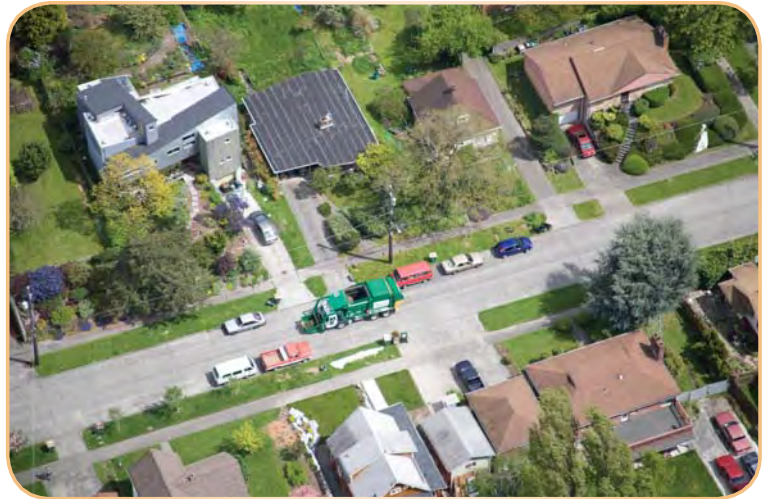
- *Solid Waste Transfer and Waste Management Plan* (KCSWD 2006b) – Provides recommendations to guide the future of solid waste management, including the renovation of the urban transfer system and options for extending the life of the Cedar Hills Regional Landfill. The plan was approved by the County Council in December 2007.
- *Final Environmental Impact Statement for the Cedar Hills Regional Landfill 2010 Site Development Plan* (KCSWD 2010a) – Identifies development alternatives for the landfill, outlines the environmental impacts of each alternative, and identifies potential mitigation measures, and recommends a preferred alternative.
- *Project Program Plan: Cedar Hills Regional Landfill 2010 Site Development Plan* (KCSWD 2010b) – Summarizes the preferred alternative for development of the landfill based on environmental review, operational feasibility, cost, stakeholder interest, and flexibility to further expand landfill capacity if future circumstances warrant. The plan was approved by the County Council in December 2010.
- *Executive Proposed Solid Waste Disposal Fees 2013-2014* (KCSWD 2012) – Rate study that examines five key inputs – financial assumptions, tonnage forecast, revenue and expenditures projections, and required target fund balance – that determine solid waste disposal fees. Fees are calculated to ensure that revenues are sufficient to cover the costs of operations and services; funds are available for landfill closure and maintenance and capital investment projects for the transfer and disposal system; and a reserve Operating Fund balance is maintained.

### ***Evaluation of Technologies***

- *Comparative Evaluation of Waste Export and Conversion Technologies Disposal Options* (R.W. Beck 2007) – Provides a planning-level assessment and comparison of various solid waste conversion technologies and waste export. The division is continuing to monitor potential technologies and will make a recommendation in the next update of the comprehensive solid waste management plan.
- *2006 Material Recovery Facility (MRF) Assessment* (Cascadia 2006a) – Provides an assessment of four MRFs where commingled recyclables collected at the curb are sorted and processed. The purpose was to quantify and characterize materials processed at the MRFs. MRF activity and capacity will continue to be tracked as necessary to monitor the need for improvements and to ensure there is processing capability for additional materials diverted from disposal in the future.

## Waste Prevention and Recycling Studies

- *Sustainable Curbside Collection Pilot* (KCSWD et al. 2008b) – Presents results of a pilot study to test the feasibility and public acceptance of every-other-week curbside garbage collection. Conducted in the City of Renton, the pilot study was performed in conjunction with Public Health – Seattle & King County and Waste Management, Inc.
- *Curbside Recycling in King County: Valuation of Environmental Benefits* (Morris 2008) – Examines the environmental costs and benefits of curbside recycling and composting in King County.
- *Estimated Market Value for Recyclables Remaining in King County's Disposal Stream* (Sound Resource Management 2006) – Evaluates the end-user market value of recyclable materials still prevalent in the waste stream, such as metals, organics, paper, and plastic.
- *Waste Monitoring Program: Market Assessment for Recyclable Materials in King County* (Cascadia 2006b) – Helps identify opportunities and establish priorities for market development and increased diversion of recyclable materials from the waste stream. Data from the market assessment are used to guide the direction of future recycling programs and services recommended in this plan.



*Commercial collection companies provide the division with essential data on the amounts of garbage, recyclables, and organics collected curbside throughout the region.*

## Other Plans Considered

The comprehensive solid waste management plan is just one component of regional planning for land use, development, and environmental protection in King County. The division considers plans developed by the state, the county, and the City of Seattle in its own planning process to ensure consistency with other planning efforts in the region. The following list was used in the development of this plan; in future planning efforts, the division will refer to the newest version of these plans.

- *Washington State's Beyond Waste Project: Summary of The Washington State Hazardous Waste Management Plan and Solid Waste Management Plan, 2009 Update* (Ecology 2009a) – Presents the state's long-term strategy for systematically eliminating wastes and the use of toxic substances, including initiatives that focus on expanding the recycling of organic materials and advancing green building practices.



- *Strategic Climate Action Plan* (King County 2012) – Synthesizes King County’s most critical goals, objectives, strategies and priority actions to reduce greenhouse gas emissions and prepare for the effects of climate change. It provides a single resource for information about King County’s climate efforts.
- *2008 King County Comprehensive Plan with 2010 Update* (King County 2010a) – The guiding policy document for all land use and development regulations in unincorporated King County, the establishment of Urban Growth Area boundaries and regional services throughout the county, including transit, sewers, parks, trails, and open space. Updates to the 2008 plan were adopted by the County Council in October, 2010.
- *King County Strategic Plan* (King County 2010b) – Presents countywide goals for setting high standards of customer service and performance, building regional partnerships, stabilizing the long-term budget, and working together as one county to create a growing economy and sustainable communities. This comprehensive solid waste management plan supports each of the primary goals of the King County Strategic Plan, with particular emphasis on environmental sustainability and service excellence.
- *On the Path to Sustainability and 2004 Plan Amendment* (City of Seattle 1998/2004) – The City of Seattle’s solid waste management plan, including goals for recycling and waste prevention. A draft update to this plan was released in 2012, but has not been finalized at this time.
- *2010 Local Hazardous Waste Management Plan Update* (Watson et al. 2010) – Presents plans for managing hazardous wastes produced in small quantities by households and businesses and for preventing these wastes from entering the solid waste stream.

## Additional Planning Considerations

### *Climate Change*

Climate impacts are considered by the division when planning for future programs, facilities, and operations, in accordance with the state’s Beyond Waste project and the county’s climate plan. Climate change is manifest in the long-term trends in average weather patterns, including the frequency, duration, and intensity of wind and snow storms, cold weather and heat waves, drought, and

### Cities in King County Support Climate Protection

As of this writing, 16 cities in King County’s service area have signed the U.S. Conference of Mayors Climate Protection Agreement. Former Seattle Mayor Greg Nickels launched the initiative to promote the participation of U.S. cities in the goals of the Kyoto Protocol. Among the more than 900 cities that have signed on nationwide, local cities have committed to meeting or exceeding targets of the Kyoto Protocol in their own communities and advocating for the reduction of GHG emissions at all levels of government.

Participating cities within the King County service area include:

Auburn	Pacific
Bellevue	Redmond
Burien	Renton
Carnation	Sammamish
Clyde Hill	Shoreline
Issaquah	Snoqualmie
Kirkland	Tukwila
Lake Forest Park	Yarrow Point



flooding. Planning for climate change means taking into account both how we might reduce our effects on the climate, today and in the future, and how changes in climate might affect our facilities and operations.

At a regional level, the division and its planning participants continue to strengthen and broaden waste prevention and recycling programs to continually improve our long-term, positive effects on the environment (discussed in detail in Chapter 3, *Waste Prevention and Recycling*). As discussed in Chapter 3, the benefits are tangible in terms of reductions in greenhouse gas (GHG) emissions, resource conservation, and energy savings.

Considerations of how division activities and operations might affect climate change involve both positive and negative impacts on GHG emissions. If areas where GHG emissions can be expected to occur are identified, strategies to mitigate those emissions can be developed, for example:

- The division is building facilities (such as the Shoreline and Bow Lake Recycling and Transfer Stations) that are more energy efficient and use green power, including solar power, to meet Leadership in Energy and Environmental Design standards and protocols.
- Garbage compactors are being installed at all new stations, which will decrease truck trips, saving fuel and decreasing emissions.
- In day-to-day operations, the division looks for ways to reduce resource use and increase the use of environmentally friendly products.
- The division contracts with Bio Energy (Washington) LLC to turn landfill gas into pipeline-quality natural gas for the energy market.

We also look at the potential impacts of climate change on division facilities and operations and determine strategies for adapting to those impacts. For example, the division is using more drought-tolerant plants in facility landscapes and identifying alternate transportation routes to avoid areas where there may be an increase in seasonal flooding.

## ***Equity and Social Justice***

King County is committed to ensuring that equity and social justice are considered in the development and implementation of policies, programs, and funding decisions. **Equity** is achieved when all people have an equal opportunity to attain their full potential. Inequity occurs when there are differences in well-being between and within communities that are systematic, patterned, unfair, and can be changed. These differences are not random; they are caused by our past and current decisions, systems of power and privilege, policies, and the implementation of those policies. **Social justice** encompasses all aspects of justice, including legal, political, and economic; it demands fair distribution of public goods, institutional resources, and life opportunities.

In solid waste system planning, the division examines ways that we may affect equity and social justice through our programs and services.

- Fair distribution of transfer facilities and division resources, such as the community litter cleanup, school education, and green building programs, helps ensure that everyone has access to services that create safer and healthier communities.
- The division provided technical assistance to ensure that the benefits of green building strategies, such as lower energy costs and improved indoor air quality, are available to residents of affordable housing developments. These efforts are discussed in more detail in Chapter 3, *Waste Prevention and Recycling*.
- In siting new transfer facilities, the division engages communities to ensure equal opportunity for involvement in the siting process. The division utilizes demographic data to ensure that these essential public facilities are distributed equitably throughout the county and that any negative impacts of the facilities do not unfairly burden any community.
- In addition to translating materials into multiple languages, the division has added a Spanish-language component to its comprehensive outreach programs. Rather than simply translate existing materials, the division has worked directly with the local Spanish-speaking community to create new programs and materials in Spanish that respond to the questions and needs of the community.

## Forecasting

The division uses a planning forecast model to predict future waste generation over a 20-year period. Waste generation is defined as waste disposed plus materials recycled. The forecast is used to guide system planning, budgeting, rate setting, and operations. The primary objectives of the model are to 1) estimate future waste disposal and 2) provide estimates of the amount of materials expected to be diverted from the waste stream through division and city waste prevention and recycling programs. The planning forecast

model relies on established statistical relationships between waste generation and various economic and demographic variables that affect it, such as population, employment, and income.

In 2007, garbage tons received at Cedar Hills surpassed the 1 million mark, due primarily to steady economic growth and population increases in the region over the previous few decades. In late 2007, a nationwide financial crisis upended the division's ability to forecast short-term trends in the economy using the forecasting model. Between December 2007 and December 2012, however, garbage tons disposed at



*Demographic trends in the region, such as growth in employment, are used to forecast the generation of garbage and recyclables.*

Cedar Hills declined 20 percent overall. Garbage tons dropped 8 percent in 2008 alone. The City of Seattle, surrounding counties, and jurisdictions in Oregon and California reported similar or greater declines in tonnage, as did regional recycling firms.

The recession created a great deal of unpredictability in variables used in the division's forecasting model to predict the short-term (1- to 5-year) trends in solid waste generation. To respond to this uncertainty, the division has adjusted its approach to forecasting, using a more flexible system of ongoing monitoring. This interim forecasting method involves:

- Monitoring solid waste tons delivered to division transfer stations and the Cedar Hills landfill on a daily basis
- Regularly checking regional and state-wide economic forecasting activities (local economic forecasting firm Dick Conway and Associates, King County economic forecast, Washington State Economic and Revenue Forecast Council)
- Monitoring state-wide tax revenue streams, particularly in the home improvement sector, furniture store sales, clothing sector, and other key markets
- Communicating regularly with other jurisdictions about the trends in their service areas

This information has been used to forecast short-term tonnage and subsequent revenues for use in critical budgeting, expenditure control, and management of capital projects over the 3- to 5-year period. The division will continue to use this interim forecasting method until the economy recovers from the recession and some degree of predictability returns. Once that occurs, the forecasting model will need to be adjusted and recalibrated to reflect changes created by the multi-year recession and recovery periods. Economists are indicating that the recession is over, although economic recovery will take some time. In the solid waste industry, garbage tonnage has not returned to 2007 levels, but declines have begun to moderate.

In the meantime, the division routinely updates its long-term, 20-year forecast for use in planning. As mentioned previously, to predict solid waste generation over the long term, the planning forecast model relies on established statistical relationships between waste generation and various economic and demographic variables that affect it, such as:

- Population of the service area
- Employment
- Household size in terms of persons per household
- Per capita income (adjusted for inflation)

Increases in population, employment, and per capita income and decreases in household size typically lead to more consumption and hence more waste generated. Studies indicate that for the long-term planning forecast through 2032, the following trends are expected:

- Population is expected to grow at a steady rate of 1 percent per year. Population growth is directly correlated with the amount of waste generated, i.e., more people equal more waste generated.
- Employment is expected to increase following recovery from the recession at an annual rate of 1.8 percent. Increased employment activity typically leads to an increase in consumption and waste generation.
- Household size is expected to decrease from an average of about 2.6 persons per household to 2.4 persons per household. The trend in household size reflects a nationwide move toward smaller family size and an aging population. Because a “household” implies a certain level of maintenance, mail, purchasing, and so on, a decrease in household size tends to increase waste generation per capita.
- Per capita income is expected to grow by about 2 percent per year through 2032, adjusted for inflation. As with employment activity, increases in income typically lead to an increase in consumption and waste generation.

*Data Sources: Projections for population and household size are based on 2006 data developed by the Puget Sound Regional Council (PSRC). Data provided by PSRC are based on U.S. Census and other data sources and developed in close cooperation with the county and the cities. The income and employment data were provided in 2010 by the local economic forecasting firm of Dick Conway and Associates.*

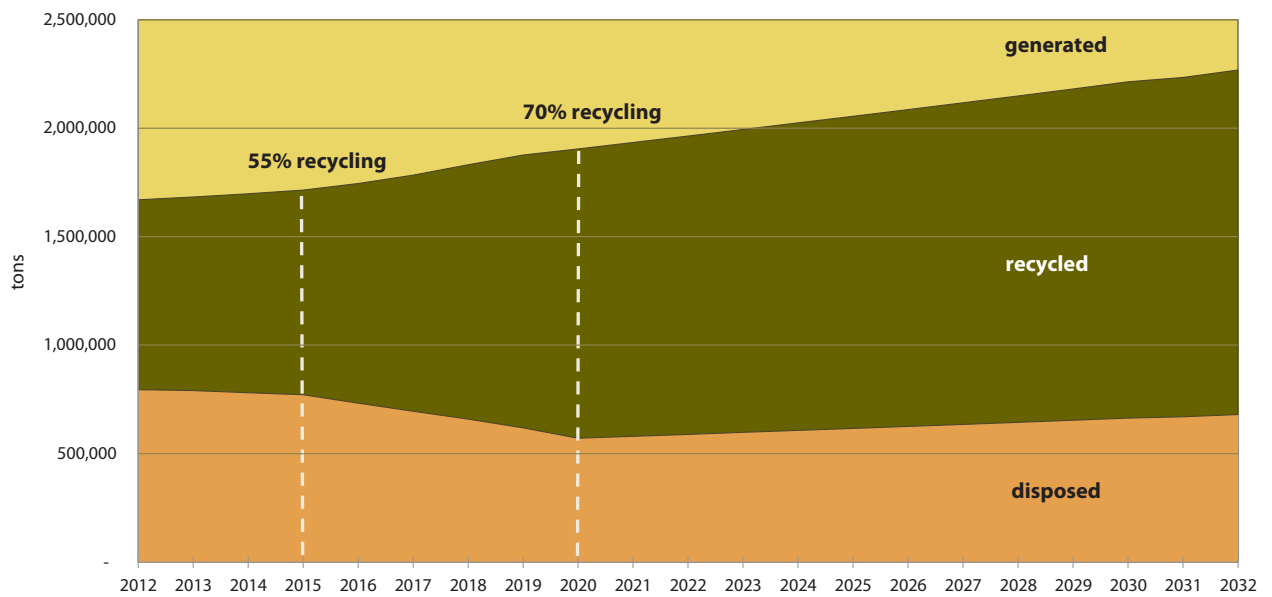
Developing the tonnage forecast is a two-step process, in which waste disposal and waste diversion are calculated separately. In the first step, an econometric model is used to relate historical data for waste disposal and recycling to past demographic and economic trends in the region. Once these relationships are established, the model can be used to project future waste generation based on expected trends over the planning period, in this case to 2032. This first step produces a baseline disposal forecast, which assumes that the percentage of waste recycled remains constant.

In the second step, the future goals for waste prevention and recycling, incorporating additional programs and strategies for increasing waste diversion (discussed in Chapters 3 and 4), are used to calculate how much additional material we expect to be diverted from disposal given the same demographic and economic trends. This information is used to adjust the baseline forecast. Data on tons of materials recycled are provided by the curbside collection companies, division data from transfer facilities, and survey data collected annually by Ecology.

Figure 2-1 shows the projection of waste generation from 2012 through 2032.

The projections shown in Figure 2-1 are based on a forecast developed in the first quarter of 2013. The 1- to 5-year projections have been adjusted to reflect current data on the state of the recession. The chart also incorporates the goals established for waste prevention and recycling presented in Chapter 3, assuming we will reach the goal of 55 percent recycling in 2015 and 70 percent in 2020. The tonnage forecast will be routinely adjusted to reflect factors that affect waste generation, such as the success of waste prevention and recycling programs and future events that affect economic development.

**Figure 2-1. Projection of solid waste generated, recycled, and disposed 2012 - 2032**







# 3

Waste Prevention  
and Recycling



# Waste Prevention and Recycling

## Policies

- WPR-1 Achieve Zero Waste of Resources – to eliminate the disposal of materials with economic value – by 2030 through a combination of efforts in the following order of priority:
  - a. Waste prevention and reuse
  - b. Product stewardship, recycling, and composting
  - c. Beneficial use
- WPR-2 Set achievable goals for reducing waste generation and disposal and increasing recycling and reuse.
- WPR-3 Enhance, develop, and implement waste prevention and recycling programs that will increase waste diversion from disposal using a combination of tools:
  - a. Infrastructure
  - b. Education and promotion
  - c. Incentives
  - d. Mandates
- WPR-4 Advocate for product stewardship in the design and management of manufactured products and greater responsibility for manufacturers to divert these products from the waste stream.
- WPR-5 Work with regional partners to find the highest value end uses for recycled and composted materials and support market development.
- WPR-6 Strive to ensure that materials diverted from the King County waste stream for recycling, composting, and reuse are handled and processed using methods that are protective of human health and the environment.

# Waste Prevention and Recycling

## Summary of Recommendations

Responsibility		Action	Detailed Discussion
<b>Waste Prevention, Product Stewardship, and Recycling</b>			
1	Cities, county	Lead by example by improving waste prevention and recycling in public-sector operations, facilities, and at sponsored events, as well as through the purchase of environmentally preferable products.	Page 3-5
2	County	Provide regional education and incentive programs to help residents and businesses improve their waste prevention efforts.	Page 3-5
3	County	Provide waste prevention and recycling education programs in schools throughout the county, and help schools and school districts establish, maintain, and improve the programs.	Page 3-5
4	County, in partnership with the Northwest Product Stewardship Council, local businesses, and other stakeholders	Pursue product stewardship strategies through a combination of voluntary and mandatory programs for products that contain toxic materials or are difficult and expensive to manage, including, but not limited to, paint, carpet, fluorescent bulbs and tubes, mercury thermostats, rechargeable batteries, pharmaceuticals, mattresses, junk mail, and telephone books.	Page 3-9
5	County, in partnership with the Northwest Product Stewardship Council, and other stakeholders	Draft model legislation that sets up a framework for addressing producer responsibility through efforts such as take-back programs.	Page 3-10
6	Cities, county	Monitor the ability to transition away from recycling collection events as enhanced recycling services are provided at renovated transfer stations, as improved bulky item collection becomes available curbside, and as product stewardship programs emerge.	Page 3-14
7	County, in cooperation with cities	Work with food producers, grocers, restaurants, and schools to donate surplus meals and staple food items to local food banks.	Page 3-9

Responsibility		Action	Detailed Discussion
<b><i>Waste Prevention, Product Stewardship, and Recycling</i></b>			
8	County	Provide technical assistance and promote proper deconstruction, building reuse, and reuse of building materials.	Pages 3-11, 3-22
9	County	Implement a pilot program to link retailers, warehouses, and other generators of large amounts of plastic wrap with material processors.	Page 3-30
10	County, in cooperation with cities	Promote consumer use of reusable bags at grocery and other retail stores.	Page 3-30
11	County, in cooperation with cities	Partner with area retailers to establish a wide-scale take-back network for used plastic bags, and encourage reuse and recycling of plastic bags.	Page 3-30
12	County, in cooperation with cities	Provide regional and local education and promotion to increase recycling of food scraps and food-soiled paper.	Page 3-31
<b><i>Green Building</i></b>			
13	Cities, county	Adopt green building policies that support the design of buildings and structures that have less impact on the environment, are energy efficient, and use recycled materials.	Page 3-12
14	County	Assist cities in developing green building policies and practices; encourage green building through Leadership in Energy and Environmental Design (LEED), Built Green™, Living Building Challenge, and other certification programs.	Page 3-12
<b><i>Use of Grant Resources</i></b>			
15	County	Continue to support the cities' implementation of the plan through the county waste reduction and recycling grant program and allocation of Coordinated Prevention Grant funds from the Washington State Department of Ecology.	Page 3-15
16	County	Work collaboratively with cities and other stakeholders to consider a new competitive grant program that would be available to cities and collection companies to support innovative programs that help meet plan goals.	Page 3-15

Responsibility		Action	Detailed Discussion
<b>Recycling at Transfer Facilities</b>			
17	County	Maximize recycling services at the transfer facilities as new stations are constructed and as space allows at existing facilities. Focus on priority materials: organics, clean wood, scrap metal, and cardboard.	Pages 3-21, 3-27
18	County	Provide financial and other incentives to encourage recycling instead of disposal.	Page 3-22
<b>Management of Construction and Demolition Debris (C&amp;D)</b>			
19	Cities, county	Consider implementing city and county permitting or other requirements to increase the diversion from disposal of C&D generated at jobsites.	Page 3-24
20	County	Continue to work with stakeholders to develop a consistent and meaningful definition of beneficial use, including designation of alternative daily cover derived from C&D processing residuals.	Page 3-23
<b>Market Development</b>			
21	County	Support the development of markets for recyclable materials through incentives and programs such as LinkUp.	Pages 3-28, 3-30, 3-32
<b>Data Reporting and Tracking</b>			
22	Cities, county, collection companies	Standardize the sampling methodology and frequency in tonnage reports submitted to the division and the cities by the collection companies.	Page 3-33
23	County	Perform solid waste characterization studies on a periodic basis to support goal development and tracking.	Page 3-35
24	County	Develop a strategy to report waste disposal information by business type.	Page 3-35
25	County	Conduct organics characterization studies on a periodic basis to support goal development and tracking.	Page 3-36
26	County	Conduct C&D waste characterization studies on a periodic basis to support goal development and tracking.	Page 3-36

# WASTE PREVENTION AND RECYCLING

In the late 1980s, state law and county code (RCW 70.95 and KCC Title 10, respectively) established waste prevention and recycling (WPR) as the preferred method of managing solid waste. In 1989, the state adopted the Waste Not Washington Act, making it a priority to provide curbside recycling services to all residents living in urban areas.

Working together over the last 25 years, both the public and private sectors have taken the region well beyond curbside recycling by creating myriad programs and services that foster the recycling and reuse of materials that might otherwise be thrown away – and more importantly, that prevent waste from being created in the first place.

In the 1980s, residents of King County were throwing away on average nearly 35 pounds of garbage per person per week. Projections indicated that with the growing population and economy in the region, this number would continue to climb steeply.

Rather than responding to this trend by building more solid waste facilities to handle increasing amounts of garbage, the division and its many stakeholders embraced a strategy to reduce disposal through progressively rigorous waste prevention and recycling. Through the efforts of the county and area cities, businesses, and individual citizens, the amount of garbage disposed per capita per week dropped to 23 pounds in 2011 – a reduction of over 30 percent from the 1980s average.

This reduction in disposal has extended the life of the Cedar Hills Regional Landfill (Cedar Hills) by more than 10 years – a result that can be attributed to the region's WPR efforts.

## Division Helps Consumers Lose Weight in Their Cans

In June 2008, six Renton families took the Recycle More Neighborhood Challenge to see who could make the biggest reduction in the weight of their garbage. In the first week, each family was visited by the division's resident garbologist, Program Manager Tom Watson. First he weighed each household's garbage to establish their starting point. Watson then examined the contents of the garbage and gave each family tips on what was present that could have been recycled. Most of the errant waste was food scraps and food-soiled paper, which could be recycled with the yard waste.

For four consecutive weeks Watson visited each family to conduct a garbage weigh-in and monitor each family's progress. The average weekly weight loss ranged from 42 to 82 percent. In total, the six families reduced their garbage weight by 290 pounds over the course of the challenge.

The media helped spread the message of this small-scale demonstration; a little bit of effort on the part of a lot of people could make a big difference. The participants reported simple changes that led to their successes – such as setting up several convenient recycling locations in the home and involving the entire family in making recycling a household priority.



Yet even with the increased recycling and waste prevention we've seen over the years, recent waste characterization studies conducted by the division indicate that about 60 percent of all materials disposed in the landfill are resources that could have been recycled or reused. As discussed in this chapter, identifying what these materials are and who generates them can help us determine where future efforts should be focused to achieve ongoing improvements.



*The division advertises its Recycle More. It's Easy-to Do campaign to reinvigorate recycling in the region.*

Concentrating efforts on a particular class of waste generator (e.g., residential or business) or commodity type can yield measurable results. Four categories of information, discussed in detail herein, can be used to evaluate the current status of WPR efforts and help develop strategies that will lead to future improvements:

1. Waste prevention programs achieving results in the region
2. Recycling and disposal rates, as well as waste prevention efforts, by type of waste generator, including:
  - Single-family (up to 4 units) and multi-family residents
  - Non-residential generators, such as businesses, institutions, and government entities
  - Self-haulers, both residents and businesses, who bring materials to division transfer facilities
  - Generators of construction and demolition (C&D) debris
3. Types and quantities of recyclable or reusable commodities that remain in the waste stream, such as food scraps, clean wood, metals, and paper
4. The status of markets for recyclable materials, availability of take-back options for used products, and opportunities to partner with private-sector businesses, national coalitions, and other jurisdictions to effect change

Information from these four categories was used to shape the goals and recommendations presented in this chapter. To set the stage, this chapter begins with a description of our regional goals for the future. This discussion is followed by a detailed account of the progress and current status of WPR efforts. From there the focus moves to ways to sustain the momentum by looking at additional resource conservation, recycling, and product stewardship opportunities. And finally, details of the methods used to track progress, along with ways to improve the data and reporting requirements from various sources are given.

## GOALS

The goals for WPR set forth in this section were established through extensive discussions with the division's advisory committees: the Solid Waste Advisory Committee (SWAC) and the Metropolitan Solid Waste Management Advisory Committee (MSWMAC). They are countywide goals, intended to improve the effectiveness of the region's WPR efforts as a whole. The recommendations for implementation presented at



the beginning of this chapter were developed to provide general strategies for meeting the goals and to identify the agency or agencies that would lead those efforts. The recommendations are intended to serve as a guideline for the county and the cities. They do not preclude other innovative approaches that may be implemented to achieve our regional goals.

As we consider the goals, it is important to keep in mind that there are factors other than WPR programs and services that can cause increases or decreases in the overall amount of waste generated. For example, the 2007 economic downturn resulted in significant, unanticipated reductions in garbage collected, stemming primarily from the drop in consumer spending and business activity in the region. When establishing goals and measuring success in meeting them, it is important to consider the economy, policy changes, and other factors that may be in play.

## Waste Prevention and Recycling Goals

The waste prevention and recycling goals in this plan were developed using baseline disposal and recycling data from 2007, the most recent data that were available when work on the plan began. We are well on our way to achieving these goals, and in 2011 surpassed several of them.

### Waste Prevention Goal

By looking at overall waste generation (tons of material disposed + tons recycled), we can identify trends in waste prevention activity in the region. A decline in waste generation typically means that the overall amount of materials disposed or recycled, or both, has been reduced.

#### Waste generation rates to be achieved by 2020

##### ***Per Capita – 20.4 pounds/week***

This goal addresses residential waste from single- and multi-family homes. The goal of 20.4 pounds/week represents a 15 percent reduction from the rate in 2007 of 24 pounds/week. In 2011, per capita waste generation was 21.9 pounds/week.

##### ***Per Employee – 58 pounds/week***

This goal addresses waste from the non-residential sector. The goal of 58 pounds/week is the same as the average amount of waste generated in 2007. In 2011, we surpassed the goal, with per employee waste generation of 53.6 pounds/week.

### Waste Disposal Goal

Reductions in disposal over time indicate an increase in waste prevention and/or recycling.

##### ***Per Capita – 14.2 pounds/week***

This goal addresses residential waste from both single- and multi-family homes. The goal of 14.2 pounds/week represents a 15 percent reduction from the disposal rate in 2007 of 16.7 pounds/week. A target of

18.5 pounds/week was set in the *2001 Comprehensive Solid Waste Management Plan*. In 2011, we surpassed the goal, with per capita waste disposal of 13.6 pounds/week.

#### **Per Employee – 22.9 pounds/week**

This goal addresses waste from the non-residential sector. The goal of 22.9 pounds/week is a 15 percent reduction from the disposal rate in 2007 of 26.9 pounds/week. A target of 23.5 pounds/week was set in the *2001 Comprehensive Solid Waste Management Plan*.

As of 2011, we surpassed the goal, with per employee waste disposal of 19.5 pounds/week.

## **Recycling Goal**

Recycling will continue to be an important strategy to reduce the disposal of solid waste. The recycling goal combines single-family, multi-family, non-residential, and self-haul recycling activity. It addresses the amount of waste being diverted from disposal at the Cedar Hills Regional Landfill to recycling. It does not include C&D or other wastes, such as car bodies, which are not typically handled through the county system. In 2011, the overall recycling rate for the county was 52 percent.

The goal for this planning period reflects the estimated recycling rate achievable if the recommended strategies in this plan are fully implemented –

#### **Overall recycling rate by 2015: 55 percent**

Achieving the 55 percent goal during this planning period would pave the way for implementing additional WPR strategies and setting a higher goal for recycling in the next comprehensive solid waste management plan –

#### **Overall recycling rate by 2020: 70 percent**

The role of individual cities will be critical in reaching our countywide WPR goals. The way in which each city contributes to those goals, however, may vary depending on the city's demographic make-up and other factors. For example, a city with a large concentration of apartments

## **What is Your Recycling Rate? It Depends on What You Count.**

Currently, there are no state or national standards for what should be counted in the “recycling rate” for a city or county. As a result, recycling rates reported by various jurisdictions may include different materials. For example, the recycling rate reported by some jurisdictions includes many materials not included in King County's recycling rate, such as C&D debris, asphalt and concrete, auto bodies, and biosolids; many of these materials are very heavy and can raise a recycling rate based on tons considerably. And some jurisdictions add percentage points to their recycling rate to account for the estimated success of their waste prevention efforts.

The division has chosen to calculate King County's recycling rate based on the known amount of materials diverted from disposal at the Cedar Hills Regional Landfill. As such, it does not include materials such as C&D or car bodies that are handled largely by the private sector. Neither does the division include any estimate of waste prevention, primarily because of the lack of measurable data.

For example, based on the definition above, the county's recycling rate in 2009 was 48 percent. If C&D materials had also been counted, the rate would have been about 49 percent. Adding recycled asphalt and concrete would raise the calculated rate to approximately 62 percent. The rate would have been higher still if hard-to-measure materials such as car bodies and land clearing debris were added.

Given the various methods for calculating the recycling rate, it is important to understand what materials are being included before comparing rates across jurisdictions.

and condominiums might focus more efforts on programs for multi-family residents. Communities with primarily single-family homes might focus education and promotion on food scrap recycling for their residents.

Another factor cities may consider is the make-up of their business (or non-residential) sectors. Cities with many restaurants, grocers, or other food-related businesses might look at ways to promote the recycling of food scraps or to partner these businesses with local food banks to donate surplus food to those in need. Similarly, cities with booming construction activity may want to take advantage of markets for the recycling and reuse of C&D materials. Likewise, the county will consider the make-up of unincorporated areas to focus WPR efforts in those areas.

The county and the cities lead by example to improve WPR in their respective operations, at their facilities, and at sponsored events, for instance:

- Some cities have held their own zero waste events and picnics
- The county and many cities collect food scraps and food-soiled paper at their offices and associated sites
- The county enacted an ordinance to purchase copy paper that is 100 percent recycled content and reduce paper use by 20 percent

The county continues to play an active role in supporting regional WPR programs. Through programs such as Green Holidays and EcoConsumer the division continues to provide education and incentives for consumers across the county. The division's work with area schools is furthering recycling education and supports new and ongoing programs that encourage waste prevention and resource conservation. The division is also working to expand markets for recyclable and reusable materials through programs such as LinkUp, which brings together area businesses, public agencies, and other organizations through seminars, roundtable discussions, demonstrations, online forums, and other events and activities. Ongoing collaboration with the cities and the private-sector collection and processing companies in the region will also continue, with efforts to increase the recycling of food scraps and other materials that have market value.

## **Tools Used to Meet the Recommended Goals**

The division and the cities have various tools at their disposal to promote waste prevention and increase recycling. The chart on the following page identifies these tools and cites some of the successes achieved through their use.

Tool	Application	Successes
<b>Infrastructure</b>	Establishing the collection and processing infrastructure is always the first step. It can be accomplished through enhanced curbside collection services, additional recycling options at transfer facilities, and partnerships with private-sector processing facilities and manufacturers/retailers, e.g., to develop take-back programs.	<p>New transfer facilities are designed with dedicated areas for recyclable materials such as yard waste, clean wood, and scrap metal.</p> <p>Single-family curbside collection customers have access to collection service for food scraps and food-soiled paper, along with the yard waste.</p> <p>Through E-Cycle Washington, electronics manufacturers have developed a statewide network of locations for recycling televisions, computers, and monitors.</p>
<b>Education and promotion</b>	Educational programs and targeted advertising play a key role in the initiation of new programs and in sustaining the momentum of existing programs. These efforts can be tailored to specific waste generators or materials.	<p>The division's Green Tools team provides education, resources, and technical assistance on how to manage C&amp;D as a resource rather than a waste.</p> <p>Many cities provide assistance to businesses to establish and maintain recycling programs.</p>
<b>Incentives</b>	Incentives encourage recycling. For example, if a customer generates less garbage by recycling and reducing their wastes, they need a smaller garbage container, which means a lower charge on their garbage bill.	<p>Curbside garbage collection fees increase with the size of garbage can, creating a "pay as you throw" system.</p> <p>Some cities provide kitchen containers and sample compostable bags to encourage residents to recycle their food scraps.</p>
<b>Mandates</b>	Mandates that restrict the disposal of specific materials have proven effective in increasing recycling. Mandates can be legislated at the local, state, or federal level, or implemented through city contracts.	<p>To discourage disposal of yard waste, since 1993 its disposal in the curbside garbage container has been prohibited.</p> <p>In 2005, fluorescent lights and many electronics were prohibited from disposal at King County transfer stations to encourage the recycling of these items and use of the Take It Back Network.</p>

The successful diversion of residential yard waste from disposal exemplifies the effective use of all four tools. First, an **infrastructure** was created to make it easy to separate yard waste from garbage. Curbside collection programs were implemented in phases across the county, easy-to-use wheeled collection containers were provided to residents, and private-sector businesses began turning the collected yard waste into compost for building healthy soils. **Promotions** were used to inform residents of the availability of curbside collection as the service was phased in. **Educational** campaigns were launched to teach citizens how to compost yard waste from their own yards for use as a soil amendment. Because the cost of collecting yard waste for composting was less than the cost of disposal in the garbage, residents had an **incentive** to subscribe to yard waste collection service. Many cities provided an additional incentive by including yard waste collection as part of their basic package of collection services at the curb. Finally, **mandates** were passed by the cities and the county to prohibit residents from disposing of yard waste in the garbage wherever separate curbside yard waste collection was available.



*Yard waste is easily collected alongside the garbage and recyclables at the curb.*

## STATUS OF REGIONAL WASTE PREVENTION AND RECYCLING EFFORTS

Measuring the results of WPR efforts is a complex process. Discussions and data often focus on recycling and recycling rates, when in fact waste prevention is the number one priority. While programmatic successes for waste prevention can be assessed qualitatively, it is difficult, if not impossible, to measure directly how much waste is “not created” in terms of tons or percentages. What can be measured more accurately is recycling and disposal activities. Data for these activities are available through division tonnage and transaction records, reports from the curbside collection companies and the Washington State Department of Ecology (Ecology), and the division’s waste characterization studies. Using data on the types and amounts of materials recycled, combined with measures of waste disposed, we can evaluate our success in reaching the goals established with each successive comprehensive solid waste management plan.

The following discussions take a look at the status of WPR programs and activities, from a qualitative and/or quantitative perspective. This review gives a clearer picture of progress to date, current challenges, and what can be done to build upon successes.

## Regional Waste Prevention and Recycling Efforts

**Waste prevention** is simple in concept – if you create less waste, you avoid using the resources needed to recycle or dispose of it. The county, the cities, and a host of manufacturers, businesses, and environmental coalitions are implementing promotions and practices to prevent waste through a number of avenues.

Decisions to reduce waste can be made at several critical stages in a product's life cycle:

- When manufacturers decide what goods to produce, how to design them, how to produce them, and how to package them
- When consumers decide whether and what to purchase
- When consumers adopt ways to use and reuse products more efficiently

While we cannot measure the amount of waste prevented at each stage, we can assess the types and numbers of programs being implemented and determine which efforts appear to be effective. What follows are brief descriptions of successful regional waste prevention efforts that are currently in progress and are likely to continue:

- The county's EcoConsumer program offers resources and incentives to help citizens balance consuming and conserving
- Some cities have distributed reusable shopping bags to residents or issued coupons for free bags that can be redeemed at local retail stores.
- The cities and the county provide information to residents about grasscycling and backyard composting to manage yard waste on site
- School programs teach waste prevention techniques, such as how to pack a waste-free lunch
- The county's Green Holidays program offers tips on giving green gifts, green entertaining and decorating, and recycling, reuse, and energy savings during the holiday season
- The county is working with architects and other design professionals to incorporate the concept of design for disassembly – a forward-thinking design principle that allows for the easy recovery of products, parts, and materials once a building is disassembled or renovated
- The county provides technical assistance and resources to those seeking certification through the Built Green™ program, which offers incentives and points for the reuse of buildings and building materials for residential construction
- The cities and the county hold special collection events for reusable household goods, and the county collects reusable household goods, clothing, and building materials at some transfer stations
- The county's *Food: Too Good to Waste* program works with residents, schools, and cities to promote simple ideas like making a



*In-home recycling workshops delivered in Spanish expand the division's educational reach into new communities.*



shopping list with meals in mind and buying only what you need

- The county launched a new website in 2011 that makes it easy for King County residents and businesses to opt out of receiving unwanted mail, including catalogs, coupons, credit offers, circulars, newsletters, and phone books

Product reuse is another way of preventing waste and is accomplished primarily through the private sector. Numerous charitable organizations pick up or provide drop-off sites for household items and clothing. Reusable building materials are collected and resold at several locations in King County. Partnerships between food banks and large institutions like school districts can help feed the hungry while reducing waste.

There has also been major growth in the resale market for items through online classified services, auctions, and exchange programs. The division's website features an online materials exchange program for posting household items and reusable building materials for sale or exchange, as well as yard sale events.

**Product stewardship** is a policy approach that is being implemented at the state, national and international levels. In practice, the product manufacturers – not government or ratepayers – take responsibility for their products “cradle to cradle.” This means that manufacturers are given the authority to finance and provide for the collection, recycling and/or proper management of their products at the end of the product's life cycle.

## WPR and Climate Change

The purchase, use, and disposal of goods and services by King County residents, businesses, and governments are associated with significant greenhouse gas (GHG) emissions. Emissions can occur at all stages of a product's life – from resource extraction, farming, manufacturing, processing, transportation, sale, use, and disposal. In 2008, consumption-related GHG emissions in King County totaled more than 55 million metric tons of carbon dioxide equivalents (MTCO<sub>2</sub>e) – more than double the emissions produced within the county's geographic boundaries.

As a major employer and service provider in the region, King County government is also a major consumer of goods and services. These goods and services – especially construction-related services – account for 270,000 MTCO<sub>2</sub>e, or about 42 percent of the County's operations-related GHG emissions.

Residents, businesses, and governments can reduce GHG emissions associated with goods and services by choosing sustainable options, reducing the amount they purchase, reusing goods when possible, and recycling after use. King County is involved in these efforts through the solid waste management services and procurement efforts that the county provides, as well as through the county's efforts to educate residents and businesses about ways to use less and recycle more. The county is also taking a number of steps to reduce the environmental footprint of the products used in government operations and to reuse previously wasted resources.

**Recycling outreach** – The Solid Waste Division's Recycle More – It's Easy to Do campaign promotes basic recycling, food scrap recycling, and yard waste sign-up, focusing on suburban cities that have residential recycling rates of less than 35 percent. Other programs that support increased recycling and waste prevention include the Green Schools Program, which supports conservation in schools, and the Best Workplaces for Waste Prevention and Recycling Program, which recognizes local businesses that demonstrate their commitment to waste prevention and recycling.

**Recycling infrastructure** – In King County in 2010 about 832,000 tons of recyclable materials were collected by private hauling companies at the curb and about 10,000 tons were collected at King County transfer stations. Turning this waste into resources resulted in the reduction of approximately 1.6 million MTCO<sub>2</sub>e of GHG emissions.

**Reusing resources** – King County is helping develop, expand, and support markets for reused and recycled products. The LinkUp program has expanded markets for recyclable and reusable materials such as asphalt shingles, carpet, and mattresses.

The division is on the steering committee of the Northwest Product Stewardship Council (NWPSC) and has been participating in the development of product stewardship strategies for commodities that contain toxic materials or are difficult and expensive to manage, such as paint, carpet, mercury thermostats, rechargeable batteries, mattresses, junk mail, and telephone books.

In 2006, the NWPSC was instrumental in helping to pass the Electronic Product Recycling Law: E-Cycle Washington (WAC 173-900) – which requires manufacturers of televisions, computers, and monitors to provide recycling services for these products at no cost to residents, small businesses, charities, school districts, and small governments. The program launched on January 1, 2009 with about 35 collection locations across King County. In the first year of the program, 38.5 million pounds of e-waste was received at take-back locations across the state of Washington.

In 2010, legislation passed that authorizes the manufacturers of fluorescent bulbs and tubes to fund and implement a statewide program to collect and safely recycle these mercury-containing products, beginning in 2013. Although attempts to establish carpet and medicine stewardship programs have been unsuccessful so far, these remain priority materials. Efforts are underway to introduce new stewardship bills for paint and rechargeable batteries in 2013.



*A statewide recycling program for fluorescent tubes and bulbs will help keep mercury out of the environment.*

The NWPSC has also drafted model legislation that would provide a framework to establish the process and criteria for selecting products that can be managed under producer-funded take-back programs. The NWPSC continues to work on a mechanism for stakeholder engagement in the development of future product stewardship policies and programs.

**Curbside collection services** in the region have flourished over the last two decades, expanding to include a wide array of materials. Curbside recycling in King County began in the early 1990s through the cooperative efforts of the cities, the county, private recycling firms, and the solid waste collection companies. Initial materials collected curbside included plastic bottles and jugs, glass bottles and jars, aluminum cans, tin cans, mixed paper, newspaper, and cardboard; the list of materials collected at curbside continues to grow. As of 2012, curbside recycling was available to more than 99 percent of residents in the county. Only the Skykomish and Snoqualmie Pass areas do not have access to curbside collection of recyclables. Skykomish residents can bring their recyclables to the Skykomish drop box. While the population of Snoqualmie Pass is not large enough to support a drop box facility, the division maintains recyclables collection bins at the pass for residents of this area.

Another development that increased recycling was the transition to commingled (or single-stream) collection, whereby all the recyclable materials are placed in one large cart for pickup at the curb. Prior to 2001, most residents were required to separate recyclable materials into multiple bins for collection. Over time, however, the material recovery facilities that sort and process the recyclables for market

have expanded their ability to sort materials on site, allowing the collection companies to transition to commingled recycling. Commingled collection not only makes recycling easier and more convenient for the customer, it is more efficient for the companies that provide the collection service. A more detailed discussion is provided in Chapter 4, *Collection and Processing*.

**Collection of organic materials** has also been successful in diverting more material from disposal. In the 1990s, single-family yard waste collection was phased in across the county. Today, curbside yard waste collection is available to all county residents except those on Vashon Island and in the Skykomish and Snoqualmie Pass areas.

In 2001, the division began working with the cities and collection companies to phase in curbside collection of food scraps and food-soiled paper in the yard waste container. Nearly 100 percent of single-family customers with curbside garbage collection now have access to food scrap collection.

Education and promotion are underway to encourage the recycling of food scraps and food-soiled paper by single-family residents, multi-family residents, and businesses. A 2011 organics waste characterization (Cascadia 2012b), indicates that 19 percent of customers using organics collection place some food and food-soiled paper in their bins in addition to yard waste.

**C&D** – debris from the construction, remodeling, repair, or demolition of structures and roads was banned from disposal at county facilities in 1993. Since then, the division has contracted with Waste Management and Republic Services to manage these materials. Current contracts with the companies provide monetary incentives to increase their C&D recycling. Materials that can be diverted for recycling or other uses include concrete, asphalt roofing, clean wood, steel and other metals, and gypsum wallboard. With the increase of private-sector recycling facilities in the region, both contractors and homeowners have more options for recycling C&D materials. The latest update to the *King County/Seattle Construction Recycling Directory*, which provides listings for the many companies that handle a variety of C&D material, was published in 2012. The list is kept up to date online.



*There are more than 20 recycling companies in the region that will pay for source-separated metals.*

Waste prevention is also playing a greater role in the diversion of C&D from disposal. The salvage of building materials during deconstruction is becoming increasingly common, markets for the salvaged materials are growing, and the reuse of entire houses by moving them to new sites is gaining popularity and acceptance by permitting agencies. Another growing practice is design for disassembly – a building design process that allows for the easy recovery of products, parts, and materials when a building is disassembled or renovated. The division has also held events to collect reusable building materials at the Shoreline Recycling and Transfer Station; this program will be expanded to other facilities where space allows and there is demand.

**Green building** programs have been instrumental in promoting C&D recycling and reuse. The division is actively engaging builders, residents, businesses, and governments, including other county agencies, to create sustainable green buildings and developments in the region. The division's Green Tools program supports county agencies, cities, the building community, and the public in designing buildings and structures that have less impact on the environment, are energy efficient, and use recycled materials.

The services and resources available include:

- Information and technical assistance on managing C&D as a resource rather than a waste for disposal
- Residential green building support through the Master Builders Association of King and Snohomish Counties and the Built Green™ program
- An online web tool to help cities in King County create successful green building programs, featuring the "Road Map to a Green Building Program" designed to assist cities in customizing programs to their unique communities
- Assistance on county building projects to achieve the maximum possible green building standards
- Developing policies and incentives promoting green building for adoption by city and county permitting agencies.

The division also coordinates the countywide Green Building Team, tasked with ensuring that all county construction projects achieve the maximum possible standards of green building, including the application of LEED concepts into all projects. In the U.S. and other countries around the world, LEED certification is the recognized standard for measuring building sustainability. The rating system evaluates buildings for protection of human and environmental health, sustainable site development, water savings, energy efficiency, materials selection, indoor environmental quality, and innovation in design.

County ordinance requires that all county projects seeking LEED certification strive to achieve at least a Gold rating. In cases where LEED certification may not be economically feasible or applicable for a project, such as open-air bus passenger shelters, restroom facilities, pump stations, and conveyance lines, the ordinance requires the completion of a sustainable development scorecard, which indicates what green building strategies are being applied on the project. In accordance with the ordinance, the county has also developed guidelines for the operation and maintenance of existing buildings to incorporate green strategies for water conservation, WPR, green cleaning, and overall improvements in facility operations.

King County is the first local government in the nation to add evaluation of greenhouse gas emissions to the environmental review that construction projects undergo. In addition to incorporating this evaluation into its own projects, the county is providing assistance to developers on the application of this new standard.

The long-term goals of the county's green building program align with the 30-year goals of the state's Green Building Initiative, whereby:

- Green building practices and the demand for green buildings become the norm
- Reuse of buildings and recycling of construction materials are standard business practices
- Buildings and materials are designed for human, economic, and environmental health



Cities are also joining in the adoption of green building strategies, for example:

- Issaquah partnered with King County and other agencies to build the nation's first zero energy townhomes in a project called "zHome." A revolutionary, 10-unit townhome development, zHome uses smart design and cutting edge technologies to radically reduce its environmental impacts. The zHome project proves that mainstream production homes can achieve zero net energy, use 70 percent less water, emit net zero carbon emissions, and have clean indoor air through use of low-toxicity materials. By sharing a campus with the YWCA Village affordable housing project, zHome also created a paradigm shift related to social equity; the townhomes sold at a 20 percent premium over comparable townhomes in the region while being developed in partnership with affordable and transitional housing. The campus shares rain gardens and low impact development amenities in addition to a Stewardship Center that is used for education to the building trades and design industry.
- Five Cities – Kirkland, Issaquah, Redmond, Shoreline and Snoqualmie – have joined King County and the City of Seattle in a regional discussion on enhancing resource conservation codes. The adopted proposals address environmental performance and resource conservation strategies that help achieve city and regional objectives for sustainability. Cities are beginning to adopt these into their development codes.



*Greenbridge*

## Green Building and Equity

The goal of the county's Equity and Social Justice Ordinance is for all King County residents to live in communities of opportunity. To reach this goal, all communities must be equipped with the means to provide residents with access to a livable wage, affordable housing, quality education, quality

health care, and safe and vibrant neighborhoods. Green building can play an important role in providing safe, healthy, affordable housing, which has historically not been built to the highest standards.

Greenbridge, a mixed-income community in White Center, is an example of how green building practices can be applied to affordable

homes. Greenbridge is built on land that until recently held rundown, World War II-era public housing. The old, inefficient barracks-style duplexes are being replaced with sustainably designed and constructed homes that are affordable, energy-efficient, comfortable, and well built. Greenbridge includes a plaza, a community center, social services, public art, trails and parks, and access to public transportation. By the time all renters and homeowners have moved in, the community will be home to more than 3,000 people.

In addition to the Greenbridge project, the King County Green Tools program has provided technical assistance and education for other affordable housing projects. This technical assistance includes working directly with affordable housing developers, with non-profits such as Habitat for Humanity, and with trade associations. Educational efforts include collaborating with the American Institute of Architects, Community Trade and Economic Development, Master Builders Association of King and Snohomish counties, and the U.S. Environmental Protection Agency to deliver training to the building trades on universal design and green building, as well as developing educational materials on green remodeling tips for senior citizens.



*New recycling and transfer stations are being built to provide space for collecting a wide range of recyclable materials.*

**Collection of recyclables at division transfer facilities** began in the 1980s with the addition of collection containers for the standard curbside recyclables at those facilities that had adequate space. At some facilities, textile and appliance collection was also added. Due to space constraints at most facilities few other recyclables have been added for collection. With the transfer system renovations in progress (see Chapter 5, *The Solid Waste Transfer System*), facilities are now being designed with ample space to collect recyclables and the flexibility to add and change materials as community needs change or markets fluctuate. The new Shoreline and Bow Lake Recycling and Transfer Stations set the standard for the other planned station renovations, with added space for collecting yard waste, clean wood, scrap metal, and many other materials.

**Numerous private-sector facilities** have also emerged across the county where residents and businesses can take recyclables and C&D. Over the years, the list of materials that these facilities accept has grown from paper, cans, and bottles to items such as printer cartridges and cellular telephones. To connect residents and businesses with these recycling services, the division's website features a drop-down menu called "What do I do with ...?" The menu lists many of the items that customers commonly ask about. Clicking on an item opens a page with the location, details, and contact information for the reuse, recycling, or proper disposal options available for the material or product. Options are also displayed for participating retailers in the region's Take It Back Network that accept products such as electronics, mattresses, and fluorescent bulbs and tubes for recycling.

**Collaboration between the county and the cities** has helped promote regional WPR goals. In the 1980s, the county and the cities began offering numerous educational, promotional, and technical assistance programs for a diverse audience of community residents, school children, and businesses. Educational programs in area schools have been a useful means to increase awareness of the importance of WPR and provide tips and assistance to implement projects that reduce garbage and increase recycling both in schools and in students' homes.

In addition, the county provides grant funds and technical assistance to cities to help further WPR programs and services within their communities. In 2012, King County distributed about \$1 million in grant funds to cities; these funds are supported by the solid waste tipping fee. All cities in the service area are eligible for the funds. The formula for their allocation includes a base amount plus a percentage based on the city's population and employment.

Currently, much of these grant funds are used by the cities to hold recycling collection events in their communities. The cities and the county may be able to phase out these collection events and use the funds in other ways that support WPR in their communities as enhanced recycling services are added at renovated transfer facilities, curbside collection for bulky items becomes more cost effective and widely available, and product stewardship programs begin to offer more options for recycling. The grant monies can be used to support a number of activities, including:

- Encouraging and promoting waste reduction
- Continuing to implement and improve general recycling programs



- Improving opportunities for the collection of specific commodities, such as paper
- Improving opportunities for the collection and/or composting of organic materials
- Increasing the demand for recycled and reused products
- Fostering sustainable development through the promotion of sustainable building principles in construction projects
- Managing solid waste generated by public agencies in a manner that demonstrates leadership
- Broadening resource conservation programs that integrate WPR programs and messages
- Providing product stewardship opportunities



*King County school children learn about recycling and resource conservation.*

Ecology also supports WPR programs in King County through the Coordinated Prevention Grant program. Funds are allocated within the county based on population. The division uses funds allocated to the unincorporated areas to support WPR efforts such as recycling collection events, yard waste and food scrap recycling, and natural yard care education and promotion. The cities also receive funds directly from Ecology to support their own WPR programs (applications are coordinated through the division).

In 2012, the division worked collaboratively with the cities to develop the details of a new grant program to fund innovative projects and services that further the WPR goals outlined in this plan. The cities, commercial collection companies, and other entities, such as non-profit organizations, would be eligible to apply for the grant program. Pending approval, the new grant program would be funded through the solid waste rate.

**Environmentally preferable purchasing** is a strategy for purchasing products that have a lesser effect on human health and the environment when compared with competing products that serve the same purpose and fulfill the basic requirements of price, performance, and availability. King County's Environmental Purchasing Policy was adopted in 1989 in response to concerns about diminishing landfill space and the need to create markets for newly collected recyclables. The policy, updated in 1995 and again in 2003, requires all county agencies to, "whenever practicable," purchase environmentally preferable products. A life-cycle analysis is used in the selection of a product, considering how the raw materials are acquired and manufactured, packaged, distributed, maintained, and finally disposed. Pollution prevention and resource efficiency are also considered. The policy will be updated again in 2013.

County agencies have turned to a wide range of environmentally preferable products, such as porous concrete that allows water to drain through the sidewalk, and services, such as the use of goats for managing vegetation. Other purchases include remanufactured toner cartridges, re-refined antifreeze and motor-oil, biodiesel fuel, hybrid vehicles, bio-based oils, plastic lumber, compost, and retread tires. In addition to their environmental benefits, many of these products are more economical and perform as well as or better than those they replace.

King County provides technical assistance to cities by sharing contracts, specifications, and procurement strategies. Many cities in the county have implemented environmentally preferable purchasing programs.

## Benefits of Waste Prevention and Recycling Efforts

The regional commitment to WPR has many benefits – financial, social, and environmental.

Financial benefits are probably the most immediate for many county residents and businesses. Not only do convenient recycling services provide an alternative to the higher cost of disposal, WPR will provide a long-term significant cost savings for ratepayers by increasing the lifespan of the Cedar Hills, which is a more cost-effective means of disposal than the other disposal alternatives currently available (discussed in Chapter 6, *Landfill Management and Solid Waste Disposal*). After Cedar Hills reaches capacity and closes, minimizing the amount of waste that requires disposal will translate directly into lower fees for King County ratepayers.

The social benefits of WPR can be described in terms of economic growth and job creation. Materials diverted from the landfill for recycling must be sorted, processed, and transported. A study by the National Recycling Coalition, funded in part by the U.S. Environmental Protection Agency, estimates that for every 10,000 tons of material recycled 14 people are employed in recycling plants and transport operations (R.W. Beck 2001); subtracting the 5 employees required to landfill that same amount of material, there is a net gain of 9 jobs. The reuse industry also contributes jobs and social benefits to the region.

The positive environmental benefits of WPR are local and ultimately global. Environmental benefits are focused in two primary areas, both of which have wide-reaching and long-term impacts. First, the release of pollutants emitted during the production and disposal of products is decreased, reducing the potential for harm to human health and the environment. Second, the savings in energy and associated greenhouse gas emissions that result from a reduced need to process virgin materials into products contribute to a healthier planet.

### Recycling and Composting: Calculating the Benefits

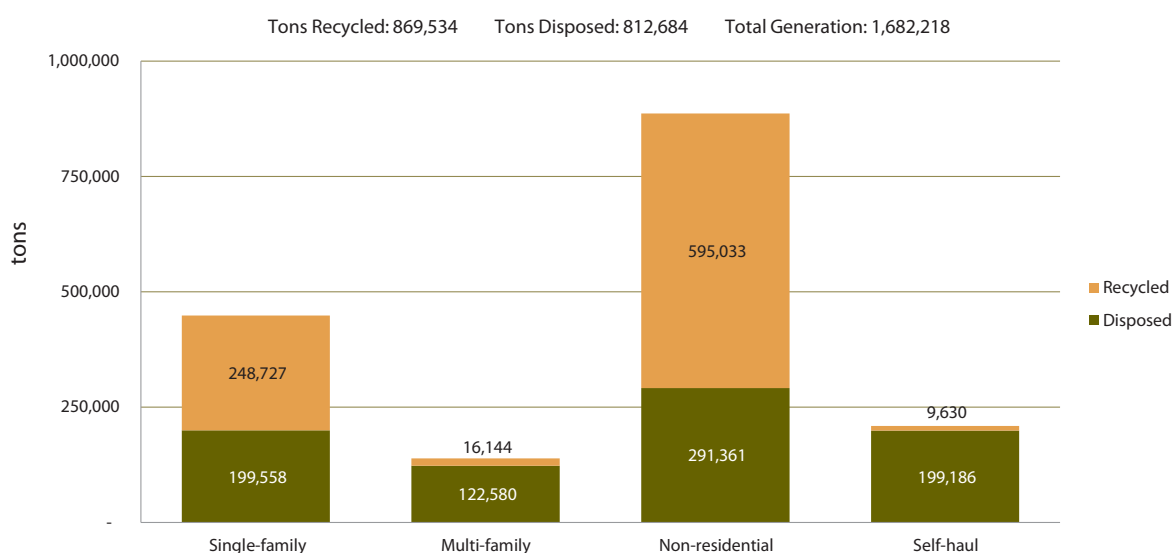
While the concept of waste prevention – less consumption = less impact – may be preferable from an environmental standpoint, people will continue to produce, distribute, buy, and use a wide range of products. The environmental impacts of a product occur at each stage of the product's life from extraction of the raw materials to production, distribution, and final disposal of any residual waste. A life-cycle analysis looks at the environmental impact at each stage of a product's life from air, soil, and water pollution to the secondary impacts on human health, habitat, and ecosystem – and enables us to recognize the cost of those impacts.

An econometric environmental model developed by Dr. Jeffrey Morris (Morris 2008) performs life-cycle analyses by evaluating areas critical to human health and the environment, including climate change, and then assigns a dollar value to the impact. Dr. Morris' model shows that recycling and composting as much as possible creates fewer environmental impacts than disposal. For example, when the model is applied to the 732,000 tons of recyclable and compostable materials collected in King County in 2009, it calculates a reduction of nearly 817,000 metric tons in greenhouse gas emissions. The model can then calculate a corresponding value of more than \$32 million for this reduction.

## Current Data on Regional Waste Generation, Recycling, and Disposal

Figure 3-1 shows the tons of materials recycled and disposed in 2011 by category of waste generator – single-family residents; multi-family residents; non-residential customers such as businesses, institutions, and government entities; and self-haulers who bring materials directly to the division’s transfer stations. More specific information on each generator type (including generators of C&D for recycling and disposal) follows. Recycling data comes from numerous external sources. These are described in the section *Tracking Progress*, beginning on page 3-32. Note that the scale on each figure varies.

**Figure 3-1. 2011 recycling and disposal by generator type**



As discussed earlier, while there has been considerable progress in WPR over the years, there is still room for improvement. As Figure 3-1 illustrates, the non-residential sector provides the greatest opportunity to divert materials from disposal, with over 290,000 tons of materials disposed in 2011. While single-family residents are recycling more than one-half of their waste, division studies indicate that a large portion of the remaining materials could be recycled or reused (as discussed in the next section). The multi-family sector generates the least amount of garbage and recycling of all sectors, but shows a need for improvement in recycling.

Self-haulers are recycling the least. At this time, many of the division’s urban transfer stations are being renovated and other facilities are undergoing major improvements. A goal of the renovation plan is to add space for collection of more recyclables and to build flexibility into the design to allow for collection of additional materials as markets develop. Adding space for collection of greater amounts and a wider array of materials is expected to result in higher recycling rates at the transfer stations.

With studies indicating that more than one-half of the waste that reaches the landfill could have been recycled or reused, and specific data on what those materials are, we can focus on areas that will have substantial influence on the region’s per capita disposal rate. The following sections address each category of generator and identify some of the more significant areas for improvement.

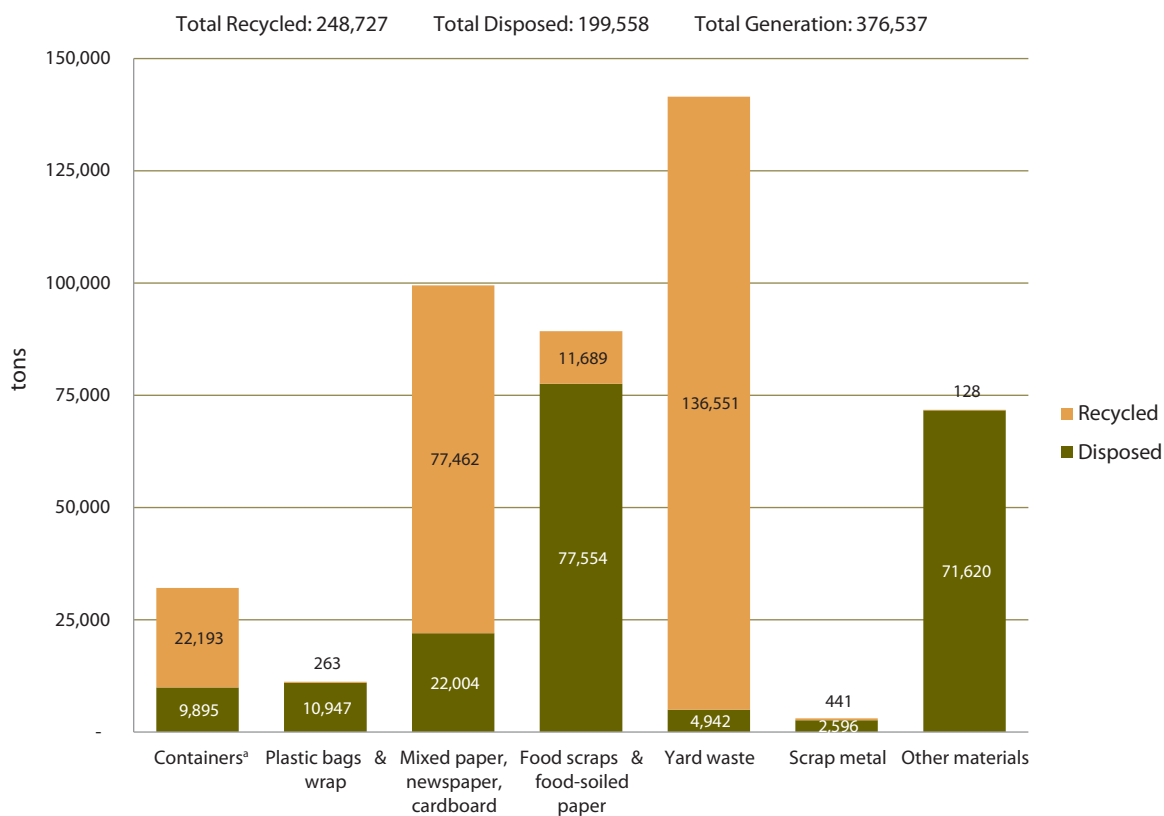
## Single-Family Residents

Seventy-three percent of the households in King County's service area are single-family homes. In 2011, these single-family households recycled on average about 55 percent of their waste. Almost 97 percent of the yard waste and 78 percent of the paper generated by this sector in 2011 was recycled (Figure 3-2). While food scraps and food-soiled paper made up over 40 percent of the waste disposed of single-family residents in 2011, recycling is expected to increase as participation in the curbside collection program for these materials continues to grow. Considerable amounts of the standard curbside recyclables – glass and plastic containers, tin and aluminum cans, mixed waste paper, newspaper, and cardboard – while easily recyclable, are still present in the waste disposal stream.

As we saw with the Recycle More Neighborhood Challenge, increased recycling of food scraps and food-soiled paper, as well as the standard curbside recyclables, could boost single-family recycling significantly. Recommendations for improving and standardizing curbside collection for single-family residents are discussed in Chapter 4. Other recyclables found in the single-family waste stream in smaller amounts include scrap metal, textiles, plastic bags and plastic wrap, and some C&D, such as clean wood and gypsum wallboard.

If all recyclable materials were removed from the single-family waste stream, nearly one-third of the remaining, non-recyclable materials would be disposable diapers and pet wastes.

**Figure 3-2. 2011 recycling and disposal by single-family residents**



<sup>a</sup> Tin, aluminum, glass, and recyclable plastic

## Multi-Family Residents

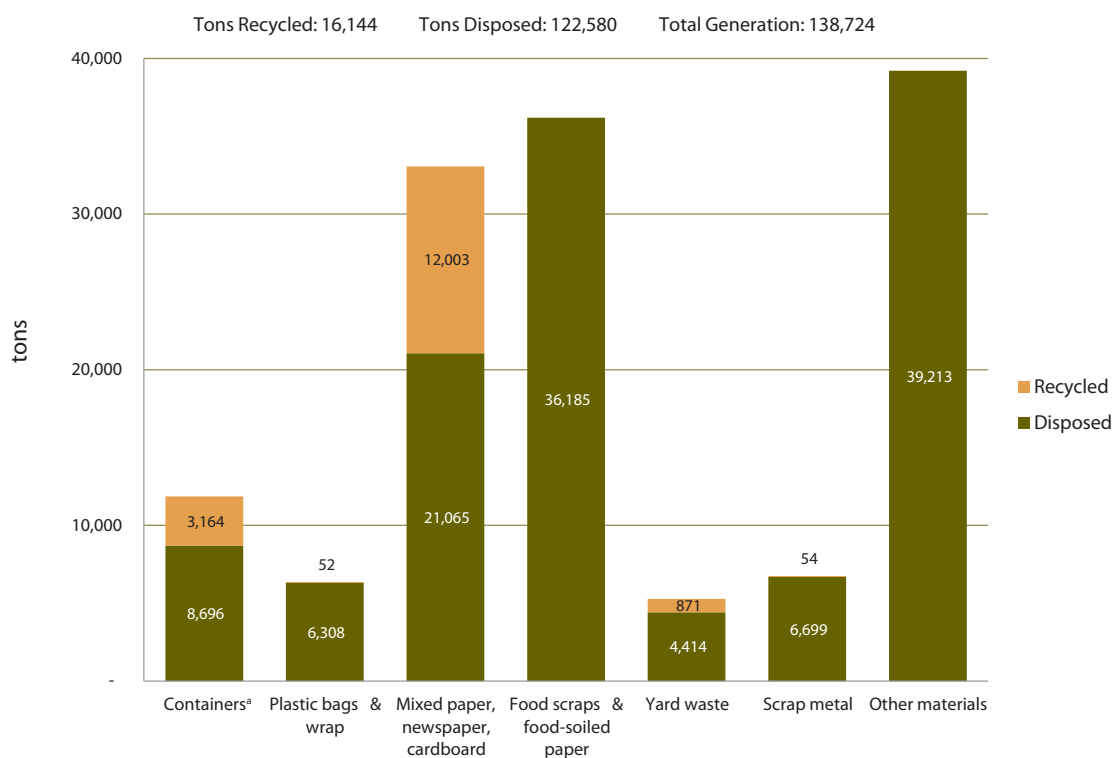
Twenty-seven percent of the households in King County's service area are in multi-family complexes. In 2011, the average multi-family recycling rate in the county's service area was 12 percent. While this rate is considerably lower than the single-family rate, overall generation and disposal from multi-family residences is lower as well. As with single-family residents, the primary areas of opportunity are in recycling food scraps and food-soiled paper and the standard curbside recyclables (Figure 3-3).

Other materials present in the multi-family waste stream, both recyclable and non-recyclable, are similar to those found in the single-family waste stream.

It is difficult to track multi-family recycling rates because of 1) the varied nature of multi-family complexes, 2) the growth in construction of mixed-use buildings that contain both residential and non-residential units, and 3) the varied levels of recycling services provided. What is clear is the need to provide adequate space for garbage and recyclables collection at these complexes and to standardize collection across the county.

A detailed discussion of ways to improve recycling at multi-family and mixed-use complexes is provided in Chapter 4, *Collection and Processing*.

**Figure 3-3. 2011 recycling and disposal by multi-family residents**



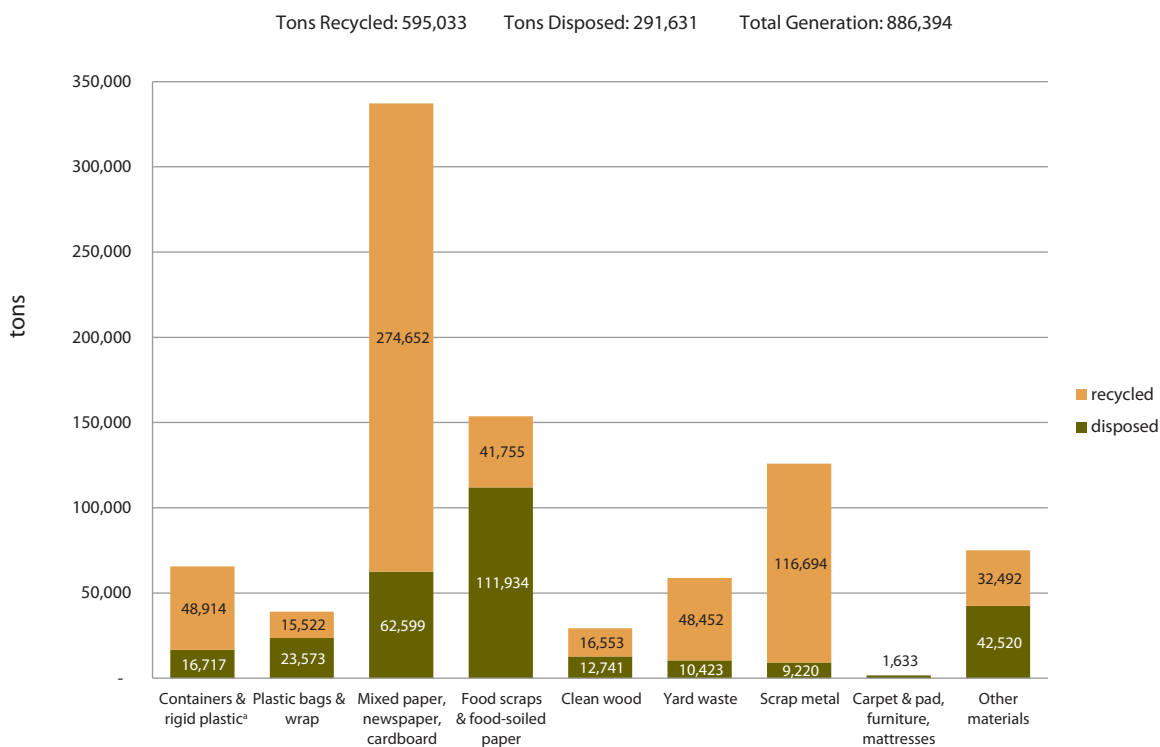
## Non-Residential Generators

Nonresidential generators – businesses, institutions, and government entities – recycled an estimated 67 percent of their waste in 2011. Despite having the highest recycling rate of any sector, non-residential, generators present the greatest opportunity for increasing King County’s overall recycling rate (Figure 3-4). There are an estimated 660,000 employees in the service area working at an estimated 36,000 businesses and organizations. The make-up of the non-residential sector ranges from manufacture to high-tech and retail to food services. The recycling potential for any particular business or industry varies depending on the nature of the business. For example, restaurants and grocers are the largest contributors of food waste, while manufacturers may generate large quantities of plastic wrap and other packaging materials. Because of the diversity of business and industry in the region, a more individualized approach is needed to increase recycling in this sector.

There are significant opportunities in the non-residential sector to increase the diversion of food scraps and food-soiled paper. The largest increase will be realized as more restaurants and grocers contract with private-sector companies to collect their food scraps for composting and more cities begin to offer commercial organics collection.

Recycling is increasing at area schools due to the efforts of the division’s Green Schools program. In 2011, sixty percent of schools participating in the Green Schools program collected food scraps for

**Figure 3-4. 2011 recycling and disposal by non-residential generators**



<sup>a</sup> Tin and aluminum cans, glass bottles, plastic containers, and other rigid plastics.



offsite composting, a 12 percent increase from the previous year. The average recycling rate achieved by elementary and middle schools participating in the program in 2011 was 51 percent, with high schools achieving 50 percent.

Another opportunity for reducing overall disposal is with commercially generated paper. While large amounts of paper are being recycled, more than 60,000 tons of recyclable paper was disposed by businesses in 2011. Paper may also provide an opportunity for waste prevention – not just moving from disposal to recycling, but aiming to reduce the generation of waste paper.

Other materials being recycled in smaller amounts by the non-residential sector include electronics and textiles. Non-recyclable materials present in the waste stream include disposable diapers, treated or contaminated wood, and a variety of plastics.

**Self-haulers**

Self-haulers are residential and non-residential customers who choose to bring garbage and recyclables to the transfer facilities themselves. According to telephone surveys conducted as part of the division’s waste characterization studies, the most common reasons given for self-hauling are having a large quantity of waste or having large or bulky items to dispose and the cost of commercial collection (discussed in more detail in Chapter 5, *The Solid Waste Transfer System*). About one-half of the materials disposed by self-haulers have the potential for recycling, most significantly clean wood, yard waste, scrap metal, and paper (Figure 3-5).

Where space is available, the division’s transfer stations and drop boxes provide collection containers for the standard curbside recyclables, which include glass and plastic containers, tin and aluminum cans, mixed waste paper, newspaper, and cardboard. At some stations, textiles, scrap metal and appliances are also collected, as space allows. There are a number of materials still prevalent in the self-haul waste stream for which there are currently insufficient or no recycling markets, such as treated and contaminated wood.

As discussed previously in this chapter and in Chapter 5, *The Solid Waste Transfer System*, the division’s urban transfer

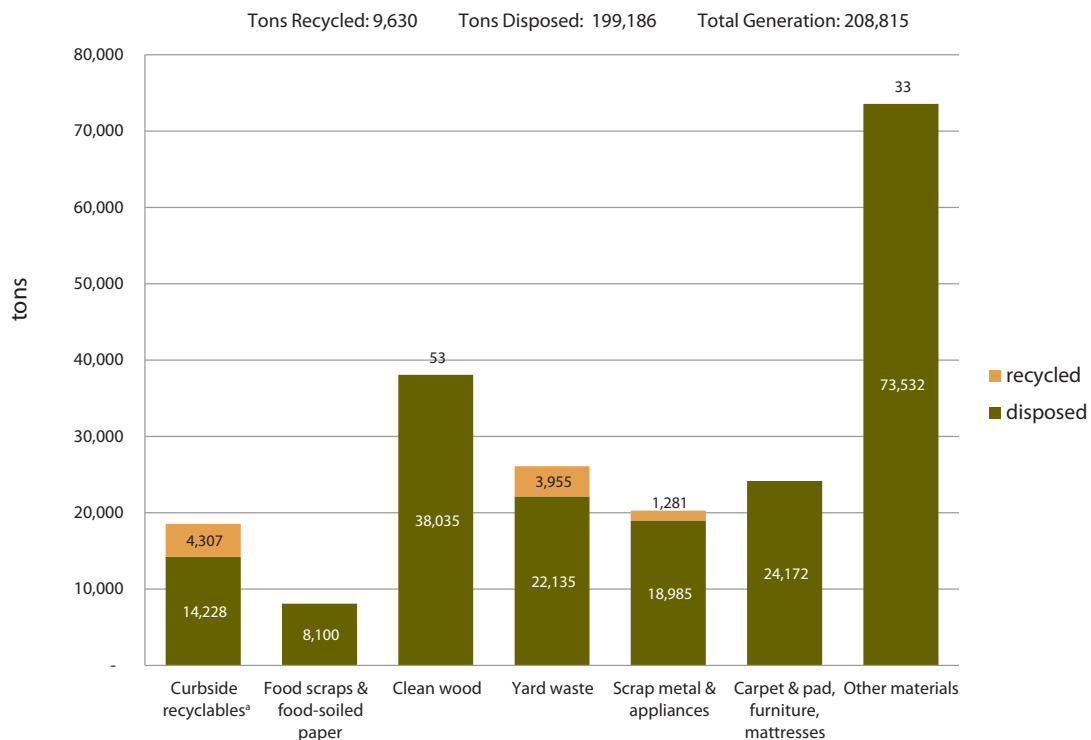
**Shoreline Recycling and Transfer Station**  
**Recycling Rate Increases with Expanded Services**

The Shoreline Recycling and Transfer Station opened in 2008 with expanded recycling services for self-haulers. The City of Bothell now promotes recycling services at Shoreline instead of holding separate recycling collection events. In 2011, about 18 percent of materials received from self-haulers were recycled, far more than at any other urban transfer station. Similar recycling levels are expected at the Bow Lake Recycling and Transfer Station and other new facilities.

The following recyclables were collected at Shoreline in 2011:

Curbside mix	805 tons
Organics	3,134 tons
Clean wood	49 tons
Scrap metal	591 tons
Appliances & electronics	389 tons
Other materials	8 tons

**Figure 3-5. 2011 recycling and disposal by transfer facility self-haulers**



<sup>a</sup> Glass and plastic containers, tin and aluminum cans, mixed paper, newspaper, and cardboard.

system is being renovated. A goal of the renovation plan is to add space for collection of more recyclables while designing for flexibility and adaptability that will meet the changing needs of communities and respond to fluctuations in recycling markets.

King County code (KCC 10.12.021G) does not require that fees for recyclables recover the full costs of handling and processing recyclable materials, thus the fees can be set lower to encourage recycling over disposal. In fact, for materials such as the standard curbside recyclables, there is currently no fee at all, even though the division pays the cost of transport and processing. For some materials, such as appliances, disposal is not an option and the fee covers the cost to the division of handling the material. As collection services for more recyclable materials are added at transfer facilities and more tons of materials are recycled, fees will be evaluated on a regular basis and adjusted as necessary to optimize the financial and environmental benefits.

### ***Generators of Construction and Demolition Debris***

The division currently contracts with Waste Management and Republic Services to take C&D for both disposal and recycling. A number of private-sector firms not under contract with the county also accept C&D for recycling. A detailed discussion of C&D collection and recycling is provided in Chapter 4, *Collection and Processing*.

In 2011, nearly 1 million tons of C&D was generated in King County. C&D debris from the construction, remodeling, repair, or demolition of buildings, other structures, and roads includes clean wood, painted and treated wood, dimensional lumber, gypsum wallboard, roofing, siding, structural metal, wire, insulation, packaging materials, and concrete, asphalt, and other aggregates. Of the 760,000 tons of C&D diverted from disposal in King County in 2011, about 60 percent, more than 450,000 tons was concrete, asphalt, and other aggregates. Other materials that are being diverted, either to recycling or beneficial use (see adjacent description), include clean wood, gypsum, and small amounts of metal, paper, and other assorted materials.

Clean wood makes up about 25 percent of the C&D that is being disposed. Other recyclable C&D materials that are being disposed include scrap metal, clean gypsum, and asphalt shingles.

Figure 3-6 shows the composition of C&D materials diverted and disposed in 2011 based on reports from private processing facilities, Ecology data, and waste monitoring at the division's transfer stations. (Cascadia 2012a). Most concrete, asphalt, and aggregates are source separated for recycling at jobsites and are not reflected in these numbers.

Recycling at the jobsite has become more commonplace. Green building programs discussed earlier in this chapter, such as LEED and Built Green™, have been instrumental in promoting C&D recycling.

## What is Beneficial Use?

The accepted hierarchy of waste management is to prevent or reduce, then reuse, then recycle, with disposal as the last option. But there is another potential path between recycling and disposal for some materials referred to as "beneficial use." As an example, wood from C&D processing facilities is sometimes chipped and burned for fuel, commonly referred to as hog fuel. While there is no universally agreed upon standard definition for what constitutes beneficial use, the practice of burning waste as hog fuel is generally accepted as a beneficial use because it produces energy that would otherwise require some other material as fuel.

Other practices that might be considered beneficial use are more controversial. Fine-particle residuals produced during the processing of C&D materials have no value for recycling, but could be used as alternative daily cover for a landfill. These residuals replace the use of soil or other cover material in the landfill, which sometimes must be imported for this use. However, because the material is still being placed in a landfill there is some question as to whether this constitutes beneficial use.

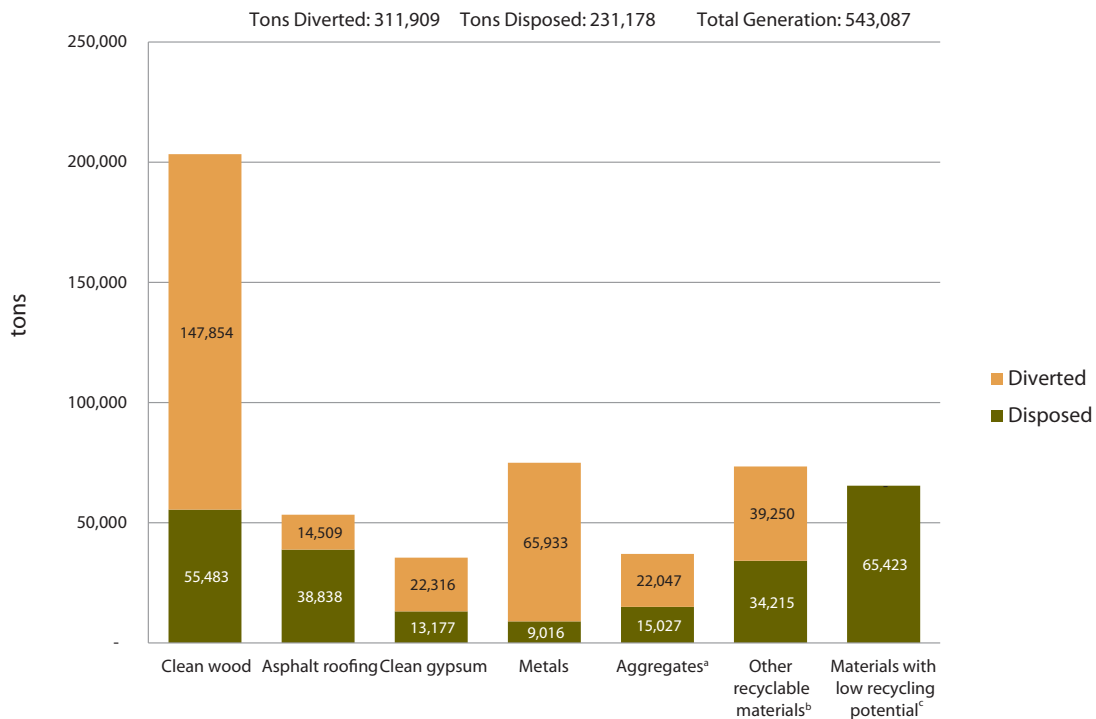
The county's current contracts with private-sector companies recognize use of C&D residuals as alternative daily cover (ADC) for landfills as beneficial use. Ecology, most solid waste districts in the region, and the proposed revisions to the LEED certification system designate ADC as disposal. Upon expiration of the C&D contracts in 2014, the division will align its policy on ADC with that of Ecology and other parties who classify ADC as disposal.



The cities and the county may consider encouraging increased diversion from disposal through permitting or other requirements. Other cities and counties around the country are doing so through a variety of land use and building permit processes, such as:

- Expediting the permit process for projects with higher rates of C&D diversion or more green building elements
- Mandating that all job sites meet a specific level of diversion, as in San Diego, Santa Monica, and Chicago
- Requiring that C&D processing facilities meet target rates of C&D diversion for certification, and then requiring contractors to take materials to these certified facilities; for example, Seattle recently passed legislation requiring use of certified facilities that meet established diversion rates
- Requiring developers to pay a deposit when applying for their building permits, which specify a target rate of C&D diversion; the developer receives the deposit back by submitting receipts showing they have reached their targeted diversion level

**Figure 3-6. 2011 C&D diverted and disposed**



<sup>a</sup> Diverted total includes only aggregate material (asphalt/concrete, brick and masonry) processed at mixed C&D processing facilities; it does not include aggregate materials that are source separated at jobsites, which comprise approximately 450,000 tons of asphalt/concrete

<sup>b</sup> Glass, yard waste, carpet and pad, textiles, plastics, and paper

<sup>c</sup> Painted and treated wood, painted/demolition gypsum, plastics, and other mixed C&D

## TURNING WASTES TO RESOURCES

In 2004, King County adopted “Zero Waste of Resources” as a principle designed to eliminate the disposal of materials with economic value. Zero Waste does not mean that no waste will be disposed; it proposes that maximum feasible and cost-effective efforts be made to prevent, reuse, and reduce waste. The division has been taking steps to eliminate the disposal of materials for which there is economic value and a viable market.

King County’s list of designated recyclables is defined and updated by Ecology’s annual statewide survey of materials that have been recycled in Washington. The current list at the time of printing is shown below:

Category	Includes
<b>Carpet and Pad</b>	
<b>Construction, Demolition, and Land Clearing Debris</b>	Includes asphalt shingles, asphalt, concrete, bricks, ceramics and other aggregate materials, gypsum wallboard, reusable building materials, roofing and siding wood, roofing material, and topsoil
<b>Electronics</b>	Includes audio and video equipment, cellular telephones, circuit boards, computer monitors, printers and peripherals, computers and laptops, copier and fax machines, PDAs, pagers, tapes and discs, and televisions
<b>Furniture</b>	Includes mattresses and box springs, upholstered and other furniture, reusable household and office goods
<b>Glass</b>	Clean glass containers and plate glass
<b>Metal</b>	Clean ferrous and non-ferrous metals, including tin-plated steel cans, aluminum cans, aerosol cans, auto bodies, bicycles and bicycle parts, appliances, propane tanks, and other mixed materials that are primarily made of metal
<b>Moderate Risk Waste</b>	Hazardous waste from households and small quantity commercial generators, including antifreeze, household batteries, vehicle and marine batteries, brake fluid, fluorescent lights, oil-based paint, thermometers and thermostats, used oil and oil filters
<b>Organics</b>	Food scraps and food-soiled paper; fat, oil and grease (FOG); biodegradable plastic kitchenware and bags <sup>a</sup> ; yard waste; woody materials under 4 inches in diameter; and stable waste (animal manure and bedding)
<b>Other Materials</b>	Includes latex paint, toner and ink cartridges, photographic film, tires, and other materials reported as recycled to the Department of Ecology in response to annual recycling surveys
<b>Paper</b>	All clean, dry paper, including printing and writing paper, cardboard, boxboard, newspaper, mixed paper, and aseptic and poly-coated paper containers
<b>Plastic</b>	All clean, single-resin plastic numbers 1 through 7, including containers, bags, and film wrap
<b>Textiles</b>	Includes rags, clothing and shoes, upholstery, curtains, and small rugs

<sup>a</sup> Biodegradable plastic products must be approved by organics processing facility receiving the material.

While the list of recyclable materials is extensive, available markets and infrastructure can vary from region to region. The division prioritizes materials for recycling in King County based on four key factors:

- The amount present in the waste stream
- The ability to handle the material – both collection and processing
- Markets for the material
- Environmental considerations

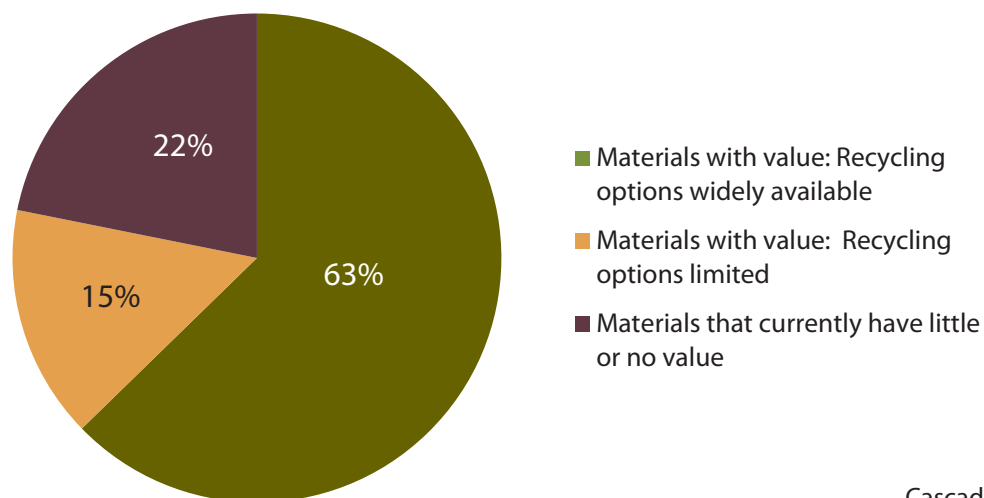
These factors are also used to determine the appropriate method for capturing the materials, i.e., through curbside collection or at county transfer facilities. Since the *2001 Comprehensive Solid Waste Management Plan* was issued, the list of materials that are being recycled has grown substantially.

In 2012, almost 800,000 tons of solid waste was disposed at Cedar Hills. As shown in Figure 3-7, there exist at least limited options in the market for the recycling of about 78 percent of the materials disposed.

Materials with widely available recycling options include food scraps and food-soiled paper; paper; clean wood; yard waste; metals; and tin, aluminum, glass, and plastic containers. Materials that currently have more limited options include plastic wrap and bags, carpet, polystyrene foam and other plastic packaging, gypsum wallboard, and asphalt products. Materials such as treated and contaminated wood and miscellaneous C&D wastes have little or no value in the marketplace at this time.

The following sections describe priority materials identified by the division for recycling through curbside collection and at county transfer facilities.

**Figure 3-7. Recycling potential of materials disposed in 2011**



Cascadia 2012a



## Priority Materials for Curbside Collection

With each comprehensive solid waste management plan, new materials that can be efficiently and cost-effectively captured for recycling are added to curbside collection programs. Adding materials for curbside collection requires sufficient infrastructure for collection and processing, and end use markets. Standardizing the materials collected across the county simplifies recycling education, reduces confusion among consumers as to what is recyclable, and increases collection efficiency.

When the 2001 solid waste plan was published, materials collected at the curb included newspaper, cardboard, and mixed paper, plastic bottles, tin and aluminum cans, glass bottles and jars, and yard debris. Materials added since that time include food scraps and food-soiled paper; aerosol cans; small scrap metal; plastic jugs and tubs; plastic plant pots, trays, and clamshells; plastic and paper drink cups; and aseptic containers. A more detailed discussion of the proposed minimum collection standards for single- and multi-family residents and businesses is provided in Chapter 4.

## Priority Materials for Collection at King County Transfer Facilities

The division has identified several priority materials to collect at all transfer stations once they are renovated:

- Organic waste (yard waste, food scraps, and food-soiled paper)
- Cardboard
- Clean wood (not treated or painted)
- Scrap metal

Some materials designated for curbside collection and/or as priority materials for transfer station collection will also be collected by private-sector businesses.



*Scrap metal is collected for recycling at the Shoreline Recycling and Transfer Station.*

## Markets for Recyclable Materials

The division conducts periodic market assessments for recyclables in King County. These market assessments help identify opportunities, establish priorities, and guide programs for market development and increased diversion of recyclable materials from the waste stream. Data from the market assessments help guide the direction of future recycling programs and services recommended in this plan.

Cascadia Consulting Group conducted the most recent market assessment for the division in 2006 (Cascadia 2006b). The study indicated that local, regional, and global markets for recyclables had matured in the previous 10 years, and that markets for most materials, particularly for paper and metals, were strong.

General findings of the 2006 study included:

- Manufacturers and other end users can easily handle additional quantities of some materials, including plastic containers, glass, paper, tin and aluminum cans, organics, clean wood, electronic products, and textiles
- A ban on the disposal of select residential and/or business recyclable materials could help provide additional supply to markets
- Asia continues to grow as a major market destination for materials such as paper, plastics, and, increasingly, metals

Since the 2006 study was conducted, markets have fluctuated widely in response to the economy. It is anticipated that prices will continue to fluctuate locally, nationally, and globally. Markets for some materials have also fluctuated in response to changes in technology or shifting market demands.

The county is working to expand markets for the use of recyclable and reusable materials through its LinkUp Program. The program helps to facilitate partnerships among businesses, public agencies, and other organizations to increase the use of recycled materials for manufacturing, processing, and resale. Through the LinkUp Program, the division has been monitoring market developments for materials such as asphalt shingles, clean wood, carpet, mattresses, container glass, and polystyrene foam and is seeking ways to foster their use through local manufacturers, public agencies, and businesses.

A brief description of the markets for several materials is provided below. The division will continue to monitor technologies and markets for the handling of these and other materials.

### **Electronic Products**

The recycling of electronic products has advanced rapidly in the last several years on a nationwide scale, due in large part to environmental, health, and safety concerns. Many electronic products contain hazardous materials, such as lead, mercury, and cadmium, which should be recycled or disposed in a safe and environmentally sound manner. In 2005, King County banned the disposal of computers, monitors, televisions, and cellular telephones at the transfer stations and the landfill. To ensure that electronic products are processed appropriately for recycling, work is being done at the state and national levels to set standards and restrictions for their safe and environmentally protective handling both in the U.S. and abroad.

Recent technological changes in the electronics field are driving some changes that may affect the amount of electronics waste or e-waste generated in the future:



*E-cycle Washington is a fast-growing program that began in 2009.*

- In June 2009, television stations stopped broadcasting in analog signals and converted to digital signals. While there were various options for consumers other than purchasing new televisions (such as buying converters or subscribing to cable services), the change to digital resulted in a slight increase in the quantity of televisions being recycled. As consumers purchase new flat-panel televisions and computers the quantity of cathode ray tube (CRT) glass from televisions and monitors available for recycling is likely to increase in the short term.
- CRT glass contains lead, which must be recycled in a manner that protects human health and the environment. There are currently no CRT recycling facilities in the US, thus the material must be exported for recycling. The E-Cycle Washington program requires manufacturers to provide documentation of all recycling processes for materials of concern, such as lead in the CRT glass.
- The number of flat-panel monitors – liquid crystal displays and plasma screens are two of the most common types of flat-panel devices – that are discarded for recycling is also increasing as more of these products enter the market. Recycling processes for them are still being developed, and little is known about the potential toxicity of the components or health effects of recycling these products. It is known that liquid crystal displays contain small mercury lamps to backlight the screens. These lamps must be removed by the recycler to contain the mercury before the device can be put into a shredder or otherwise processed; however, not all recyclers are currently following this practice. Research is being conducted on how to reclaim other materials in the monitors such as indium, a rare and valuable metal used in the production of liquid crystal displays.

## **Container Glass**

In many areas across the country, including King County, single-stream recyclables collection, whereby all curbside recyclables are placed in one large cart for pickup at the curb, has become the standard. While the conversion from separate bins for each commodity to a single cart has made recycling easier for consumers and has resulted in increased recycling, it presents some challenges for the recovery and processing facilities. One of the challenges is cross contamination of materials as they are sorted and separated. In the case of glass, even small amounts of contamination in the sorted material can reduce the quality and affect the potential end use of the recycled glass.

Most recycled glass in King County is purchased by two end-users; one company manufactures new bottles and the other sells the glass for use as construction fill. While new bottles have a higher market value, because of the lower quality of the recycled glass collected and processed



in the region, much of it has been used as fill material. Some material recovery facilities are tackling this problem by investing in updated sorting equipment, such as optical scanners, to improve the separation process and hence the market value of the materials.

## **Plastics**

During the study period for the 2006 market assessment, rising oil prices and strong overseas demand led recycling markets for traditional plastics to all-time highs, although prices varied considerably by type. A brief summary of the market status for various types of plastics follows:

- Recycling rates for plastic bottles are low in King County and across the country; however, markets for the most common types of plastic bottles (PET and HDPE) are currently strong.
- Market prices and demand for other types of plastic, including PVC, LDPE, and polypropylene, are high, but are still far lower than for PET and HDPE plastics.
- Markets for plastic wrap that comes from large generators such as manufacturers that use it for wrapping pallets are strong. A program to link retailers, arehouses, and other generators of large amounts of plastic wrap with material processors could improve recycling of this material.
- Plastic bags have been gaining attention as a commodity with recycling potential; however, current recycling rates are low. Plastic bags mixed with the curbside recyclables and picked up through curbside collection programs present problems for material recovery facilities. Both regionally and internationally, efforts to address this issue are growing. The division is using a two-pronged approach to find effective ways to manage plastic bags. One approach is to encourage the use of reusable bags by consumers at grocery and other retail stores, and a second is to work with retailers to establish a wide-scale take-back network for used plastic bags. In 2010, the division launched the *Bag your Bags. Bring 'em Back* campaign to encourage retailers to take back used plastic bags and consumers to reduce the use of disposable shopping bags in favor of reusable bags. Another approach, which is increasingly being used by other jurisdictions around the country, is banning plastic bags. Locally, the cities of Issaquah and Seattle have banned single-use plastic bags at retail stores.

## **Carpet**

The division's LinkUp program has collaborated with Seattle Public Utilities and other local and state governments to ensure that the region has the necessary infrastructure and complement of businesses to support carpet recycling. The *Northwest Carpet Recycling Strategy* identified two objectives: 1) bring carpet processing capacity to the Northwest, and 2) increase end-markets for recovered carpet material. Since implementation began, carpet processing has been established in the region, with several companies separating carpet constituent materials to be sold into commodity markets. LinkUp has also worked with the carpet and recycling industries and regulatory agencies to develop carpet removal best practices, supported product stewardship legislation in the Washington State Legislature, and co-hosted a highly-successful Washington State Recycling Association carpet recycling event, bringing together participants from around the region and the nation to learn about how carpet recycling is developing in the Pacific Northwest.



## Organics

Yard waste collection programs have been extremely successful in diverting yard waste from the disposal stream. Markets for using yard waste to make compost are strong and could handle more supply. The collection of food scraps and food-soiled paper with the yard waste, collectively known as organics, has taken off. Historically and currently, organics processing is a regional service provided by the private sector. There are currently several privately owned and operated facilities in the region permitted to handle organics. The division is participating in regional discussions with Ecology, Puget Sound Clean Air, Public Health jurisdictions, other counties, and the City of Seattle to monitor and track organics capacity and management, and encourage capacity throughout the region.

Currently, most organics are converted into compost. However, technologies exist to further maximize this resource prior to composting by using organics to generate energy through a process called anaerobic digestion in which methane gas generated during decomposition is converted into energy such as natural gas or electricity. The resulting green energy can be sold to local power companies, offsetting demand for fossil fuels. The decomposed organic material can then be processed into compost. Facilities in the region are exploring opportunities to expand their operations to capture these resources and maximize their benefits. As new private-sector facilities begin operations and new technologies are developed, the options for managing organic waste will continue to expand.

## Clean Wood

Significant quantities of clean wood (unpainted and untreated) remain in the waste stream. In 2011, over 100,000 tons of clean wood generated in King County was disposed. Markets for clean wood are strong, but the lower cost of other fuels has led to a decline in the hog fuel markets. Interest in the use of clean wood for various other local markets, including wood pulp and wood-composite products, has been variable. Several recycling companies and manufacturers are still interested in using clean wood for those applications.

The salvaging of building materials during deconstruction has increased significantly in recent years. End markets for salvaged clean wood need development to ensure there is sufficient demand for the materials. The division encourages the practice of stamping salvaged clean wood with the grade of the lumber, which helps market the lumber by assuring builders and building inspectors that the lumber meets specific quality requirements.



*Wood beams from a deconstruction site are salvaged for use in new building construction*

## ***Asphalt Shingles***

Local markets for recycled asphalt shingles (RAS) are limited, but there is growing use of this material in hot mix asphalt pavement in the central Puget Sound region and potential to expand that use. Local processing capacity is developing, and the division has worked in partnership with state and local transportation agencies and hot mix asphalt producers to test and use RAS locally and develop the market for the material.

In 2009, the division's LinkUp program and the King County Road Services Division conducted a controlled experimental study to demonstrate the use of RAS in hot mix asphalt pavement on a public roadway. Annual assessments show that the demonstration pavement is performing as well as traditional pavement, and indicates that using RAS in hot mix asphalt has no significant effect, favorable or detrimental, on pavement performance. Since 2009, the division has used hot mix asphalt containing RAS for its Bow Lake Recycling and Transfer Station project and for ongoing maintenance paving at its facilities, including Cedar Hills.

In 2012, in response to the paving industry's interest in using RAS in hot mix asphalt, the Washington State Department of Transportation published a general special provision allowing the use of RAS in pavements in order to study the performance of the material on state roadways.

## ***Mattresses***

In an effort to increase mattress recycling in King County, the division's LinkUp program convened a mattress recycling summit in Kent in December 2011. More than 50 stakeholders from all parts of the mattress supply chain attended the summit, including mattress retail and manufacturing businesses, mattress recyclers, nonprofit organizations, solid waste and recycling businesses, and state and local government solid waste staff. Participants agreed that mattress disposal is a problem, shared information about the success of mattress recycling in Oregon and British Columbia, and discussed the challenges of mattress collection, storage, transportation, and recycling. As a result of the summit and LinkUp's ongoing engagement, two local businesses joined the King County Take it Back Network to recycle mattresses in December 2012.

In addition to examining the current barriers to mattress recycling, LinkUp is researching how best to further develop markets for mattress components and strengthen the infrastructure for mattress collection and capacity of mattress processing. Interest in mattress recycling continues to grow regionally and nationally, including proposed extended producer responsibility legislation, resolutions of support, and landfill bans.

## **TRACKING PROGRESS**

The division uses a wide range of available data, both qualitative and quantitative, to evaluate the success of WPR efforts. Over the years, the division has developed a robust collection of surveys and data from a variety of sources to track progress. In most cases, more than one source of data is needed to accurately



quantify how well the region is doing in diverting materials from the waste stream. For example, to track progress toward the goal of 22.9 or fewer pounds of waste per employee per week, the number of employees in the service area for a given year is divided into the annual tons of garbage generated by the non-residential sector, as reported in customer surveys conducted at transfer stations and information submitted to the division by the collection companies. Using these data, pounds per week can be calculated. The goals are tracked using aggregate data for the county's service area, rather than using data by individual city or unincorporated area.

Provided in this section is information on the types of data collected, how those data are calculated, and how reliable the data are, as well as recommendations on how the data might be improved. Chapter 2, *Solid Waste System Planning*, presents additional information on data sources used for long-term system planning.

## Reports from the Collection Companies

The private-sector companies that provide curbside collection of residential garbage and recyclables throughout most of King County submit monthly tonnage reports to the division. These reports are also provided to the cities. Data for single-family households are the most complete, providing the following monthly information for each city and for unincorporated areas operating under a Washington Utilities and Transportation Commission tariff:

- Tons of garbage disposed
- Tons recycled by material type
- Tons of organic materials recycled (yard waste, including food scraps for most areas)
- Number of garbage, recycling, and organics collection customers

Generally, customer counts and tonnage numbers for single-family garbage, recycling, and organics are the most reliable because they are based on weights measured at the entrance scale of either county transfer stations (for garbage) or material recovery facilities (for recyclables). To estimate the tons of individual materials (such as newspaper, aluminum cans, and so on), collection companies take periodic random samples and determine the percentage of each material present in the loads. As overall recycling tonnage is weighed, tons for individual materials are allocated based on the percentages obtained in the random sampling. The county has worked with the haulers to develop



*Curbside collection services for garbage, recyclables, and organics are available nearly countywide for single family residents.*

and implement a standard protocol for sampling in order to provide reliable estimates of the component recyclables and contaminant materials.

The same information provided for single-family residents is provided for multi-family residents and non-residential generators; however, the per capita data are less accurate because the number of apartment units and business customers is not provided. In some cases, the same truck collects multi-family and non-residential wastes, so collection companies must estimate how much waste comes from each generator type. Even though some waste may be allocated to the wrong generator type, overall changes in recycling and disposal are reflected in tonnage totals, thereby providing a reasonable indicator of change.

Because many other companies provide commercial recycling services, a non-residential recycling rate cannot be calculated from the collection company data, nor can an overall system-wide recycling rate be calculated using these data alone.

## Ecology Survey Data

Data on the total tons recycled come from the annual statewide survey of recycling companies conducted by Ecology. These data supplement curbside collection data by including recyclables collected by private sector companies across the region. Recycling companies are required by state law to report tonnage data on the survey, which asks for tons by material type, by generator type (residential or non-residential), and by the county in which the materials were generated. For King County, companies are also asked if materials were generated in the City of Seattle.

The division uses the Ecology survey data to estimate both non-residential and overall recycling rates. All of the recycling tonnage reported by Ecology is counted as non-residential except for tonnage that was included in residential collection company reports and recycling tonnage from transfer stations. Use of this accounting method means that recyclables taken by residents to privately owned drop boxes or recycling centers are included in the non-residential recycling tonnage. Ecology survey data are also used to estimate C&D diversion.

While the Ecology data provide the status of statewide efforts, there are some limitations to the usefulness of the data for local planning and evaluation, including the following:

- Data are self-reported by recycling companies, with few resources available to Ecology for checking accuracy
- Companies make unverified estimates about the county in which the recyclables were generated, and the reporting for data between King County and the City of Seattle has been inconsistent, resulting in tonnage variations from year to year which seem unlikely
- City-specific information, other than for the City of Seattle, is not available
- The identification of residential versus non-residential sources is not reliable
- The identity of some companies that report data is confidential, limiting the ability to verify the quantities reported, and some of the companies with confidential data report only statewide totals, which requires the county to estimate allocation based upon population percentages

- Significant amounts of metal are reported; it is difficult to determine how much of this metal should be counted as municipal solid waste, how much as C&D, and how much as auto bodies, which the county does not include in its waste generation or recycling totals
- Because annual data from Ecology is not available until the following November, there is about a one-year lag before the county is able to finalize annual recycling rates

Improving the reliability of recycling data would greatly benefit our ability to evaluate progress in reaching our recycling goals. The division will work with Ecology and the cities to develop voluntary agreements with recycling companies that will improve data reporting and resolve data inconsistencies.

## **Waste Characterization Studies**

Consultants retained by the division conduct periodic studies to analyze the municipal solid waste received at county facilities for disposal at Cedar Hills. For these studies, the waste stream is examined by collecting and sorting sample loads delivered to transfer facilities in King County. These studies help the county and the cities understand the composition of both the overall waste stream and what is received from different types of generators, such as residents of single-family homes and apartments, non-residential customers, and self-haulers. Separate analyses are conducted of the C&D and organics waste streams.

Division waste characterization studies are designed to provide a statistically valid picture of what is being disposed by the different generator types. Samples are taken over the course of a full year to account for seasonal variations. The sampling method is designed to ensure that all generator types and geographical areas are sufficiently sampled. The studies provide a high level of confidence of what is in the waste stream. Each study, described below, is conducted by the division as necessary to provide up-to-date information for planning purposes.

### ***Solid Waste Characterization Studies***

The most recent completed study of solid waste destined for Cedar Hills was conducted in 2011 (Cascadia 2012a). For this study, 420 samples were collected on 28 sampling days. The waste stream was separated into 98 categories of material. For each material and generator classification, the study was designed to achieve a 90 percent confidence interval for the amount of waste disposed countywide. In other words, the study tells us that we can be 90 percent sure that the amount of cardboard disposed in 2011 was 3.6 percent (28,914 tons) of the total waste stream, plus or minus 0.5 percent.

These waste characterization studies are not designed to characterize each city's waste stream. However, based on sampling done in a variety of communities, the types of materials disposed by residents are similar, while the amounts may differ. For example, jurisdictions with food waste collection programs will have lower percentages of food in their garbage than those without. These differences are reflected in the recycling rates and pounds disposed per household for each jurisdiction.

Unlike the residential waste stream, non-residential waste disposed may differ considerably by city depending on their mix of business or industry. Additional information about waste generated by business

type would be useful when developing programs. The division is developing a strategy to provide information about waste disposed by business type to assist the cities in tailoring programs to their business sectors.

### **Organics Characterization Studies**

Now that nearly 100 percent of single-family curbside collection customers in the county have collection services for food scraps and food-soiled paper with their curbside yard waste, we face a new challenge in measuring the amount of these materials collected. Reports from the collection companies provide information about total tons of organics delivered to compost facilities, but do not differentiate between yard waste tons and food scrap tons. In addition, the solid waste characterization studies described above will measure decreases of food scraps and food-soiled paper in the waste stream, but will not determine whether the decreases result from curbside collection or from other diversion, such as home composting or the use of in-sink garbage disposal units.

To improve our ability to measure progress in organics recycling and establish achievable goals, the division is conducting periodic characterization studies of organics collected at the curb from single-family households. The division conducted its third organics waste characterization in 2011 (Cascadia 2012b) and plans to conduct studies every two to three years.



*Food scraps and food-soiled paper can now be mixed with yard waste for collection at the curb.*

### **Construction and Demolition Debris Characterization Studies**

In 2001, the division began to conduct characterization studies of C&D debris disposed at select private facilities by commercial and self-haulers, as well as small quantities delivered to division transfer stations by self-haulers. The study measures the composition of C&D that continues to be disposed instead of recycled. Three studies have been conducted to date, with the last study completed in 2011 (Cascadia 2012a).





4

Collection and  
Processing

## Collection and Processing

### Policies

- CP-1 Provide for efficient collection of solid waste, recyclables, and organics, while protecting public health and the environment and maximizing the diversion of recyclables and organics from disposal.
- CP-2 Promote efficient collection and processing systems that work together to minimize contamination and residual waste, and maximize diversion from disposal.



## Collection and Processing

### Summary of Recommendations

Responsibility		Action	Detailed Discussion
<b>Collection – General</b>			
1	County	Work with the Vashon/Maury Island community and service providers to develop the appropriate type of recycling services provided curbside and at the transfer station. Consider including Vashon in the county’s collection service standards for curbside services.	Page 4-6
2	Cities, county, collection companies, Washington Utilities and Transportation Commission (WUTC)	Explore options to increase the efficiency and reduce the price of curbside collection of bulky items, while diverting as many items as possible for reuse or recycling.	Page 4-6
3	Cities, county	Discontinue the collection of home-generated sharps mixed with garbage both at the curb and at all county transfer facilities; use alternative methods for proper management of sharps.	Page 4-7
4	County, in cooperation with the cities, collection companies, material processors	Determine how customers should prepare shredded paper for collection and in which cart it should be placed.	Page 4-9
5	Cities, county	Address space and collection needs of mixed-use buildings.	Page 4-22
<b>Material Recovery Facilities</b>			
6	Material recovery facilities	Continue to improve facility sorting and processing equipment and practices to remove contaminants and separate recyclables into marketable commodity grades.	Page 4-8

Responsibility		Action	Detailed Discussion
7	Cities, county, collection companies	Continue to educate customers on proper recycling techniques to reduce contamination of recyclables going to the material recovery facilities.	Page 4-9
<b>Single-Family Collection Services</b>			
8	Cities, county, collection companies, WUTC	Adopt the single-family minimum collection standards.	Page 4-17
9	Cities, county	Increase education and promotion on the recycling of food scraps and food-soiled paper.	Page 4-16
10	Cities, county, collection companies, WUTC	Continue education and promotion, and consider financial incentives, to encourage recycling and reduce waste.	Page 4-16
<b>Multi-Family Collection Services</b>			
11	Cities, county, collection companies, WUTC	Update and/or enforce building code requirements to ensure adequate and conveniently located space for garbage, recycling, and organics collection containers.	Page 4-23
12	Cities, county, collection companies, WUTC	Adopt the multi-family minimum collection standards.	Page 4-21
13	Cities, county, collection companies, WUTC	Increase education and promotion to encourage recycling and reduce waste	Page 4-23
14	Cities, county, collection companies, WUTC	Develop an infrastructure and education program for implementing collection of food scraps and food-soiled paper.	Page 4-23
<b>Non-Residential Collection Services</b>			
15	Cities, county	Update and/or enforce building code requirements to ensure adequate and conveniently located space for garbage, recycling, and organics collection containers.	Page 4-24
16	Cities, county	Continue education and promotion to encourage recycling and reduce waste.	Page 4-24
17	Cities	Include non-residential recycling services in city contracts (consistent with state law).	Page 4-24

Responsibility		Action	Detailed Discussion
18	Cities, county, collection companies, WUTC	Promote recycling collection services available in the unincorporated areas and in cities served by WUTC-regulated collection companies.	Page 4-24
19	Cities, in cooperation with county and collection companies	Develop infrastructure, education, and promotion to increase recycling of food scraps and food-soiled paper.	Page 4-24
20	Cities, in cooperation with county	Consider developing an incentive-based rate structure for non-residential garbage customers to encourage recycling.	Page 4-24
<b><i>Collection and Processing of Construction and Demolition Debris (C&amp;D)</i></b>			
21	County	Continue to explore options to increase the diversion of C&D from disposal, particularly for wood, metal, cardboard, asphalt shingles, carpet and gypsum wallboard.	Page 4-25
22	Cities, county	Encourage contractors and homeowners to use at least two containers on construction, demolition, or remodeling sites – one for garbage and one for mixed recyclables – and if there is sufficient space, to sort individual recyclables on site to maximize diversion from disposal.	Page 4-26

# COLLECTION AND PROCESSING

## Garbage–Recyclables–Organics–C&D

The system for curbside collection of garbage is well established in King County. Garbage collected by private- and public-sector solid waste collection companies is taken to county transfer stations, where it is consolidated and transported to the Cedar Hills Regional Landfill (Cedar Hills) for disposal. The addition of recyclables to curbside collection programs has required the development of a more complex infrastructure for collecting and transporting recyclables and organics, and additional capacity for processing the materials collected.

With the Waste Not Washington Act of 1989, the state established waste prevention and recycling as the highest priorities for managing solid waste. In so doing, the legislature established a framework for making recycling services available to residents across the state. In King County, the division, cities, Washington Utilities and Transportation Commission (WUTC), solid waste collection companies, and material recovery facilities (MRFs, pronounced “merfs”) worked together to launch a coordinated system for curbside collection and processing of recyclables throughout the region.

Since the *2001 Comprehensive Solid Waste Management Plan* was adopted, the collection and processing system in the region has evolved significantly. The number of materials that can be recycled or processed for recycling and reuse has increased, technologies for collecting and processing materials have improved, and participation in curbside recycling has continued to climb.

Two key developments have added to the success of single-family residential curbside recycling in the region. First is the transition to commingled (or single-stream) collection. Since 2001, the collection companies have transitioned to commingled recycling, whereby all the recyclable materials are placed in one large cart for curbside pickup. This shift to commingled collection is possible due to the use of more advanced sorting systems at the MRFs, which allow the mixed loads to be separated by commodity in preparation for market. By making it easier and more convenient for individuals to recycle, the per capita recycling rate and overall amount recycled have increased significantly. In addition, the transition has made curbside collection more efficient for the companies that provide this service.

A second development is the addition of food scraps and food-soiled paper to yard waste collected curbside. In 2001, the division began working with the cities and collection companies to phase in curbside collection of food scraps and food-soiled paper in the yard waste cart.



*Commingled collection makes recycling easier and leads to increased participation.*

Compostable food scraps and food-soiled paper, which currently make up about one-third of the waste disposed by single-family residents, include all fruit, vegetable, meat, and dairy products, pastas, grains, breads, and soiled paper used in food preparation or handling (such as paper towels). When these materials are combined with yard waste for collection, the mixture is referred to as organics. Nearly 100 percent of single-family customers who subscribe to garbage collection now have access to curbside food scrap collection. Only Vashon Island and the Skykomish and Snoqualmie Pass areas, which house less than one percent of the county's residents, do not have this service.

The primary processor for nearly all yard waste, food scraps, and food-soiled paper collected in the county is Cedar Grove Composting, Inc. Cedar Grove not only processes organic materials into compost, but offers collection of organics to area businesses and sells the finished compost locally. A growing number of cities now offer organics collection to businesses through their existing curbside collection contracts.

In addition to these major developments, markets are growing for the recycling and reuse of construction and demolition debris (C&D). C&D collection and processing facilities are capturing valuable wood, metals, plastics, and other materials from home remodeling projects and commercial construction and demolition projects throughout the region. Programs such as Leadership in Energy and Environmental Design (LEED) and Built Green™ are also focusing the building community on waste prevention, recycling, and reuse of C&D materials.

Figure 4-1 provides a general overview of the collection, transportation, and processing systems for garbage, recyclables, organics, and C&D. Garbage is transported to Cedar Hills for disposal, while recyclables, organics, and most C&D materials are taken directly to processing or compost facilities where materials are prepared for sale to manufacturers and other users. As shown, these recycled or composted products eventually return to the market for consumer purchase.

As can be seen in Figure 4-1, this multi-faceted system uses the combined resources of the public and private sectors. Regulations and systems for collection and transport that come into play are complex, involving state,

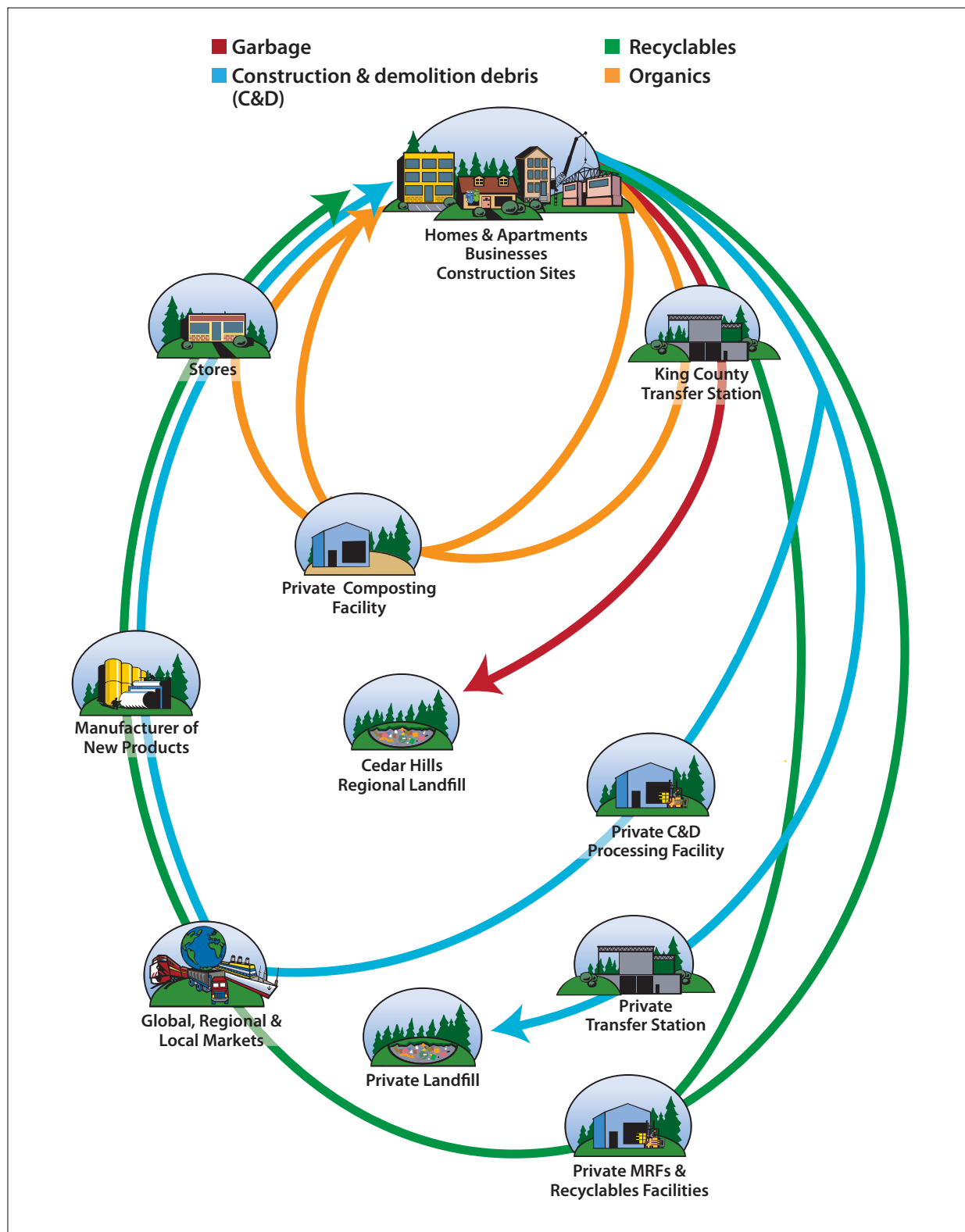
county, city, and private-sector responsibilities. The following section describes the rules that govern these important processes in solid waste management.

The remainder of the chapter looks at the current collection challenges and recommendations for improvement for three sectors of generators – single-family households; multi-family complexes; and non-residential customers, which include businesses, institutions, and government entities. For each sector, the issues may vary and present different challenges due to collection methods and the regulations by which they are governed. C&D is discussed separately at the end of this chapter because of the unique nature of C&D collection and processing.



*Garbage collected curbside in commercial collection trucks is taken to county transfer stations for consolidation and transport to the Cedar Hills Regional Landfill.*

Figure 4-1. Solid waste management system in King County





## THE MECHANICS OF COLLECTION AND PROCESSING

### Collection of Solid Waste and Recyclables

In accordance with state law RCW 81.77.020 and 36.58.040, counties are prohibited from providing curbside garbage collection services. Legal authority for regulating collection is shared primarily between the state – acting through the WUTC – and the cities. The WUTC sets and adjusts rates and requires compliance with the state and local adopted solid waste management plans and related ordinances. RCW 81.77 also includes a process for allowing cities to opt out of the WUTC regulatory structure and either contract directly for solid waste collection or provide city-operated collection systems.

The county's 2001 *Comprehensive Solid Waste Management Plan* specifies that recycling should be included as part of the basic garbage rate for residents in most of King County. King County enacted a service-level ordinance (KCC 10.18) that includes this requirement for unincorporated areas, except Vashon Island, Skykomish, and Snoqualmie Pass, and the WUTC required collection companies to develop tariffs that spread the cost and availability of recycling to all residential garbage customers. These tariffs and service-level requirements also apply to cities that have not opted out of the WUTC regulatory structure.

Most of the garbage, recyclables, and organics collection in the county's service area are provided by four private-sector companies – Republic Services, Inc. (formerly Allied Waste, Inc.), Waste Management, Inc., Waste Connections, Inc., and CleanScapes, Inc. Except for CleanScapes, which only provides contracted services, these companies operate both through the WUTC and service contracts with individual cities. Most of the 37 cities in the service area contract directly with one or more of these private companies for collection services. Eight cities (Beaux Arts, Black Diamond, Covington, Hunts Point, Kenmore, Medina,

Woodinville, and Yarrow Point) and all of the unincorporated areas receive collection services from these private companies operating under certificates issued by the WUTC. Two cities – Enumclaw and Skykomish – provide municipal collection services within their own jurisdictions. Enumclaw collects garbage, recyclables, and organics; Skykomish collects only garbage.

For each city and unincorporated area in King County's service area, Table 4-1 (provided on page 4-18) lists the collection company that serves the area, along with WUTC tariff numbers, where applicable. The WUTC cost assessment in Appendix A (Section 3.3) provides additional information about the WUTC-regulated and contracted companies, such as G-certificate information.



There is a fundamental difference in how the WUTC regulates residential and non-residential collection of recyclable materials. The Federal Aviation Administration Authorization Act of 1994 prohibits regulation of price, route, or service of any motor carrier transporting property. While this provision does not apply

to collection of garbage and recyclable materials from residents, recyclable materials generated by the non-residential sector are considered to be property and are subject to a different regulatory structure. King County cannot enact ordinances that require commercial garbage collectors to include recyclables collection as part of the non-residential collection service. Cities, on the other hand, may include recyclables collection as part of their non-residential collection service, but cannot prohibit businesses and other non-residential entities from choosing other vendors for this service.

More and more cities are adding non-residential recycling services to their collection contracts. While residential recycling has increased steadily over the years, growth in recycling by businesses, institutions, and government entities has been less consistent. Cities that provide recycling as part of their basic collection services provide a financial incentive for businesses to recycle and make recycling more convenient.

## Curbside Collection in Rural Areas

When curbside recycling was initiated in King County in the early 1990s, the collection companies (operating under WUTC certificates) that serve unincorporated areas were required to provide curbside recycling services as specified in KCC 10.18 for most of the county. These requirements, consistent with the 1989 *Comprehensive Solid Waste Management Plan*, stated that curbside recycling would be offered to all households as part of the basic garbage service, and that yard waste service would be available to all households as a subscription service. However, some rural areas were exempted from these requirements because their low population density or lack of participation in garbage collection services suggested that curbside recycling might not be cost effective.

### Revenue Sharing Provides Incentive for Collection Companies to Enhance Recycling

In 2010, the state legislature amended statute (RCW 81.77.185), allowing solid waste collection companies regulated by the WUTC to retain up to 50 percent of the revenue paid to them for the recycled materials they collect from households. (The statute does not apply to collection in cities with contracts for recyclables collection.) The purpose of the statute is to provide collection companies with a financial incentive to enhance their recycling programs. Formerly, all revenues from the sale of residential recyclables were passed back to the households as a credit on their garbage bills.

To qualify for the revenue sharing, collection companies must submit a plan to the WUTC that has been certified by King County as consistent with the current comprehensive solid waste management plan. The Solid Waste Division Director has authority to make this certification.

To qualify for certification, the collection company's plan must:

- Be submitted annually for approval
- Demonstrate how proposed program enhancements will be effective in increasing the quantity and quality of materials collected
- Demonstrate consistency with the minimum collection standards
- Incorporate input from the Solid Waste Division
- Be submitted to the Solid Waste Division with sufficient time to review prior to WUTC deadlines

As of January 2013, all WUTC-regulated areas of King County, except Vashon Island, have certified agreements in place.

Currently, three unincorporated areas are not included in the county's collection service-level standards as specified in KCC 10.18:

- **Vashon/Maury Island** – Historically, a comparatively high percentage of Vashon/Maury Island residents have chosen to self-haul garbage and recyclables to the division's Vashon Recycling and Transfer Station; however, the number of households subscribing to garbage service has increased over time. Waste Connections, the company providing garbage collection service on Vashon/Maury Island, also offers subscriptions to recyclables collection services. From a survey of Island residents (KCSWD, 2010c), about 13 percent currently subscribe to curbside recycling services. Organics collection is not available.
- **Skykomish Area** – The area around Skykomish is remote and sparsely populated. Residents of Skykomish and some residents in surrounding unincorporated areas receive curbside garbage collection service from the Town of Skykomish. Skykomish does not collect curbside recyclables or organics. Customers may self-haul garbage and recyclables to the division's drop box facility located in Skykomish; however, separate organics collection is not provided at the facility.
- **Snoqualmie Pass** – The Snoqualmie Pass area is also very sparsely populated. Residential garbage collection is available from Waste Management of Ellensburg in Kittitas County. Curbside recycling is not available; however, the division does provide collection bins for the standard curbside recyclable materials. Organics collection is not available.

Working with the community and the hauler, the division is exploring the inclusion of Vashon/Maury Island in the service level standards, as well as other ways to improve recycling services provided curbside and at the transfer station. Skykomish and Snoqualmie Pass will not be included in the service level standards at this time because of their remote locations and low population densities.

## Curbside Collection of Bulky Items for Residents

An ongoing issue with collection is finding the most efficient and cost-effective way to handle bulky waste – larger, individual items that do not fit in a garbage can or recycling cart. This type of waste includes recyclable items such as appliances, potentially reusable items such as furniture, and other large items that must be disposed.

Bulky waste collection services are available from collection companies throughout the county; however, these services are not widely used. Residents may not use the service because of the expense, ranging from \$25 to \$100 per item, with the possibility of additional charges for travel time and labor. Customers may also be unaware of the collection options available to them. The primary alternatives to bulky curbside collection are self-hauling the materials to transfer stations for disposal or recycling, or taking them to collection events sponsored by the county or the cities. Neither of these self-haul options is an efficient way of handling the materials because of the number of vehicle trips, the increased number of transactions at transfer stations, and the high cost of staging collection events.

The current recommendation is to work with collection companies and the WUTC to explore options to increase the efficiency and reduce the price of curbside collection of bulky items. For example, the cost would be lower if a small charge were included in the regular garbage fee, and curbside collection days were regularly scheduled and promoted, thereby increasing the efficiency of the collection routes.

Collection systems for bulky items should be designed, to the extent possible, to divert reusable items to charitable organizations for resale and recyclable items to processing facilities.

## Collection of Sharps

Sharps are medical products, such as hypodermic needles, scalpel blades, and lancets, which require special handling to ensure their safe collection, transfer, and disposal. Without proper containment, sharps can pose a safety hazard to workers through potential exposure to blood-borne pathogens or other disease-causing agents. Within King County, the disposal of sharps is regulated by Title 10 of the Code of the King County Board of Health and by King County's Waste Acceptance Rule (PUT 7-1-5 [PR] 6/05).

Separate, secure receptacles for sharps collection are provided for residents and small businesses at the Vashon Recycling and Transfer Station and for residents only at the Shoreline and Bow Lake Recycling and Transfer Stations. Business-generated sharps are not accepted at the transfer facilities, except at Vashon with prior permission from the division's Special Waste Unit. Sharps generated by medical facilities or businesses are accepted for disposal at Cedar Hills with permission from the Special Waste Unit.

If contained in a properly marked, two-liter polyethylene terephthalate (or PET) plastic bottle, home-generated sharps are currently accepted with the garbage at the curb and at division transfer facilities. Until recently, PET bottles were considered the best available and affordable container for home-generated sharps. The PET bottles, however, are now being manufactured with thinner plastic while heavier equipment and new processes at solid waste facilities are allowing greater compaction of garbage. Together, these factors make it more likely that the PET bottles that contain the sharps could break during handling. An additional problem is customers putting bottles containing sharps into recycling. Both the Centers for Disease Control and the U.S. Environmental Protection Agency have withdrawn support for the PET method of containment because of the exposure risks to workers.

Because of these risks, this plan recommends that the county and the cities stop accepting sharps mixed with garbage at the curb or at any transfer facility. This recommendation is consistent with the policies of other regional governments, federal agencies, and at least one of the major solid waste collection companies in the region.

There are alternative methods for the proper management of sharps. For example, some health care providers and pharmacies will take back used sharps in pre-approved containers. There are also mail-in programs available.



*The division will provide separate sharps receptacles at new transfer facilities, where practicable.*

## Processing of Commingled Recyclables

Facilities that process mixed recyclables in King County are subject to regulation by Public Health – Seattle & King County (Public Health) under the Code of the King County Board of Health Title 10.12, which adopts the standards of WAC 173-350.

The processing of recyclable materials into new commodities begins at a MRF. MRFs receive material loads from the commercial collection trucks, remove contaminants from the loads, sort materials to meet the specifications of the end users or markets, and compact or bale the material for efficient shipping. As the residential collection system has moved to commingled collection, MRFs in the region have upgraded their facilities to improve their ability to remove contaminants and sort materials into marketable commodity grades. Any residuals, or non-recyclable waste products, from recyclables processing facilities within the King County service area must be disposed of at a King County solid waste facility.

The processing of recyclables throughout the Pacific Northwest is currently handled through the private sector. Companies that collect recyclables curbside are required by contract or ordinance to deliver them to recycling facilities. Local facilities receive recyclable materials from the region as well as from other areas of the U.S. These private-sector facilities have made necessary upgrades over time to expand processing capacity to meet demand. The two largest collection companies in King County – Waste Management and Republic Services – each own a MRF located within the county to process most of the recyclable materials they collect. Waste Management’s Cascade Recycling Center was designed and constructed in 2002 as part of their transition to fully commingled recyclables collection. Republic’s Recycling Center in south Seattle was substantially redesigned in 2007 to improve its ability to sort commingled materials, and in 2008 was upgraded to expand capacity.

Other MRFs processing commingled recyclables in the area include Rock Tenn in Renton, JMK Fiber in Pierce County, and Tacoma Recycling, which processes materials collected curbside on Vashon Island. In 2007, SP Recycling in Thurston County constructed a new 70,000-square-foot, single-stream recyclables processing facility. The division expects that the private sector will continue to expand processing capacity for commingled recyclables as the need arises. In addition, numerous other private-sector facilities have emerged across the county where individual residents and businesses can bring source-separated recyclables, from paper, cans, and bottles to printer cartridges and cellular telephones, for processing.

While the conversion to commingled collection makes recycling easier for consumers and has resulted in increased recycling, it presents some challenges for the recovery and processing facilities. One of



*At a local MRF, sorted paper moves on to be baled for shipment to manufacturers and other end users.*



the challenges is cross-contamination of materials as they are sorted and separated. This is a problem particularly for the paper stream, where materials such as plastic milk jugs end up in the baled paper. Plastic bags sometimes catch in and jam the sorting machinery at MRFs, and they can blow around and cause litter problems. Paper mills overseas typically perform additional sorting of the materials to recover misplaced recyclables; however, most domestic paper mills dispose of these materials. In the case of glass, even small amounts of contamination in the sorted material can reduce the quality and affect the potential end use of the recycled glass. These problems illustrate a fundamental conflict between the benefits of commingled recycling (it makes collection easier and leads to increased recycling) and the need for the MRFs and end users to minimize the costs of handling these materials.

For the processing of commingled recyclables to be most efficient, it is important that consumers are careful about preventing contamination in the recycled loads by 1) preparing recyclables for the collection cart (i.e., rinsing out bottles and jars, breaking down cardboard boxes) and 2) placing materials in the proper collection container. Contamination in the recyclables can cause a wide array of problems during processing, which can lead to a reduction in the value of the materials processed for market or, in extreme cases, the disposal of entire mixed loads. This issue can best be remedied through education programs offered through local governments and the collection companies on proper recycling techniques.

As we move forward, the recommended role of the county and cities is to focus on increasing the supply and improving the quality of recyclable materials delivered to processors. The value of materials for recycling can be maximized through public education – to decrease contamination in the recycling stream and ensure that materials are properly prepared before being placed in the recycling container – and through market development – by encouraging businesses to invest in technologies used to sort and process recyclables.

There are materials that present unique challenges or require more definitive decisions about the optimal way to process them, such as container glass and shredded paper:

**Container Glass** – With the advent of single-stream recycling, glass is being collected in the same cart as other recyclables. While commingled collection is more efficient for the collection companies, it does create some challenges for the processors. Glass containers are often broken as they are loaded into the collection trucks or when the collection trucks dump the materials at the MRF, which causes added wear and tear on the equipment. When the glass breaks into very small fragments during processing it can limit the markets for these materials (e.g., the glass may not be suitable to be made into new glass containers). In addition, the glass sometimes gets into the paper stream where it contaminates the paper bales.

However, the efficiencies of commingled collection currently far outweigh the benefits of separating the glass from the other recyclables at the curb. Thus, the MRFs have been working to minimize contamination of the paper stream by glass and are exploring new and higher-value markets for the glass.

**Shredded Paper** – The risk of identity theft has caused increasing concern about discarding personal or confidential documents. As a result, shredding these kinds of papers is now common. Loose shredded paper causes problems at MRFs where it can jam machinery and be difficult to sort from other material streams. Finely shredded (cross-cut) paper fibers cannot be recycled at all, making them a nuisance at processing facilities.



Some recycling companies have tried to address their customers' interest in recycling shredded paper by providing special on-site shredding/recycling services for businesses or instructing customers to place shredded paper in clear plastic bags or paper bags for collection, which makes it easier for the material to be handled separately at the MRF. Some residents have been instructed to layer shredded paper in their yard waste cart. This method can create two potential problems: 1) shredded paper not properly layered with the organics can cause a litter problem at the composting facility and 2) too much paper received at the facility can create an imbalance in the carbon-to-nitrogen ratio which is necessary to make compost.

Because of the problems of collecting and processing this material and because information given to customers about how to handle this material is inconsistent, the cities and the county will be working with the collection companies and processors to clearly determine how customers should prepare shredded paper for collection and in which cart it should be placed. The answers may be different for residential collection versus non-residential collection, where the volumes could be much greater.



*Shredded paper presents challenges for collectors and processors.*

## RESIDENTIAL COLLECTION

The residential garbage collection system in King County is a well-established system that serves the region in a safe, efficient, and cost-effective manner. With the shift toward increased collection services for recyclables and organics, customers can choose to subscribe to smaller, less expensive collection cans for their garbage. Container sizes now range from the micro-can at 10 gallons to the mini-can at 20 gallons and on up to the large 90+ gallon cart. The reduced fee for the smaller cans creates an incentive to generate less waste and divert as much material as possible to the recyclables or organics carts.

Throughout King County, individual city contracts for collection of garbage, recyclables, and organics differ in a number of aspects. Cities have entered into contracts with the collection companies at different times and then renewed contracts as they have expired. Each time a contract is negotiated and renewed, the city may make adjustments to their services such as changing the range of materials being collected, the collection frequency, container types or sizes, fee structures, and more. Changes to services may also be negotiated for in-place contracts. The varying collection standards among cities that have resulted from these changes over time have led to inconsistencies in regional education and messaging, confusion among customers, and difficulties in measuring and potentially attaining region wide goals.

To illustrate the varying collection standards that currently exist, Table 4-1 presents a summary of single-family collection services by city and unincorporated area, showing the various types of contracts held,

container sizes offered, collection frequency, and fee structures. The recycling rates for each jurisdiction and unincorporated area, with and without organic materials, are also presented for comparison.

As shown in the table, the single-family recycling rate varies significantly among the cities and unincorporated areas, ranging from 35 to 66 percent (combining organics and the curbside recyclables). While it would be difficult to identify a single factor or factors that will ensure a higher recycling rate, there are some factors that appear to lead to increased participation and amounts of waste diverted from disposal, as discussed in the following sections.



*Curbside collection has become more automated over time.*

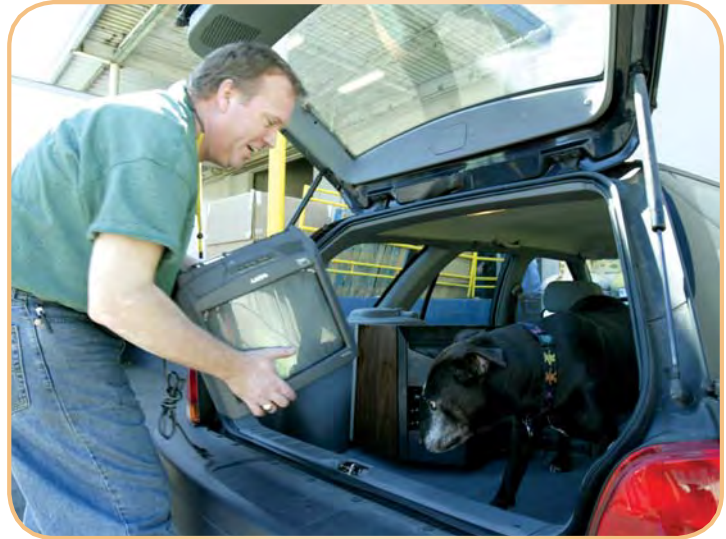
## Range of Materials Collected

In addition to the materials identified for curbside collection in the last comprehensive solid waste management plan – newspaper, mixed paper, and cardboard; tin and aluminum cans; plastic bottles; glass bottles and jars; and yard waste – new materials have been added over time. These materials include food scraps and food soiled paper, aerosol cans, small scrap metal, plastic jugs and tubs, plastic plant pots, plastic trays and clamshells, drink/coffee cups, and aseptic cartons/containers (such as juice boxes). Some cities have added other materials for collection, such as electronics, fluorescent bulbs and tubes, and motor oil.

Curbside collection, however, is not necessarily the most efficient and cost-effective way to capture every type of recyclable or reusable product. Some products cause problems for MRFs because of their size or composition, while others are better candidates for take-back programs by manufacturers and retailers to extract potentially harmful components and recycle other components. Examples of these types of materials and their particular challenges include the following:

- **Plastic bags** and plastic wrap are prevalent in the waste stream, particularly residential. Collection of plastic bags in the recyclables cart creates a nuisance further down the line at the MRFs. As the bags move through the facility they sometimes catch in and jam the sorting machinery, and they can blow around and cause litter problems. For these reasons, curbside collection may not be the best option for plastic bags at this time. More appropriate options for consideration may be an increased use of reusable shopping bags and the establishment of take-back programs at the retail level.
- **Electronic Products and Fluorescent Bulbs and Tubes** – Collecting these materials at the curb is complicated by the fact that some of them tend to break easily and contain potentially hazardous materials that must be safely disposed. In Washington state, legislation requires manufacturers of

computers, monitors, and televisions to provide separate locations for free recycling of these items. Handling electronics through product stewardship ensures that the various components, such as glass, plastic, and metals, are separated and recycled as appropriate and that any potentially hazardous materials are recycled or disposed in a safe and environmentally sound manner. Product stewardship efforts reduce costs to local governments and their ratepayers by eliminating the costs to recycle these products. Take-back programs have also been implemented for fluorescent bulbs and tubes. Cities such as Shoreline and Kent have contracted with their recycling collection companies to develop a safe, convenient program for collecting fluorescent bulbs and tubes at the curb.



*As an authorized E-Cycle Washington collector, Total Reclaim of Seattle accepts televisions and other electronics for recycling.*

Some cities offer collection of small appliances and home electronics not covered by Washington's current product stewardship laws. For appropriately sized products that do not contain hazardous materials, curbside collection is a viable and efficient option.

- **Polystyrene Foam** – One type of plastic that is not recommended for residential curbside collection is polystyrene foam, known as Styrofoam, which includes clamshell containers for take-out foods and blocks of plastic that are used to package many electronics and other goods. These materials are difficult to collect curbside because they are light and bulky, can break easily into small pieces, mix with other materials causing contamination, and are difficult to process at the MRFs. In addition, the quantity collected is so small that it takes a long time to collect enough of the material to ship to market. Although there are challenges to collecting Styrofoam curbside, the City of Des Moines began offering its single family residents this service in 2012. Block Styrofoam (not packing peanuts) is accepted and residents asked to put the blocks in a clearly labeled plastic bag and place it next to their curbside recycling cart. This allows the Styrofoam to be handled separately from the commingled recyclables. The cities of Issaquah and Seattle have taken another approach and banned the use of polystyrene foam containers for take-out foods.

## Size of Collection Container

The size of the recycling collection cart can affect recycling success. Larger carts generally lead to higher recycling rates. As more materials are identified for commingled recycling, and food scraps are added to

the yard waste cart, recyclables carts are getting larger and the size of garbage can to which customers subscribe should become smaller. Areas where most residential customers use smaller recycling carts have shown lower recycling rates. When larger carts have been provided the recycling rate has increased.

## Frequency of Collection

Adjustments to the frequency of curbside collection for garbage, recyclables, and organics can be used to influence recycling and disposal behaviors and reduce collection costs and truck traffic. Garbage collection across King County typically occurs on a weekly basis. This collection schedule has been driven, in part, by the presence of food scraps and other organics in the garbage that rapidly decompose and have the potential to lead to environmental or public health concerns. With separate collection of organics for recycling, there is an opportunity to alter weekly garbage collection to benefit ratepayers and to create a more environmentally sustainable system.

One of the most important factors in determining the appropriate collection frequency for the various material streams, particularly for organics (yard waste and food scraps), is compliance with the public health and environmental standards in Title 10 of the Code of the King County Board of Health. To study the effects of changing the collection method and possibly the frequency of collection, in summer 2007 the division conducted a pilot study in cooperation with the City of Renton, Waste Management (the collection company), and Public Health. The purpose of the study was to explore the public health and environmental impacts, customer responses, and effects on potential waste diversion that would result from changes in collection. In particular Public Health was concerned about the feasibility of collecting meat and bones every other week in the yard waste cart and changing garbage collection to less than weekly. To explore these concerns, approximately 1,500 Renton households participated in the six-month pilot study to look at two different collection schedules:

- Every-other-week collection of all three solid waste streams – garbage, recyclables, and organics
- Every-other-week collection of garbage and recyclables and weekly collection of organics

The pilot study showed positive results for both collection schedules tested. There were no negative health or environmental impacts observed, and customers were highly satisfied with the collection schedules and the container sizes provided to adjust for the shift in schedule. Study results indicated not only a 20 percent decrease in the amount of garbage disposed, but an overall reduction in the generation of garbage, recycling, and organics. An added benefit was the reduction in truck traffic and transportation costs with the less frequent collection cycles.

As a precursor to changing the Title 10 Health Code based on the successful results of the pilot study, Public Health approved a variance that would allow all organics and garbage to be collected less than weekly (see page 4-14). As a result, the City of Renton rolled out a citywide program in January 2009 to offer every-other-week collection of garbage and commingled recyclables, with every week collection of organics.

## Regulatory Changes Allow Adjustments in Collection Frequency Schedules

After successful completion of the Renton pilot study, a variance to Title 10 of the Code of the King County Board of Health was approved to allow every-other-week collection of organics (with the yard waste) for single- and multi-family residents, as well as every-other-week collection of residential garbage. The variance applies as long as the following standards (excerpted directly from the variance) are met. During the next review of the Title 10 Health Code, these variances are scheduled to be adopted:

### **Residential (Single-Family) Garbage Collection**

Residential garbage may be collected every other week provided that:

- Garbage is contained in a provided cart
- A food scrap collection program is available and actively promoted to residents
- The garbage collection and food scrap collection services are offered on alternating weeks to ensure that customers have access to an at least weekly disposal or composting option for problematic compostables
- Residents are instructed to bag all garbage before placing it in carts to reduce vectors, free liquids, and litter

### **Residential (Single- and Multi-family) Organics Collection (with yard waste)**

- When mixed with yard debris, residential food scraps may include all vegetative, meat, dairy products, pastas, breads and soiled paper materials used for food preparation or handling; provided that all collected materials are picked up by haulers which deliver the mixed yard waste to a permitted transfer and/or permitted composting facility for serviced customers.
- Combined food scraps and yard debris shall be collected no less frequently than every-other-week, year-round provided that there are no leachate generation, odor or vector problems.
- Combined food scraps and yard debris shall be collected in carts. Residents shall be instructed to place food scraps only in the cart provided to them. Any extra customer-provided cans or large paper bags shall contain only yard debris.
- Compostable bags may be used to consolidate food scraps placed in carts if and only if the bags have been approved by the facility receiving the material for composting. Plastic bags shall not be used for yard debris.
- Haulers shall make available a cart-cleaning or replacement service for customers with carts which have unacceptable residue or odor levels to avoid improper disposal of rinse water to storm drains, yards, etc. and reduce the need for customers to self-clean their containers.
- Educational and promotional materials from the county, city, and haulers shall inform residents about the benefits of recycling food scraps and soiled paper; appropriate options for managing kitchen waste, including the use of approved compostable bags; and appropriate options and restrictions for cleaning carts.

*(continued)*



Based on a separate commercial pilot, an additional variance is under review by Public Health to allow collection of non-residential and multi-family organics that are not mixed with yard waste.

#### **Commercial/Multi-Family Food Scraps Collection (without yard waste)**

- Food scraps shall be collected in leak proof contractor-provided containers with tightly-fitting lids.
- Containers shall be kept clean through the use of contractor-cleaning, compostable bagging, compostable cart lining or boxing, or limiting the types of materials collected from a particular customer.
- Containers shall be cleaned by the customer or the hauler immediately upon the request of City, County or Public Health personnel.
- Customers shall be informed of container cleaning restrictions (i.e. proper disposal of rinse water and any residues from containers outside of storm drains, landscaping, etc.).
- Customers shall be informed of what is not acceptable in containers and the need to keep container lids closed when not in use and inaccessible overnight on commercial containers.
- Collection of commercial/multifamily food scraps shall occur at a minimum weekly. Any exception to the minimum weekly schedule will have to be justified by information on a particular customer's food scrap composition where it can be shown that less frequent collection can occur without leachate generation, odor, and vector problems.

Renton is the first city in King County to provide every-other-week garbage collection as the standard collection service for single family households. By the third year of the program, disposal per household had dropped by 25 percent. While other factors such as the economic downturn likely played a role in disposal reductions, data from all of King County over the same time period estimated a disposal drop of 7 percent, suggesting that every-other-week garbage is a significant tool to reduce disposal and increase recycling.

## **Fee Structure**

In nearly all areas of King County, households paying for garbage collection services are also required to pay for recycling collection. The fee for recycling services includes the cost of the recycling containers and, in most cases, the ability to set out unlimited amounts of recyclables for the same flat fee. In contrast, the fee for garbage service varies depending on the number or size of containers a household sets out.

Consequently, King County residents have a clear financial incentive to reduce the amount they dispose and increase the amount they recycle.

Ten cities, comprising about 42 percent of the single-family households in the county, have adopted rate structures that embed the cost of organics collection in the curbside garbage collection fee, providing a further incentive for residents to reduce disposal and maximize use of the recycling options for which they

are paying. In 2011, the average pounds of garbage disposed per household in these ten cities was 17 percent lower than the average for the rest of King County.

## Single-Family Residential Collection

Single-family collection services for garbage, recyclables, and organics are well established. As discussed earlier, however, there are many variations among the cities in the specific methods of collection and rate structures. The division has evaluated the factors that appear to lead to higher recycling rates and an increase in the diversion of materials from the garbage. Based on this evaluation, it is recommended that minimum collection standards be adopted by the cities and unincorporated areas to provide the optimal service level for reducing waste and increasing the diversion of recyclables and organics from disposal. Establishing minimum collection standards countywide will help to 1) meet a target of 45 percent single-family recycling by 2015 (not including organics), 2) lead to more efficient operations by standardizing services, and 3) clarify what or how materials are collected through more consistent messaging.

The new minimum collection standards can be implemented as the county updates its service-level ordinance and jurisdictions amend their collection contracts (some changes may not require changes to contracts). A description of the recommended collection standards follows.

Continuing education and promotion will also be important for increasing recycling and reducing wastes generated by single-family residents. The cities and the county will increase education and promotion to encourage the recycling of food scraps and food-soiled paper. In concert with the commercial collection companies, the cities and the county will also continue to focus promotions on the proper recycling of the standard curbside materials to increase participation and reduce contamination in the recycling containers. Financial incentives will also be explored through the fee structure for garbage and recyclables and grants to cities (discussed in Chapter 3).

### Target: 45 Percent for Single-Family Curbside Recycling

The waste prevention and recycling goals are countywide goals that are not calculated on a city-by-city basis. However, the rate for single-family curbside recycling, which is reported to the division and the cities by the collection companies, can be measured for each city and unincorporated area. If every city and unincorporated area in King County were to achieve at least a 45 percent single-family curbside recycling rate (excluding organics) by 2015, we will have diverted an estimated additional 230,000 tons of material from disposal at the Cedar Hills Regional Landfill.

Recycling rates for each city and unincorporated area can vary widely – from a high of 42 percent to a low of 17 percent in 2011, with most falling somewhere in the range of 30 to 40 percent (excluding organics). Reaching a target of at least 45 percent curbside recycling can be achieved through a combination of producing less garbage and recycling more. For a city or unincorporated area with a lower recycling rate, one of the best ways to improve the rate would be to adopt the recommended minimum collection standards outlined in detail on page 4-17.

It should be noted that a lower recycling rate is not always a negative outcome. The simultaneous reduction of both garbage and recyclables can be a positive outcome – it may mean that overall waste generation is decreasing through waste prevention.

## Single-Family Minimum Collection Standards

	Garbage	Recyclables	Organics
<b>Required Materials for Collection</b>	Mixed solid waste	Newspaper, cardboard, mixed paper, and polycoated paper Plastic bottles, jugs, and tubs Tin and aluminum cans Glass bottles and jars Aseptic packaging Small scrap metal Shredded paper <sup>a</sup>	Yard debris Food scraps Food-soiled paper Shredded paper <sup>a</sup>
<b>Container Type</b>	Containers or wheeled carts	Wheeled carts	Wheeled carts
<b>Container Size</b>	Subscriptions available for various sizes	60+ gallons if collected weekly 90+ gallons if collected every other week Smaller size if requested by customer	60+ gallons if collected weekly 90+ gallons if collected every other week Smaller size if requested by customer
<b>Frequency of Collection</b>	Every other week	Weekly or every other week	Weekly or every other week
<b>Fee Structure</b>	Fee increases with container size	Recyclables collection included in garbage fee Additional containers available at no extra charge	Organics collection included in garbage fee Additional carts may be included in base fee or available at an extra charge Customers requesting smaller carts may be offered a reduced rate

<sup>a</sup> The cities and the county will be working with the collection companies and processors to determine how customers should prepare shredded paper for collection and in which cart it should be placed.

Table 4-1. Summary of 2013 single-family collection services in King County

Jurisdiction or Unincorporated Area	Type of Collection			Cart Size <sup>a</sup> (gallons)		Collection Frequency <sup>b</sup>			Fee Structure		Disposal & Recycling Rates <sup>c</sup> (2011)		
Cities	Collection Company <sup>d</sup>	Contract, City, or WUTC Tariff No.	Mandatory Garbage Collection	Standard Recycling Cart	Standard Organics Cart	Frequency of Recycling Collection	Frequency of Organics Collection (spring-summer-fall)	Frequency of Organics Collection (winter)	Recycling Included in Garbage Fee	Organics Included in Garbage Fee	Garbage Disposal (lbs/cust/wk)	Recycling Rate (including organics)	Recycling Rate (excluding organics)
Algona	WM	Contract	X	64	96	EOW	EOW	EOW	X		33	35%	24%
Auburn	WM/RS/KM	Contract	X	64	96	EOW	W	W	X		20	56%	32%
Beaux Arts	RS	11		96	96	EOW	EOW	EOW	X		23	63%	42%
Bellevue	RS	Contract		96	96	W	W	W	X	X	23	66%	41%
Black Diamond	KM	27		96	96	EOW	EOW	EOW	X		30	40%	24%
Bothell	WM	Contract	X	64	96	W	W	W	X	X	25	63%	36%
Burien	WM	Contract		96	96	EOW	W	EOW	X		25	52%	33%
Carnation <sup>e</sup>	CS	Contract	X	96	96	EOW	W	W	X		26	56%	27%
Clyde Hill	RS	Contract		96	96	EOW	W	EOW	X		29	63%	36%
Covington	KM	27		96	96	EOW	EOW	EOW	X		29	43%	25%
Des Moines	CS	Contract		96	96	EOW	EOW	EOW	X		28	45%	28%
Duvall	WM	Contract	X	64	96	W	W	EOW	X		26	58%	36%
Enumclaw	City	City	X	96	96	EOW	EOW	EOW	X		22	56%	27%
Federal Way	WM	Contract		64	96	EOW	W	EOW	X		26	53%	30%
Hunts Point	RS	11		96	96	EOW	EOW	EOW	X		33	61%	35%
Issaquah <sup>f</sup>	CS/RS	Contract		96	96	W	W	W	X	X	22	57%	37%
Kenmore	RS	11		96	96	EOW	EOW	EOW	X		27	53%	33%
Kent	KM	Contract	X	96	96	EOW	EOW	EOW	X	X	25	52%	31%
Kirkland	WM	Contract	X	64	96	W	W	W	X	X	21	66%	38%
Lake Forest Park	RS	Contract		96	96	EOW	EOW	EOW	X	X	23	63%	39%
Maple Valley	WM/KM	Contract		96	96	EOW	EOW	EOW	X		28	48%	29%
Medina	RS	11		96	96	EOW	EOW	EOW	X		29	59%	34%

Jurisdiction or Unincorporated Area	Type of Collection			Cart Size <sup>a</sup> (gallons)		Collection Frequency <sup>b</sup>			Fee Structure		Disposal & Recycling Rates <sup>c</sup> (2011)		
	Collection Company <sup>d</sup>	Contract, City, or WUTC Tariff No.	Mandatory Garbage Collection	Standard Recycling Cart	Standard Organics Cart	Frequency of Recycling Collection	Frequency of Organics Collection (spring-summer-fall)	Frequency of Organics Collection (winter)	Recycling Included in Garbage Fee	Organics Included in Garbage Fee	Garbage Disposal (lbs/cust/wk)	Recycling Rate (including organics)	Recycling Rate (excluding organics)
<b>Cities</b>													
Mercer Island	RS	Contract		96	96	EOW	EOW	EOW	X	X	25	66%	39%
Newcastle	WM	Contract		96	96	EOW	W	EOW	X		26	55%	35%
Normandy Park	RS	Contract		96	96	EOW	EOW	EOW	X		29	50%	30%
North Bend	RS	Contract	X	64	96	W	EOW	EOW	X		28	48%	32%
Pacific	WC/WM	Contract	X	64	96	EOW	EOW	EOW			23	38%	17%
Redmond	WM	Contract		64	96	W	W	EOW	X	X	22	61%	37%
Renton <sup>9</sup>	WM/KM/RS	Contract	X	64	96	EOW	W	W	X	X	19	63%	37%
Sammamish	WM/RS	Contract		96	96	EOW	W	EOW	X		27	57%	36%
SeaTac	RS	Contract		96	96	EOW	EOW	EOW	X		28	42%	29%
Shoreline	CS	Contract		96	96	EOW	EOW	EOW	X		23	57%	37%
Skykomish	City	City	X	NS	NS	NS	NS	NS					
Snoqualmie <sup>h</sup>	WM	Contract	X	64	96	W	W	W	X	X	28	45%	32%
Tukwila <sup>i</sup>	WM	Contract		96	96	EOW	EOW	EOW	X		35	43%	29%
Woodinville	WM	15		96	96	EOW	W	EOW	X		26	53%	35%
Yarrow Point	RS	11		96	96	EOW	EOW	EOW	X		27	63%	38%
<b>Subtotal Cities</b>											24	57%	34%
<b>Unincorporated Areas</b>													
Northern County	WM/RS	15/11		96	96	W/EOW	W/EOW	EOW	X		27	53%	34%
Southern County	WM/KM/RS	22/26/27		96	96	W/EOW	W/EOW	EOW	X		28	45%	29%
Vashon Island	WC	1		4-bin	NS	EOW	NS	NS			32		4%
Snoqualmie Pass <sup>j</sup>	WM	11		NS	NS	NS	NS	NS					



Jurisdiction or Unincorporated Area	Type of Collection			Cart Size <sup>a</sup> (gallons)		Collection Frequency <sup>b</sup>			Fee Structure		Disposal & Recycling Rates <sup>c</sup> (2011)		
											Garbage Disposal (lbs/cust/wk)	Recycling Rate (including organics)	Recycling Rate (excluding organics)
	Collection Company <sup>d</sup>	Contract, City, or WUTC Tariff No.	Mandatory Garbage Collection	Standard Recycling Cart	Standard Organics Cart	Frequency of Recycling Collection	Frequency of Organics Collection (spring-summer-fall)	Frequency of Organics Collection (winter)	Recycling Included in Garbage Fee	Organics Included in Garbage Fee	28	48%	30%
Subtotal Unincorporated Areas													
<b>Total County</b>											<b>25</b>	<b>55%</b>	<b>33%</b>

a Cart sizes listed are the most commonly distributed; other cart sizes are available in many jurisdictions.

b Collection frequency:

W - weekly

EOW - every other week

M - monthly

c Recycling and disposal rates are adjusted; estimated contaminant tonnage has been removed from recycling totals and added to disposal totals.

d Due to annexations, some cities may have multiple collection companies; the first company listed is the primary.

Collection companies:

CS - CleanScapes

KM - Kent Meridian (jointly owned by Republic Services and Fiorito Enterprises, Inc.)

RS - Republic Services (formerly Allied Waste)

WC - Waste Connections

WM - Waste Management

e Carnation's hauler prior to January 1, 2013 was Waste Management.

f The areas in Issaquah now served by CleanScapes were served by Waste Management before July 1, 2012.

g Renton has every other week garbage collection.

h Snoqualmie's hauler prior to June 1, 2012 was Republic Services.

i Tukwila's hauler prior to November 1, 2012 was Republic Services.

j Collection service for the Snoqualmie Pass Rural Town is provided by Waste Management of Ellensburg through an interlocal agreement with Kittitas County.

Note: NS = no service provided

## Multi-Family Residential Collection

As discussed in Chapter 3, *Waste Prevention and Recycling*, multi-family recycling has not been as successful as single-family recycling. There are a number of contributing factors, including space constraints for collection containers and a higher turnover of residents and property managers. These factors make it difficult to implement standardized collection services and provide consistent recycling messaging to this diverse sector. A description of the recommended collection standards follows.

### Multi-Family Minimum Collection Standards

	Garbage	Recyclables	Organics
<b>Required Materials for Collection</b>	Mixed solid waste	Newspaper, cardboard, mixed paper, and polycoated paper Plastic bottles, jugs, and tubs Tin and aluminum cans Glass bottles and jars Aseptic packaging Small scrap metal Shredded paper <sup>a</sup>	Yard debris Shredded paper <sup>a</sup>  Optional: Food scraps Food-soiled paper
<b>Container Type</b>	Wheeled carts or dumpsters	Wheeled carts or dumpsters	Wheeled carts or dumpsters
<b>Container Size</b>	Subscriptions available for various sizes	Container with at least 150 percent of garbage container capacity  Smaller size if requested by customer	60+ gallons if collected weekly  90+ gallons if collected every other week  Smaller size if requested by customer
<b>Frequency of Collection</b>	Weekly, or more often if needed	Weekly or every other week	Weekly or every other week
<b>Fee Structure</b>	Fee based on container size and/or collection frequency	Recyclables collection included in garbage fee  Additional containers available at no extra charge	Subscription service available for an added fee

<sup>a</sup> The cities and the county will be working with the collection companies and processors to determine how customers should prepare shredded paper for collection and in which cart it should be placed.

In many areas of the county there is an ever-growing trend in the construction of mixed-use buildings, which contain retail shops on the lower level and residential units above. Mixed-use buildings present somewhat similar challenges for recycling, including:

- A lack of space for adequate garbage, recycling, and organics collection (often competing with parking needs and other uses)
- A need for collaborative planning among property developers, garbage and recycling collection companies, and cities early in the development process to ensure that adequate space is designated for garbage, recycling, and organics containers in the building design
- Different customer types, both residents and employees, with different recycling needs

Recycling could be increased substantially at multi-family complexes and mixed-use buildings by adopting the new minimum collection standards for multi-family collection. The multi-family standards vary somewhat from the single-family standards to account for

differences in service structure. To improve recycling at mixed-use buildings, the cities and the county must consider both the multi-family collection standards and the recommendations for non-residential collection.



Increased education and promotion are needed to improve recycling at multi-family complexes. In 2007-2008, the division conducted a pilot education campaign to increase recycling in large multi-family complexes in the county. Study results indicated the need to overcome some fundamental challenges in order to increase recycling.

Following the pilot outreach program, to further the division's understanding of multi-family outreach and successful tactics used to increase recycling in multi-family, the division, in partnership with Waste Management, conducted research to study tactics and strategies used nationally and internationally which may be implemented successfully by the division and cities in King County.

The research project report, *The Multifamily Recycling Case Studies on Innovative Practices from Around the World* is part of a series of activities being carried out in Washington State to learn more about recycling in multi-family complexes and to improve recycling rates in the multi-family sector. The other activities which are being planned to further characterize multi-family recycling are:

- Washington State Recycling Association's Multifamily Recycling Study Group (WAMRS) surveys:
  - A survey of county and city multifamily recycling programs

- A survey of multifamily property managers
- A national literature review
- The WAMRS Report will be released in the summer 2013.
- King County multi-family outreach and education pilots will be implemented in target complexes in King County WUTC areas, which have large Hispanic/Latino tenant populations. The planning for these pilots is underway and the pilots will be started in 2013.

Increasing multi-family recycling will require concerted efforts on the part of many to standardize the collection infrastructure and provide ongoing education and promotion for property managers and residents alike.

Improving multi-family recycling will likely require, at a minimum, the following actions:

- **Clarify and strengthen building code requirements** – The county and the cities should update and/or enforce building code requirements to ensure there is adequate conveniently located space for garbage, recycling and organics containers.
- **Research collection and demographic characteristics complex by complex** – Planning outreach strategies should begin with a careful look at language and other population demographics, collection infrastructure, tenant turnover rate and other applicable characteristics of each complex. Outreach strategies must be comprehensive and flexible to fit the complex. Customized combinations of outreach tactics and education reinforcement, designed to address the researched characteristics of that complex, help ensure successful outreach which will increase recycling and decrease contamination.
- **Provide manager and maintenance staff education** – Involvement and support from the property manager and staff is important to the long-term success of multifamily recycling. The institutional knowledge which property managers can provide and the role they play in delivering education to each tenant and at each container are important considerations. This function should be supported with training and materials.
- **Provide ongoing recycling education for residents** – Recycling education needs to be provided on a continuing basis because most multi-family complexes have high tenant turnover. Providing education materials in the lease and at least annually coupled with information through newsletters and posters ensures that residents get the message and it's reinforced on a regular basis.
- **Involve collection companies to assist with service improvements and education** – The collection company should be involved to provide insight and information about complexes' recycling infrastructure systems and to help with education outreach and feedback to the tenants about the quality of the recycling and level of contamination. Companies should monitor the recycling performance of the complexes and tag or refuse pickup of loads that are contaminated.
- **Expand organics collection** – Currently, only a few cities are offering collection of food scraps and food soiled paper to multifamily residents. The cities and the county will need to work with the collection companies to determine what containers and collection methods will work best for multifamily complexes. Education and promotion will be a critical component of the new multifamily food scrap collection programs.

## NON-RESIDENTIAL COLLECTION

The non-residential sector comprises a range of businesses, institutions, and government entities from manufacturing to high-tech and retail to food services. This sector has achieved recycling successes in the last few years, with a recycling rate of 67 percent in 2011.

Unlike the residential waste stream, the types of materials discarded by the non-residential sector differ widely from business to business. Thus, the recycling potential for any particular business or industry can vary greatly. For example, restaurants and grocers are the largest contributors of food scraps, while manufacturers may generate large quantities of plastic wrap and other packaging materials.

Because of the diversity of businesses in the region, a more individualized approach is needed to increase recycling in this sector. One area with significant room for improvement is the diversion of food scraps and food-soiled paper. The largest increase will be realized as more restaurants and grocers contract with private-sector companies to collect their food scraps for composting, and more cities begin to offer commercial organics collection.

Strategies for increasing recycling in the non-residential sector present some of the same challenges as the multi-family sector, including:

- The lack of consistent and/or adequate building standards for locating collection containers.
- The need for financial incentives for business owners, property managers, and tenants to take advantage of recycling services. For example, cities that include recycling services in their garbage rate provide a financial incentive for businesses to recycle.
- A need for consistent and ongoing technical assistance and education. Involvement and support of the business owners and property managers is important to the long-term success of recycling at individual businesses or complexes. Educating building maintenance staff about properly collecting recyclables from building tenants is important to ensure the proper handling of recyclables. Education for employees about proper recycling methods is also crucial.

To assess the relative size of the non-residential waste stream in different jurisdictions, the division looked at the number of jobs located within them. About 94 percent of jobs in the King County service area are located within incorporated cities. More than 73 percent of these jobs are in cities where the garbage collection contracts include recyclables collection in the garbage fee. Most contracts define the capacity required for recycling collection as 150 to 200 percent of the amount of garbage capacity. And most contracts provide for collection of the same materials collected in residential curbside programs.

Non-residential customers have the option to take advantage of recyclables collection offered by their service provider or to contract with other collection companies that may pay for the more valuable recyclable materials, such as high-grade office paper. For cities with collection contracts, adding recycling service to their contracts and including the cost of service in the garbage rate does lead to higher non-residential recycling rates and ensure that recycling services are available to all businesses. However, while including recycling service in the rate requires all businesses to pay for the service, it does not require that those businesses use the service that the city contractor provides. Businesses in unincorporated King County and cities with WUTC-regulated collection services can choose from a wide array of recycling service providers in King County for their recycling needs. Promotion of these services by the county and these cities

will help increase awareness among businesses of the available options. For example, the county's "What do I do with ...?" feature on the website is one place businesses can look for a service provider.

Another strategy that might increase recycling for some business customers is to consider a rate structure based on weight or composition of waste, rather than the size of the container. A study was conducted to measure container weights for non-residential wastes on five weekday collection routes in the City of Kirkland over a 12-month period (KCSWD et al. 2008a). This study determined that businesses with large amounts of food scraps generate garbage that is significantly heavier than the garbage generated by businesses without large amounts of food scraps. In Washington, non-residential garbage rates are based on the size of the garbage container. So generators of heavy materials, such as food scraps, pay less than they might if the rates were based on weight, as they are in some jurisdictions across the country. Because a weight-based rate would likely cost more for generators of large amounts of food scraps, it would provide an incentive for increased participation in organics recycling programs. Another strategy is to offer organics collection to businesses at rates lower than garbage. A number of cities in King County do this, thereby increasing diversion and reducing their costs.

## C&D COLLECTION AND PROCESSING

C&D includes debris from the construction, remodeling, repair, or demolition of buildings, other structures, and roads. It includes clean wood, painted and treated wood, dimensional lumber, gypsum wallboard, roofing, siding, structural metal, wire, insulation, packaging materials, and concrete, asphalt, and other aggregates. As with recycling, C&D collection and processing is handled primarily by private-sector firms. Debris from new construction sites is fairly easily separated and recycled. At demolition sites, however, while some of the debris can be salvaged, the remaining mixed materials are difficult to separate and recycle.

Separation of recyclable C&D materials from C&D wastes at the job site is generally more cost effective than disposal. Proper separation at the job site also ensures that materials go to higher end uses, such as the manufacture of new recycled-content building materials. C&D materials are typically hauled from a job site

by 1) the contractor or the individual working at the job site, 2) an independent C&D hauler permitted to handle C&D for recycling only, or 3) a collection company permitted to haul materials for both recycling and disposal. C&D processing of recyclable materials occurs using either source-separated or commingled



*Separation of materials with economic value, such as metals, at a construction site can help reduce project costs.*



methods. Source-separated processing, which occurs particularly on large projects with adequate space, involves sorting specific types of C&D material on the job site (e.g., metals, concrete, and clean wood) and transporting them to a recycling facility(ies). Commingled processing involves placing all recyclable C&D in one container and then transferring the mixed C&D loads to a facility that uses mechanical and manual methods to sort the recyclable materials.

With improvements in the ability of processing facilities to separate materials, the current trend is toward the commingling of recyclable C&D. If C&D and garbage are commingled, however, the recyclables cannot be extracted for processing. These mixed loads must therefore be disposed of in their entirety. At large job sites, demolition debris or construction materials are sometimes loaded into 100-cubic-yard containers and transported by a solid waste-permitted hauler directly to an intermodal facility where they are loaded onto railcars and sent directly to a landfill for disposal. Again, in these cases, there is no opportunity for the recycling of any materials in these loads.

Independent C&D haulers with commercial permits can transport recyclable C&D materials from job sites to either source-separated or commingled C&D processors. These independent haulers cannot, however, transport C&D materials for disposal. Only collection companies permitted by the WUTC to haul solid waste can transport C&D materials for disposal, as well as recycling.

At the C&D processing facilities, loads are deemed either appropriate or inappropriate for recycling. For loads deemed appropriate for recycling, the materials are sorted for shipment to market. If deemed inappropriate for recycling (typically due to contamination by garbage or materials that cannot be recycled), the materials are transferred directly to a disposal facility. In some cases, easily separated recyclables may be extracted for recycling before the load is disposed.

The division contracts with Waste Management and Republic Services to take C&D for both disposal and recycling. Between them, the two companies operate six contracted facilities in the region that collect C&D (Table 4-2). While initially most of the C&D was collected for disposal, both companies have been increasing their ability to sort and recycle these materials. The division's current C&D contracts are scheduled to expire in 2014. Before the expiration date, the division will evaluate options for ensuring adequate transfer capacity and recycling/reuse opportunities for C&D in the future. Options could include negotiating new contracts for C&D handling, allowing C&D to flow to private-sector facilities without division contracts, and accepting more C&D at new and reconstructed county transfer stations.

Improving separation of recyclable and non-recyclable materials at the job site would have a positive effect on the recycling rates at C&D facilities. Effective April 2009, a statewide rule took effect that requires job sites to have separate containers for recyclable materials and non-recyclable materials (garbage), wherever C&D recycling is being performed. The intent is to reduce contamination in the container slated for recyclable C&D.

Current contracts between the county and Waste Management and Republic Services offer monetary incentives to encourage the recycling and diversion of C&D material. In 2011, about 16 percent of what was delivered to these facilities was diverted from disposal. A challenge for these companies is that by contract they are required to accept all loads of C&D brought to their facilities, including loads that contain mixed materials or garbage that cannot economically be separated for recycling.

There are a number of facilities not under contract with the county that also accept C&D for recycling. Because they do not accept all loads of C&D, their recycling rates may approach 100 percent. These facilities range from those that accept only limited materials, such as concrete and asphalt, to those with operations similar to the contracted facilities that accept commingled C&D materials for separation and recycling.

**Table 4-2. C&D facilities under contract to the division**

C&D Facility	Location	Status of Efforts to Increase Recycling
<b>Republic Services</b>		
Third & Lander Recycling Center & Transfer Station	2733 - 3rd Ave S Seattle	Installed a C&D sort line in 2008 to separate out recyclables. Plans to move C&D recycling to their Black River facility in 2013.
Black River Recycling & Transfer Station	501 Monster Rd Renton	Accepts sealed intermodal containers of C&D for direct rail transport to landfill. Is not currently diverting C&D for reuse, recycling, or beneficial use. Plans to install a sort line in 2013.
<b>Waste Management</b>		
Eastmont Transfer/Recycling Station	7201 W Marginal Way SW Seattle	Takes loads of C&D to Glacier Recycle <sup>a</sup> for processing.
Cascade Recycling Center	14020 NE 190th Woodinville	Conducts minimal processing of C&D before taking loads to Glacier Recycle for processing.
Recycling Northwest	701 2nd St NW Auburn	Takes loads of C&D to Glacier Recycle for processing.
Argo Yard (intermodal containers only)	5000 Denver Ave S Seattle	Accepts sealed intermodal containers of C&D for direct transport to a landfill. No recycling occurs.

*a Waste Management bought Glacier Recycle in Auburn in late 2010; it has not been added to the list of contracted facilities.*

## Management of Residuals from C&D Processing

The processing of C&D produces materials that are reused or remanufactured, as well as residuals. Residuals consist mainly of fine-grained particles that have little market value and are not appropriate for recycling. Although they are not recyclable, residuals may sometimes be put to what is termed beneficial use. Beneficial use, per WAC 173-350, refers to the use of solid waste as an ingredient in a manufacturing process, or as an effective substitute for natural or commercial products, in a manner that does not pose a threat to human health or the environment. The avoidance of processing or disposal costs alone does not constitute beneficial use.

Currently, residual waste from C&D processing facilities within the King County service area that cannot be recycled or beneficially used must be disposed at a county-designated C&D receiving facility. In King County, the amount of residuals generated during C&D processing can vary from 15 percent to more than 50 percent depending on the amount of non-recyclable materials initially present and the efficiency of the operation. Under state law (WAC 173-345), recyclable materials are defined pursuant to a local solid waste management plan. Materials that are designated as reusable, recyclable, or beneficial use are counted as diversion from landfill disposal and contribute to the county's Zero Waste of Resources goal.

Small-diameter processing residuals typically have properties that meet American Society for Testing and Materials Standard D6523-00 (2009) for use as daily cover in a permitted landfill. Two landfills in Washington reportedly use small diameter processing residuals as alternative daily cover.

The county's current C&D contracts with private processing facilities recognize use of C&D residuals as alternative daily cover for landfills as beneficial use. Ecology, some solid waste districts in the region, as well as proposed revisions to the Leadership in Energy and Environmental Design (LEED) certification system, designate alternative daily cover as disposal. As recommended in Chapter 3, *Waste Prevention and Recycling*, the division will continue to work with stakeholders to reach a unified definition of beneficial use throughout the region and the state.

The definition of beneficial use may need to change over time, as technological advances and new recycling options may result in new, higher value end uses for some of these materials. When the C&D disposal contracts expire in 2014, the division will reevaluate the designation of alternative daily cover as beneficial use with the intention of aligning its policy with that of Ecology and other local solid waste districts. If Ecology chooses to address this issue in a future revision of the WAC definitions in the interim, those designations will supersede any developed by the county.



5

The Solid Waste  
Transfer System

# Solid Waste Transfer System

## Policies

- TS-1 Provide solid waste services to commercial collection companies and self-haul customers at transfer stations, and to self-haul customers at drop boxes.
- TS-2 Provide solid waste transfer services in the urban and rural areas of the county based on local and facility conditions and interlocal agreements with King County cities.
- TS-3 Work with cities and communities to develop mitigation measures for impacts related to the construction, operation, and maintenance of transfer facilities, as allowed by applicable local, state, and federal laws.
- TS-4 Incorporate green building principles and practices in all new transfer facilities and seek a Gold or higher rating in the Leadership in Energy and Environmental Design (LEED) certification process.
- TS-5 Provide for collection of recyclable materials at transfer facilities – recognizing resource limitations, availability of markets, and service area needs – focusing on maximum diversion of recyclables from the waste stream and on materials that are not easily recycled at the curb or through a readily available producer or retailer-provided program.

# Solid Waste Transfer System

## Summary of Recommendations

Responsibility		Action	Detailed Discussion
1	County	Continue to implement the transfer system renovation plan set forth in the <i>Solid Waste Transfer and Waste Management Plan</i> and approved by the Metropolitan King County Council in 2007, except as noted in the next recommendation.	Page 5-2, 5-19
2	County	Although approved for closure under the <i>Solid Waste Transfer and Waste Management Plan</i> , reserve the option to retain the Renton station until the new urban transfer facilities have been sited and the impact of closure has been fully evaluated.	Page 5-2, 5-19
3	County	Consider adding a second scale and an additional collection container at the Cedar Falls Drop Box to improve capacity.	Page 5-25
4	County	After the siting of two new stations, if service level assessments indicate the need for additional capacity in the rural areas, consider siting drop box facilities in these areas.	Page 5-25
5	County, commercial collection companies	Explore prospects for the transfer of commercial loads of organics through county transfer stations.	Page 5-23
6	County	Evaluate options for ensuring there are adequate transfer capacity and recycling/reuse opportunities for construction and demolition debris now and in the future.	Page 5-7
7	County, cities	In the event of an emergency, reserve the transfer system for municipal solid waste and make the recycling of related debris a priority.	Page 5-29
8	County, cities	Identify potential temporary debris management sites where emergency debris can be stored until it is sorted for recycling or proper disposal.	Page 5-30
9	County	Evaluate options for ensuring adequate transfer capacity and recycling/reuse opportunities for construction and demolition debris after current contracts expire.	Page 5-7



# THE SOLID WASTE TRANSFER SYSTEM

Planning, design, and construction are well underway in the development of a new generation of solid waste transfer facilities. The aging transfer system is in need of extensive improvements after nearly 50 years of service to a growing region. Increased population and advances in the industry have led to the need for newly constructed or rebuilt facilities to provide greater capacity and update station technology. In addition, the increased focus on environmental stewardship has reshaped the role of transfer stations in managing solid waste, creating the need for more robust and modern facilities that will pave the way for a sustainable system in the future.

The division operates eight transfer stations and two rural drop boxes dispersed throughout the urban and rural areas of the county (Figure 5-1).

Transfer facilities are the public face of the solid waste system. In 2012, county transfer facilities received about 780,000 tons of garbage and recyclables, through more than 765,000 customer visits.

The transfer stations and the drop boxes accept garbage and, in many cases, recyclable materials from business and residential self-haulers. The transfer stations also provide accessible drop-off locations for garbage picked up at the curb by the commercial collection companies. From these geographically dispersed transfer stations, garbage is consolidated in transfer trailers or containers and taken to the county-owned Cedar Hills Regional Landfill (Cedar Hills) in the Maple Valley area. Recyclable materials are transported to processing facilities throughout the region.

Using a collaborative, regional approach to solid waste management, the division and its advisory committees – the Solid Waste Advisory Committee (SWAC) and the Metropolitan Solid Waste Management Advisory Committee (MSWMAC) – developed a plan to renovate the transfer system. Given the potential effects of station renovation, siting, and construction on the cities and other stakeholders, it was important to engage them in the early stages of planning. This effort began in 2004 with a comprehensive analysis of the current transfer system and the adequacy of each facility in the network. The division and advisory committees focused initial evaluations on the urban transfer stations.



*The division's regional transfer stations provide a hub for transferring garbage collected at the curb to larger trailers destined for the Cedar Hills Regional Landfill.*



The urban transfer stations, with the exception of the Shoreline Recycling and Transfer Station which was in the process of being rebuilt, were evaluated using 17 criteria. In general, the criteria focused on the level of service to users, the capacity of stations to handle garbage and recyclables both now and in the future, structural integrity, and the effects of facilities on surrounding communities. Once the criteria were applied to each urban station, the evaluation of the station's condition was used to determine whether the station should be reconstructed in its current location, whether it should be closed and a new station built in a different location, or whether it should be closed without being replaced.



*The new Bow Lake Recycling and Transfer Station building was constructed on property just north of the previous station, which was demolished in 2012.*

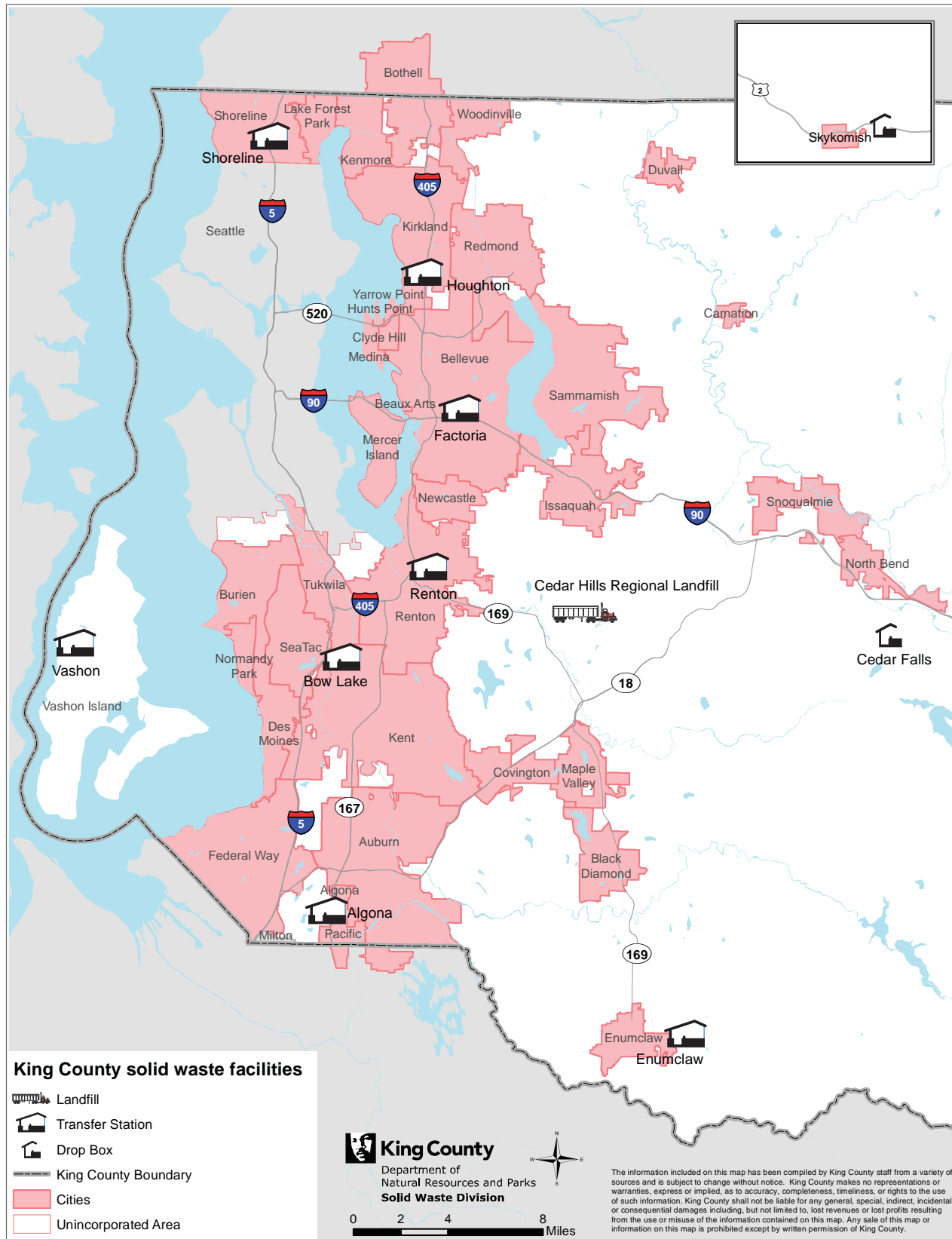
The advisory committees worked closely with the division to develop and apply the 17 criteria, evaluate options, and formulate recommendations for upgrading the transfer system. The work of the division and the committees culminated in the *Solid Waste Transfer and Waste Management Plan* (Transfer Plan; KCSWD 2006b), which contains recommendations for the station renovations. This plan was approved by the Metropolitan King County Council in December 2007. The approved recommendations authorize the division to completely reconstruct or build newly sited facilities to replace four outmoded transfer stations and to close three existing stations.

The Transfer Plan calls for the Bow Lake and Factoria stations to be deconstructed, and new recycling and transfer stations to be built on the existing sites and adjacent properties. Both the Houghton and Algona stations will be closed and replaced with newly sited recycling and transfer stations in the Northeast and South County areas, respectively. The Renton station was approved for closure.

The rural facilities in the transfer network – the Enumclaw and Vashon transfer stations and the drop boxes at Cedar Falls and Skykomish – were assessed after completion of the urban station evaluation using the same 17 criteria. The Vashon and Cedar Falls facilities each failed one evaluation criterion that can be improved on site. Recommendations are provided in this chapter. The analysis of rural service also resulted in a recommendation to postpone a decision about the Renton station until the new urban facilities have been sited and the impact of closure can be fully evaluated. Should closure leave Renton and surrounding rural areas underserved, the division may retain the Renton station in some capacity.

This chapter traces the planning process for the solid waste transfer system through the development of the facility renovation plan. What emerges is a system plan that will improve the network's current level of services, with the flexibility to adapt to changing needs and emerging technologies. The chapter also discusses plans for effectively managing local and regional emergencies.

Figure 5-1. Locations of solid waste facilities





## THE TRANSFER SYSTEM AND SERVICES

The concept of a regional transfer and disposal network in King County grew out of a nationwide movement in the 1960s to impose stricter standards for protection of public health and the environment. The original purpose of the transfer network was to replace the open, unlined community dump sites in use at the time with environmentally safe transfer facilities where garbage could be delivered by curbside collection trucks and self-haulers. From these transfer sites garbage could then be consolidated into larger loads for transport to Cedar Hills.



*The Vashon Recycling and Transfer Station replaced the Vashon landfill in 1999.*

Public Health – Seattle & King County (Public Health) is the primary regulatory and enforcement agency responsible for issuing operating permits for both public and private solid waste handling facilities. This includes solid waste, recycling, and composting facilities. Solid waste handling regulations are codified in the Code of the King County Board of Health, Title 10. The permitting process is the vehicle by which Public Health enforces the state's Solid Waste Handling Standards (WAC 173-350) and Criteria for Municipal Solid Waste Landfills (WAC 173-351). Public Health inspects solid waste handling facilities and has the authority to take corrective action for noncompliance.

Locations of the eight transfer stations (six urban and two rural) and two rural drop boxes in King County are shown in Figure 5-1. In addition to meeting standards for the safe and environmentally sound transfer of solid waste, the transfer network reduces the amount of truck traffic on the highways by providing geographically dispersed stations where garbage collected throughout the region can be consolidated

into fewer loads for transport to the landfill. While this network has served the region well over the years, it was not built to accommodate the three-fold increase in population that has occurred since the 1960s, the larger-sized commercial collection vehicles now in use, and the space needed to collect a growing array of recyclable materials. Table 5-1 lists the locations of current transfer facilities, along with the tons of garbage received, numbers of customers served, and recycling services provided for each facility.

As shown in Table 5-1, in addition to accepting garbage for disposal, the transfer stations provide for collection of a wide variety of materials for recycling. New recycling and transfer stations are built to accommodate an expanded range of materials.



*The roof at Houghton Transfer Station was raised to allow commercial trucks to operate more safely.*

Table 5-1. Current facilities and services

Facility and Address by Area Served	Year Opened	Tons Received <sup>a</sup> (2012)	Customer Transactions <sup>b</sup> (2012)	Recycling and Other Services Provided <sup>c</sup>
<b>North County</b>				
<b>Shoreline Recycling and Transfer Station</b> 2300 N 165th St Shoreline 98133	2008 <sup>d</sup>	46,206	80,155	Appliances, bicycles and bicycle parts, CD/DVD/VCR players, clean wood, fluorescent bulbs and tubes, scrap metal, textiles, yard waste, flags and household sharps
<b>Northeast County</b>				
<b>Factoria Transfer Station</b> 13800 SE 32nd St Bellevue 98005	mid-1960s	115,563	90,924	Household hazardous waste, including recycling of batteries (household, vehicle or marine), fluorescent bulbs and tubes, thermometers and thermostats, propane tanks
<b>Houghton Transfer Station</b> 11724 NE 60th St Kirkland 98033	mid-1960s	151,824	113,537	Textiles
<b>Central County</b>				
<b>Bow Lake Recycling and Transfer Station</b> 18800 Orillia Rd S Tukwila 98188	2012 <sup>e</sup>	242,303	167,360	Appliances, bicycles and bicycle parts, clean wood, scrap metal, yard waste, and household sharps
<b>Renton Transfer Station</b> 3021 NE 4th St Renton 98056	mid-1960s	61,883	72,735	Textiles
<b>South County</b>				
<b>Algona Transfer Station</b> 35315 West Valley Hwy Algona 98001	mid-1960s	139,052	132,611	None

Facility and Address by Area Served	Year Opened	Garbage Tons Received <sup>a</sup> (2009)	Customer Transactions <sup>b</sup> (2009)	Recycling and Other Services Provided <sup>c</sup>
<b>Rural County</b>				
<b>Cedar Falls Drop Box</b> 16925 Cedar Falls Rd SE North Bend 98045	1990	3,620	19,583	Standard curbside recyclables <sup>f</sup> , textiles, yard waste
<b>Enumclaw Recycling and Transfer Station</b> 1650 Battersby Ave E Enumclaw 98022	1993	19,893	43,473	Standard curbside recyclables, appliances, clean wood, reusable household goods, scrap metal, textiles, yard waste
<b>Skykomish Drop Box</b> 74324 NE Old Cascade Hwy Skykomish 98288	1980	926	2,692	Standard curbside recyclables
<b>Vashon Recycling and Transfer Station</b> 18910 Westside Hwy SW Vashon 98070	1999	7,554	19,802	Standard curbside recyclables, additional plastics, shredded paper, appliances, scrap metal, textiles, household and business generated sharps, and construction and demolition debris <sup>g</sup>

January 2013

<sup>a</sup> Includes garbage, clean wood, and yard waste tons.

<sup>b</sup> Only paid transactions are recorded.

<sup>c</sup> Shoreline, Houghton, Bow Lake, and Renton are scheduled to resume collection of the standard curbside recyclables in 2013.

<sup>d</sup> Replaced the First NE Transfer Station.

<sup>e</sup> Phase 1, the transfer building, opened July 2012. Phase 2, with expanded recycling, is scheduled to open 3rd quarter 2013.

<sup>f</sup> Standard curbside recyclables are glass and plastic containers, tin and aluminum cans, mixed paper, newspaper, and cardboard.

<sup>g</sup> C&D is accepted for disposal.

## Services for Construction and Demolition Debris

The county does not accept commercial or large loads of construction and demolition (C&D) debris at any of its transfer facilities, except for the Vashon Recycling and Transfer Station. C&D is debris from the construction, remodeling, repair, or demolition of buildings, other structures, and roads. It includes dimensional lumber, clean wood, painted and treated wood, gypsum wallboard, roofing, siding, structural metal, wire, insulation, packaging materials, and concrete, asphalt, and other aggregates. The county banned the disposal of large loads of C&D at the transfer stations and Cedar Hills landfill in 1993.

To manage the majority of the region's C&D, the division contracts with two private-sector companies – Republic Services and Waste Management. Together, these two companies currently operate six facilities, which accept all loads of C&D, both recyclable and non-recyclable. While initially most of the C&D collected



was disposed, these facilities are taking steps to increase their C&D recycling (as discussed in Chapter 4, *Collection and Processing*). In addition to the facilities listed below, there are many other private-sector facilities throughout the region that accept C&D materials for recycling or reuse (discussed in Chapter 4).

C&D Facility	Location
<b>Republic Services</b>	
Third & Lander Recycling Center & Transfer Station	2733 3rd Ave South, Seattle
Black River Recycling & Transfer Station	501 Monster Road, Renton
<b>Waste Management</b>	
Eastmont Transfer/Recycling Station	7201 W Marginal Way SW, Seattle
Cascade Recycling Center	14020 NE 190th, Woodinville
Recycling Northwest	701 2nd Street NW, Auburn
Argo Yard (intermodal containers only)	5000 Denver Ave South, Seattle

The current C&D contracts with Republic Services and Waste Management are scheduled to expire in 2014. Before the expiration date, the division will evaluate options for ensuring there are adequate transfer capacity and recycling/reuse opportunities for C&D in the future. Options could include negotiating new contracts for C&D handling, allowing C&D to flow to private-sector facilities without contracts, and accepting more C&D at the new and rebuilt county transfer stations. Criteria used to choose among the options will include the potential to increase the amount of C&D that is recycled, accessibility of the C&D disposal and recycling facilities, and ability to maintain reasonable disposal fees.

## Services for Household Hazardous Wastes

Many common household products, such as pesticides and certain cleaning products, contain ingredients that are toxic, flammable, reactive, or corrosive. Disposed improperly, these products can pose a threat to human health and the environment. Household hazardous waste (HHW) generated in King County is managed through the Local Hazardous Waste Management Program (LHWMP). This program is jointly

managed by King County, the City of Seattle, the 37 cities within our service area, and Public Health. The guiding policies and plans are contained in the joint *Local Hazardous Waste Management Plan* (Watson, 2010), mandated under RCW 70.105.

The county accepts HHW from residents through two avenues: the traveling Wastemobile and stationary drop-off service at Factoria Transfer Station. The City of Seattle operates two HHW collection sites within its borders, which are open to all King County residents. Wastes collected through these services are recycled, reused, or incinerated when necessary. None is disposed at Cedar Hills. HHW collection for residents is funded through a surcharge on garbage disposal, residential and business garbage collection, and wastewater discharge fees; residents using the services are not charged at the drop-off locations. Jurisdictions receive funds from the LHWMP to provide the service.

Created in 1989, the county's Wastemobile was the first program of its kind in the nation. It is a mobile service that travels to communities within King County, staging collection of HHW at each site for one to two days at a time. The Wastemobile also provides regularly scheduled HHW collection at the Supermall in Auburn, increasing from twice monthly to weekly service each Saturday and Sunday in 2012, and collecting about 240 tons of waste from 5,300 customers. Also in 2012, twenty-one traveling Wastemobile events served more than 9,800 King County residents, collecting 300 tons of hazardous waste. The county's Factoria Transfer Station offers HHW drop-off service six days a week. In 2012, over 14,400 customers brought about 330 tons of HHW to Factoria.

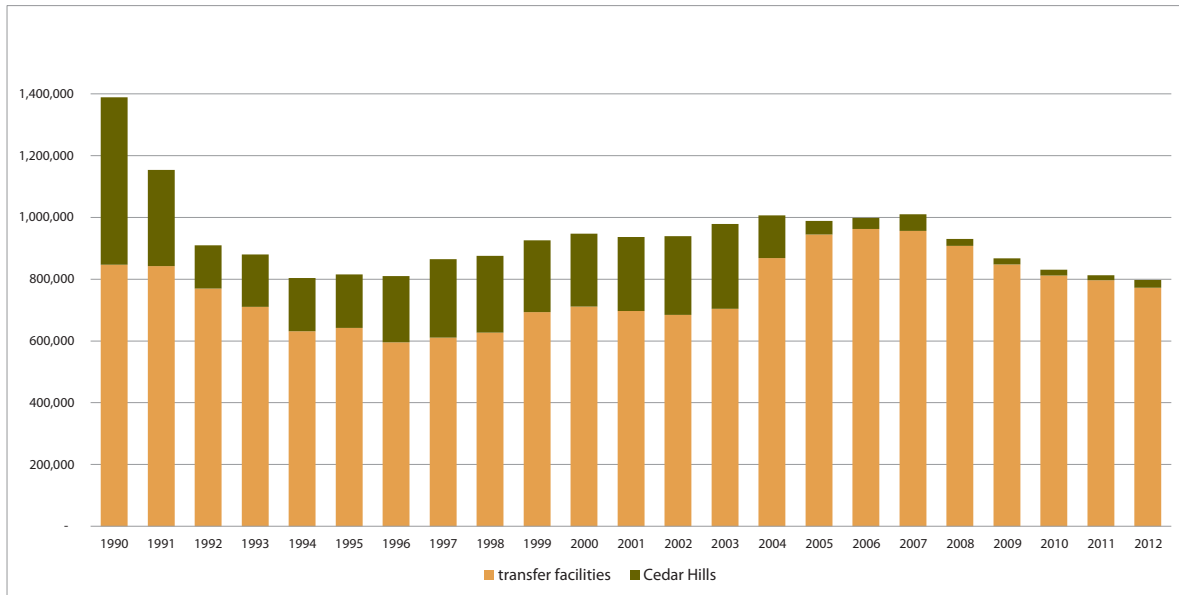
Moderate risk waste (MRW) has been accepted from small businesses at the Factoria station and the Wastemobile since 2008. Before 2008, only residential customers were offered this service. In 2012, the program served 187 small quantity generator business customers and collected 15 tons of MRW from small businesses.

## TRENDS IN TRANSFER STATION USAGE

Figure 5-2 shows the tons of garbage received at the transfer stations and the landfill over the last 20 years. The drop in total tons disposed in the early to mid-1990s is attributable to the success of waste prevention and recycling programs that began in the late 1980s, the withdrawal of the City of Seattle from the county's system in 1991, and the ban on most C&D from the division's solid waste system in 1993. In 2004, the amount of garbage taken directly to Cedar Hills decreased significantly due to an increase in the fee charged to commercial collection companies that were hauling wastes directly to the landfill. The fee increase discouraged this practice, resulting in more waste being processed through county transfer stations. The economic downturn is primarily responsible for the tonnage reduction since 2007. The division does not expect a rapid return to earlier tonnage levels.



**Figure 5-2. Total tons processed at transfer stations and disposed at Cedar Hills (1990 – 2012)**

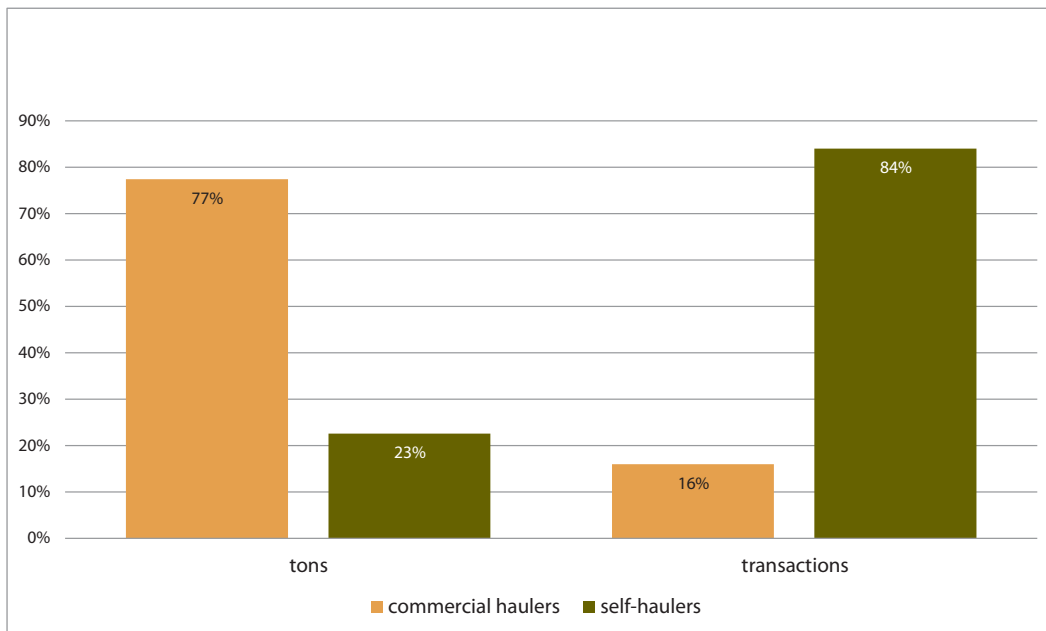


Seventy-seven percent of the garbage received at the transfer facilities in 2012 was brought by the larger, commercial curbside collection trucks, with the remaining 23 percent delivered by business and residential self-haulers (shown in Figure 5-3). While the larger garbage loads come from the commercial haulers, self-haulers account for 84 percent of the customer transactions (Figure 5-3). At some of the urban stations that are operating at or near maximum capacity, the mix of self-haul and commercial customers can cause long traffic queues and crowded conditions on the tipping floor. The division has managed these problems, to the extent possible at each station, by providing separate queuing lanes for the two customer types and allowing maximum separation on the tipping floor, for safety as well as efficiency. Crowding is somewhat eased by the fact that self-haulers typically use the stations more on weekends, while commercial transactions occur primarily on week days. The division is committed to providing service to self-haulers, viewing the solid waste disposal network as a public system that exists for the benefit of the community. New transfer facilities are being designed to safely and efficiently serve both commercial and self-haul customers.

To understand who self-hauls to the transfer facilities and why, the division conducts periodic surveys of customers through countywide telephone interviews and on-site questionnaires at each facility. Self-haulers consist of single- and multi-family residents and non-residential customers, such as landscapers, small contractors, industries, offices, stores, schools, government agencies, and increasingly, independent haulers for hire. The most common type of self-hauler is the single-family resident.

Of the self-haul trips, about 90 percent are made by residential customers, who bring in about 85 percent of the self-haul tons. About 10 percent of the trips are made by non-residential self-haulers, bringing about 15 percent of the self-haul tons.

**Figure 5-3. Percent of total tons and transactions at transfer stations by hauler type (2012)**



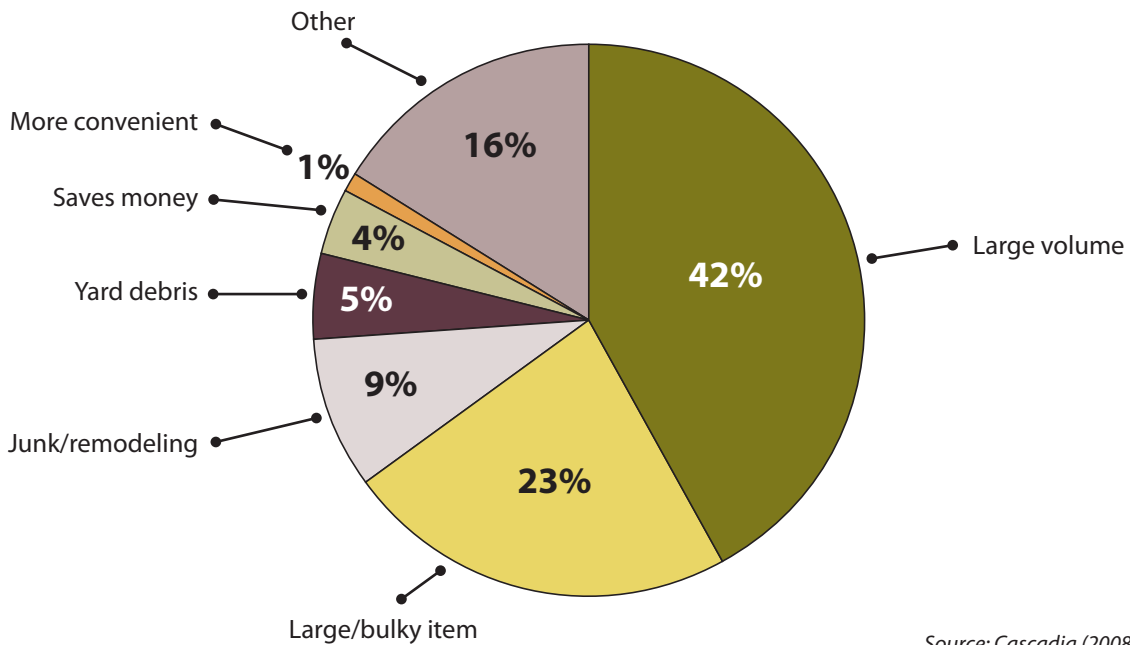
The number one material disposed by self-haulers is dimensional lumber (a subset of C&D), followed by yard waste, other C&D wastes, furniture, and scrap metal. The division's waste characterization studies indicate that almost 60 percent of the materials disposed by self-haulers are recyclable.

The last telephone survey, conducted in 2007, indicated that 47 percent of county residents used a transfer facility during the previous year. Of those users, 18 percent said they used a transfer facility once during the year, and 8 percent said they used a transfer facility more than four times during the year. The most common reason given for self-hauling to a transfer facility was having a large quantity of waste, while the second most common reason was having a large or bulky item that could not be collected at the curb (Figure 5-4). The surveyors found that residents who subscribe to curbside services use transfer stations occasionally, while those who do not subscribe to collection services use the facilities more often.



*A self-hauler unloads a vehicle at the Shoreline Recycling and Transfer Station.*

**Figure 5-4. Most common customer reasons for self-hauling**



*Source: Cascadia (2008b)*

A smaller survey of self-haulers on-site at the transfer facilities the following year (Cascadia 2009b) provided similar responses. The most common reason reported by residential customers was that self-hauling was cheaper/saves money (18 percent); it is likely that the customers who said that self-hauling was cheaper do not subscribe to curbside collection service. Other primary reasons for self-hauling included, “large amount of garbage” or “items too big to fit in garbage can,” and “cleaning home or workplace.” The most frequent response from nonresidential customers was large amount of garbage (19 percent).

## **EVALUATION AND PLANNING FOR THE URBAN TRANSFER STATIONS**

The transfer network has served the region well for nearly five decades; however, with the exception of the Shoreline and Bow Lake Recycling and Transfer Stations, the urban transfer stations are now outdated and over capacity. Along with the growth in population, the late 1980s brought about an emphasis on recycling to reduce wastes. Recycling containers have been placed at transfer stations wherever space allows; however, space constraints continue to limit the number of containers and the range of materials that each site can accommodate. These space constraints prohibit the addition of recycling opportunities for many materials that are commonly disposed at the stations, including yard waste, clean wood, and scrap metal. Changes in the industry have also created operational constraints. For example, commercial collection trucks are larger than they were in the past, making it more difficult to unload the vehicles efficiently. Given these and other factors, in 2004 the division and its advisory committees embarked on a comprehensive analysis of each urban transfer station to determine how best to update the system to meet current needs.



As discussed in detail in Chapter 2, *Solid Waste System Planning*, the division and its advisory committees developed four analytical milestone reports to evaluate the urban transfer stations. These reports culminated in the approved Transfer Plan, which provides recommendations for upgrading the transfer system and its services.

In the first milestone report (KCSWD and ITSG 2004), the division and advisory committees developed 17 criteria to evaluate the urban transfer facilities. To determine the appropriate standards of performance, the division consulted the local commercial collection companies and other subject experts, and applied national environmental and transportation standards. Details on the application of these evaluation criteria to individual facilities are contained in the second milestone report prepared by the division and advisory committees and approved by the County Council (KCSWD 2005a). Criteria to address costs and rate-setting considerations were applied during the development of system alternatives in the final milestone report (KCSWD 2006a).

The evaluation criteria were applied to five of the six urban stations – Algona, Bow Lake, Factoria, Houghton, and Renton. The former First Northeast station was not evaluated because it was in the process of being rebuilt; the rebuilt station opened in 2008 as the Shoreline Recycling and Transfer Station.

For the station evaluations, the 17 criteria were grouped into three broad categories – level of service to customers, station capacity and structural integrity, and effects on surrounding communities. As expected for these five aging facilities, the majority of the criteria were not met, resulting in decisions to reconstruct or close the stations when sufficient replacement capacity was available.

The three categories of evaluation criteria are described below, followed by a table that shows the results of their application to the five urban transfer stations.



*The use of two outbound scales at the Algona Transfer Station allows the station to continue operating above its designed capacity, but has not eliminated congestion.*

## Level of Service

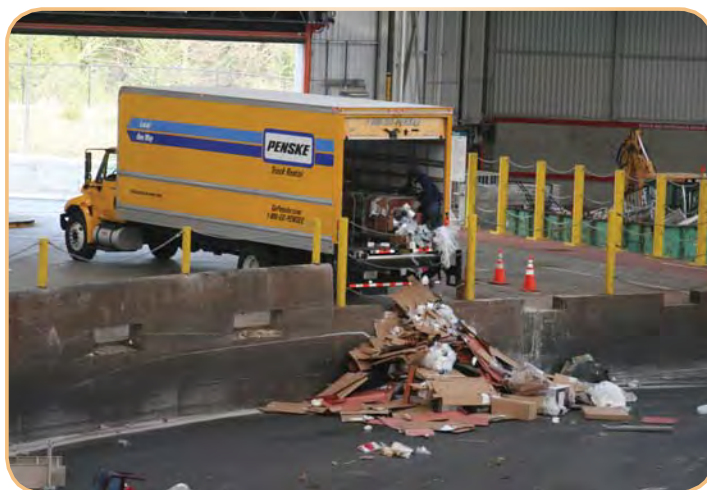
- *Estimated travel time to a facility* – This criterion measures how conveniently located the facilities are for customers, measured by the maximum travel time to the closest facility in their service area. The standard was established as 30 minutes for at least 90 percent of the customers. It provides an indication of whether the transfer stations are well dispersed throughout the county.

- *Time on site* – Time on site measures the time to get in and out of the station, including unloading time. It was evaluated separately for commercial haulers (with a standard of 16 minutes) and business and residential self-haulers (each with a standard of 30 minutes). It provides an indicator of whether a transfer station can efficiently handle customers in a timely manner.
- *Facility hours* – Individual days and hours of operation for each station are based on the division's usage data and customer trends. Some of the urban stations are open in the early morning or late evening hours to serve the commercial haulers. Currently, the only days that the entire system is closed are Thanksgiving, Christmas, and New Year's Day.
- *Level of Recycling Services* – The final criterion in this category was whether recycling services provided at the stations met the waste prevention and recycling policies established in the *2001 Comprehensive Solid Waste Management Plan*. In general, the policies directed that all stations should 1) provide for collection of the curbside recyclables, including glass and plastic containers, tin and aluminum cans, mixed waste paper, newspaper, and cardboard, 2) where feasible, provide areas for source-separated yard waste collection, and 3) maintain the capacity to add collection of new materials based on market opportunities and community needs.

## Station Capacity

Station capacity is likely the single greatest limitation of the five urban transfer stations, both now and in the future. It was measured using a number of criteria that affect daily operations, future expansion, and emergency capacity.

- *Vehicle and tonnage capacity* – Two major operational considerations measured were station capacity for vehicle traffic and solid waste tonnage, both at the time of the study and over the 20-year planning horizon. Optimal operating capacity is the maximum number of vehicles and tonnage that can be efficiently processed through the station each hour based on the station design and customer mix. To derive criteria that would indicate how well a station could be expected to perform, the division modeled its criteria after the transportation standards used to measure roadway capacity. The transportation standards were modified to assign measures of capacity to transfer facilities. The optimal level of service was defined as "able to accommodate vehicle and tonnage throughput at all times of the day, except for occasional peak hour times. Based on the criteria, a station that provides the optimal level of service more than 95 percent of the time is considered



*Newly constructed transfer facilities, like Bow Lake, accept a wide variety of recyclables.*

underutilized, meaning it offers more capacity than required for the area it serves. A level of service in which capacity is exceeded during 5 to 10 percent of operating hours is considered optimal.

- *Space for 3 days' storage* – Available storage capacity establishes whether a transfer station can continue to operate, or accept garbage, for at least three days in the event of a major regional disaster.
- *Space for station expansion* – Stations were evaluated to determine 1) whether there is space for expansion on the existing property or 2) whether there is adjacent land available on which to expand operations. These two standards were used primarily to determine if the station could be expanded in its current location or if a new location would be needed to efficiently manage current and future needs.
- *Meets facility safety goals* – While all stations hold current permits from Public Health and meet health and safety standards, overall safety is a concern as stations become more congested and operations more constricted. The presence of these physical challenges at the stations does not mean they operate in an unsafe manner; it does mean that it takes extra effort by staff and management at the stations to ensure the facilities are operating safely.
- *Roof clearance* – This criterion measures a station's capacity to handle the larger commercial collection trucks. Through discussions with the commercial collection companies, it was determined that a minimum clearance of 25 feet was needed to allow the new, larger trucks to unload efficiently. The longer truck/trailers with automated lifts, which allow the garbage to slide out the back of the trailers, require higher vertical clearance than trucks did in the past. At some of the older stations, the collection trucks can hit and potentially damage station roofs, supporting structures, or hanging lights as they unload.
- *Ability to compact waste* – This criterion examines whether the station is equipped with, or has the space to install, a waste compactor. Waste compactors increase efficiency and reduce costs by compressing more garbage into fewer loads for transport to the landfill or other disposal option. When garbage has been compacted, transfer trailers can carry about one-third more tons per trip, resulting in less traffic, less wear on local roads, less fuel use, and a reduction in greenhouse gases.
- *Structural integrity* – The purpose of this criterion is to ensure the facility meets code requirements for seismic, wind, and snow events. All facilities were constructed in compliance with the applicable standards of the time and were grandfathered in their current condition and presently meet the "life safety" standard, meaning the station would not endanger occupants in the event of an emergency. The current standard for assessing new transfer buildings for seismic performance is the Immediate Occupancy standard, developed by the Federal Emergency Management Agency (FEMA). This standard means that the facility could be occupied immediately following a seismic event. Because the King County Emergency Management Plan identifies transfer stations as critical facilities in the event of an emergency, this FEMA standard applies to all new stations.

## Effects on Surrounding Communities

One of the division's highest priorities is to minimize the effects of its facilities on host cities and surrounding communities. Through its advisory committees and meetings with cities, the division works to understand city and community issues and concerns and bring their perspectives to system planning. Working together, five criteria were developed to evaluate effects on communities.

- *Meets applicable local noise ordinance levels* – This criterion is to ensure that a facility does not violate state or local (city) standards for acceptable noise levels. State and city standards are based on maximum decibel (dBA) levels that consider zoning, land use, time of day, and other factors. Evaluations were based on the existence of any reports of noise violations to the cities and additional noise level measurements performed at each station by a consultant.



*The Shoreline Recycling and Transfer Station is fully enclosed to mitigate any potential impacts from noise, odor, and dust.*

- *Meets Puget Sound Clean Air Agency standards for odors* – The primary measure of odor issues is complaints by the public or employees. Complaints are typically reported to the Puget Sound Clean Air Agency (PSCAA) or directly to the division. Complaints to PSCAA are verified by an inspector. If an odor is verified and considered to be detrimental, PSCAA issues a citation to the generator of the odor. The division also tracks and investigates odor complaints.
- *Meets goals for traffic on local streets* – This criterion measures the impacts on local streets and neighborhoods from vehicle traffic and queuing near the transfer stations. The area that could be affected by traffic from self-haulers and commercial collection trucks extends from the station entrance to the surrounding streets. The division hired a consultant to evaluate this criterion based on two standards: 1) that additional traffic meets the local traffic level of service standard as defined in the *American Association of State Transportation Officials Manual* and 2) that traffic does not extend onto local streets during more than 5 percent of the station's operating hours.
- *Existence of a 100-foot buffer between the active area and nearest residence* – This criterion calls for a 100-foot buffer between the active area of the station and the nearest residence.
- *Compatibility with surrounding land uses* – The final criterion used to evaluate the stations was the most subjective and difficult to apply. It looks at consistency with land use plans and zoning regulations, aesthetics, and compliance with state and local regulations. This criterion was evaluated for each station during lengthy discussions between the division and its advisory committees.

The 17 criteria described above were applied to each of the five urban stations. Table 5-2 presents the results of those evaluations.

**Table 5-2. Level-of-service criteria applied to urban transfer stations in 2005**

		Algona	Bow Lake	Factoria	Houghton	Renton
1. Estimated time to a transfer facility within the service area for 90% of users	< 30 min=yes	YES	YES	YES	YES	YES
2. Time on site meets standard for 90% of trips						
a. commercial vehicles	< 16 min=yes	NO	YES	NO	NO	NO
b. business self-haulers	< 30 min=yes	YES	NO*	NO*	NO*	YES
c. residential self-haulers	< 30 min=yes	YES	NO*	YES	YES	YES
	* Meets criterion on weekdays, but not weekend days.					
3. Facility hours meet user demand	YES/NO	YES	YES	YES	YES	YES
4. Recycling services . . . meet policies in 2001 Solid Waste Plan						
a. business self-haulers	YES/NO	NO	NO	NO	NO	NO
b. residential self-haulers	YES/NO	NO	NO	NO	NO	NO
5. Vehicle capacity						
a. meets current needs	YES/NO	NO	YES	NO	NO	YES
b. meets 20-year forecast needs	YES/NO	NO	NO	NO	NO	NO
6. Average daily handling capacity (tons)						
a. meets current needs	YES/NO	NO	NO	YES	NO	YES
b. meets 20-year forecast needs	YES/NO	NO	NO	NO	NO	YES
7. Space for 3 days' storage						
a. meets current needs	YES/NO	NO	NO	NO	NO	NO
b. meets 20-year forecast needs	YES/NO	NO	NO	NO	NO	NO
8. Space exists for station expansion						
a. inside the property line	YES/NO	NO	YES	YES	YES	YES
b. on available adjacent lands through expansion	YES/NO	YES	YES	YES	NO	NO
9. Minimum roof clearance of 25 ft	YES/NO	YES	YES	NO	NO	YES
10. Meets facility safety goals	YES/NO	NO*	NO*	NO*	NO*	NO*
	* The presence of these physical challenges does not mean that the stations operate in an unsafe manner. It does mean that it takes extra effort by staff and management to ensure the facilities are operating safely, which reduces system efficiency.					
11. Ability to compact waste	YES/NO	NO	NO	NO	NO	NO



		Algona	Bow Lake	Factoria	Houghton	Renton
12. a. Meets goals for structural integrity	YES/NO	YES	YES	YES	YES	YES
b. Meets Federal Emergency Management Act immediate occupancy standards	YES/NO	YES	NO	NO	NO	YES
13. Meets applicable local noise ordinance levels	YES/NO	YES	YES	YES	YES	YES
14. Meets Puget Sound Clean Air Agency standards for odors	YES/NO	YES	YES	YES	NO*	YES
		* One complaint about Houghton was verified two years preceding the evaluation. No citation was issued.				
15. Meets goals for traffic on local streets						
a. meets level of service standard	YES/NO	YES	NO	YES	YES	YES
b. traffic does not extend onto local streets 95% of time	YES/NO	NO*	NO*	NO*	YES	YES
		* Meets criterion weekdays, but not weekend days. Yes or no rating based on evaluating all days within study period.				
16. 100-foot buffer between active area & nearest residence	YES/NO	YES	YES	YES*	NO	YES
		* Meets 100 ft from residence criterion, but there are businesses within 100 ft.				
17. Transfer station is compatible with surrounding land use	YES/NO	YES	YES	NO*	NO**	YES
		<p>* Factoria station is a 30+ year old facility in need of maintenance that has been deferred over the years. It is visible on the approach to adjacent businesses. The neighborhood is primarily commercial/industrial.</p> <p>** Houghton station is a 30+ year old facility in need of maintenance that has been deferred over the years. It is in a residential/recreational area and clearly visible from the road. Transfer station parking is located within 100 ft of nearest residence.</p>				

The results shown in Table 5-2 indicate that the existing network of stations is efficiently distributed throughout King County with adequate service hours that meet the needs of customers. However, most stations required major improvements to address capacity, service, and operational needs. In addition, structural changes were necessary to improve emergency response and operational efficiency, as well as meet desired safety goals.

Since the level of service criteria were first applied to the transfer stations in 2005, the division has made changes and upgrades to the system and tonnage has dropped considerably. A new transfer building has replaced the old Bow Lake, and the roof at Houghton has been raised to meet the roof clearance standard. In late 2012, the division applied selected criteria to the transfer stations again, using the current system conditions and an updated, lower tonnage forecast. Table 5-3 presents the updated results for criteria that could be affected by these changes. Although the Shoreline station was not part of the original analysis, it is included in the update for reference.



**Table 5-3. Selected level-of-service criteria applied to urban transfer stations in 2012**

		Algona	Bow Lake	Factoria	Houghton	Renton	Shoreline
2. Time on site meets standard for 90% of trips							
a. commercial vehicles	< 16 min=yes	NO*	YES	NO*	NO*	NO*	YES
b. business self-haulers	< 30 min=yes	YES	YES	YES	YES	YES	YES
c. residential self-haulers	< 30 min=yes	YES	YES	YES	YES	YES	YES
*Average time on site is within the 16 minute standard, but these stations are not able to accommodate peaks.							
3. Facility hours meet user demand	YES/NO	YES	YES	YES	YES	YES	YES
4. Recycling services . . . meet policies in 2001 Solid Waste Plan							
a. business self-haulers	YES/NO	NO	YES	NO	NO	NO	YES
b. residential self-haulers	YES/NO	NO	YES	NO	NO	NO	YES
5. Vehicle capacity							
a. meets current needs	YES/NO	NO	YES	YES	YES	YES	YES
b. meets 20-year forecast needs	YES/NO	NO	YES*	NO	NO	YES	YES
*Will meet criterion on weekdays, but may not on weekends depending on level of recycling service available.							
6. Average daily handling capacity (tons)							
a. meets current needs	YES/NO	NO*	YES	YES	NO	YES	YES
b. meets 20-year forecast needs	YES/NO	NO	YES	NO	NO	YES	YES
*This is a very close; the result is within .5 percent of meeting the criteria.							
7. Space for 3 days' storage							
a. meets current needs	YES/NO	NO	YES	NO	NO	NO	YES
b. meets 20-year forecast needs	YES/NO	NO	YES	NO	NO	NO	YES
9. Minimum roof clearance of 25 ft	YES/NO	YES	YES	NO	YES	YES	YES
11. Ability to compact waste	YES/NO	NO	YES	NO	NO	NO	YES

In this update, the Algona station evaluation does not change; however, with the lower tonnage in recent years it is now close to meeting current needs for average daily handling capacity (criterion 6.a.). The new Bow Lake station now meets all criteria, with the possible exception of criterion 5.b., vehicle capacity on weekends in 2032. Factoria meets two more criteria than it did during the original analysis, criterion 2.b., the time on site standard for business self-haulers, and criterion 6.a., the average daily handling capacity for current tonnage. The Houghton station meets three more criteria, criterion 2.b., the time on site standard for business self-haulers, criterion 5.a., vehicle capacity meets current needs, and criterion 9, minimum roof clearance of 25 feet. The Renton Station is now expected to meet criterion 5.b., vehicle capacity in 2032.

## Plans for the Urban Transfer Stations

Based on the application of evaluation criteria, the division and its advisory committees developed a plan to modernize the transfer system, including the addition of waste compactors and other changes needed to provide efficient and cost-effective services to the region's customers.

Activities approved by the County Council in the Transfer Plan include the following:

*Bow Lake* – deconstruct the existing transfer station and construct a new recycling and transfer station on the existing site and adjacent property

*Factoria* – deconstruct the existing transfer station and construct a new recycling and transfer station on the existing site and adjacent property

*Algona* – close the station and replace it with a new recycling and transfer station in the South County area

*Houghton* – close the station and replace it with a new recycling and transfer station in the Northeast area of the county

*Renton* – close the station and do not replace it.

Though approved for closure, the division recommends reserving the option to retain the Renton station in some capacity, should its closure leave Renton and surrounding rural areas underserved. After the new transfer stations have been sited, the impact of closure can be fully evaluated.

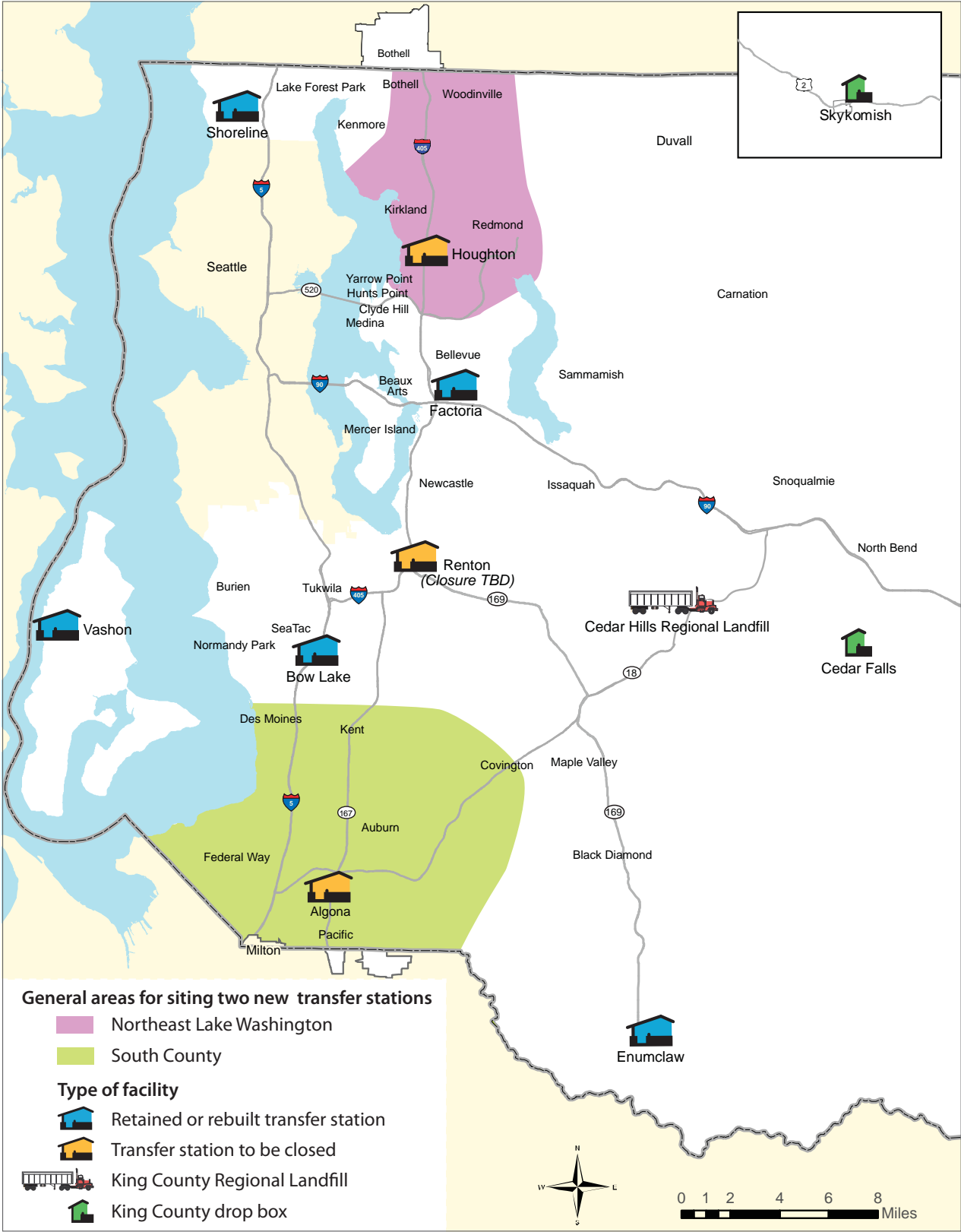
Figure 5-5 shows the planned changes for the urban transfer stations and the two areas identified for construction of new stations. As described on page 5-21, the Shoreline Recycling and Transfer Station exemplifies the public process and station design standards that is being used for all new stations.

The new Bow Lake Recycling and Transfer Station is located on the site of the old Bow Lake Transfer Station and on adjacent property purchased from the Washington State Department of Transportation. During construction, the facility remained open to commercial haulers and self-haulers. The new transfer building opened in July 2012, immediately followed by deconstruction of the old transfer building to make way for an expanded recycling area and new scale house. Construction will be complete in 2013.



*The conceptual design of the new Factoria transfer building was adjusted in response to decreased tonnage.*

Figure 5-5. Locations of existing and planned solid waste facilities



## Shoreline Recycling and Transfer Station Sets the Bar for New Stations

The first of the new urban transfer stations, Shoreline Recycling and Transfer Station, was built to meet the highest standards of environmental sustainability, and is the first transfer station built in the U.S. to be registered with the U.S. Green Building Council. Their nationally recognized rating system – Leadership in Energy and Environmental Design (LEED) – evaluates buildings in the areas of protection of human and environmental health, sustainable site development, water savings, energy efficiency, materials selection, indoor environmental quality, and innovation in design.

The Shoreline station earned a platinum certification, the highest rating possible under the LEED rating system. A few of the many features that earned the station this rating include:

- **Natural daylighting** – windows and skylights that allow natural light to filter into the building. Sensors also detect the levels of daylight and adjust the lighting accordingly. This feature is reducing energy use at the station.
- **Solar energy** – photovoltaic panels installed on the south-facing roof that generate electricity even on cloudy days, providing about 5 percent of the building's energy needs.
- **Rainwater collection and reuse** – rainwater collected on the rooftop and stored in tanks that provide water for washing station floors and equipment and for flushing toilets. This feature significantly reduces the use of potable water.



*Solar panels*

Thornton Creek, which hosts diverse wildlife, runs through the Shoreline property. Protection of the creek was an extremely high priority for the community. Therefore, the station design incorporates innovative systems to protect and restore the creek corridor through several means:

- Invasive plants were replaced with a buffer of drought-tolerant native vegetation to conserve water, protect creek banks from erosion, and provide habitat for birds and other wildlife
- Paved areas were removed, and the buffer around the creek was increased
- Runoff from roadways was channeled to a storm water filtration system and detention pond; this system releases storm water to the creek at a rate that prevents erosion or flooding

The Thornton Creek Alliance recognized the division for working with local residents and alliance members to ensure that improvements at the site would help restore and enhance Thornton Creek. An educational kiosk, which features a recycled-glass mosaic representation of the creek, was placed overlooking the creek to display the key message that we all share the watershed and to describe the green building features of the station.

At the new station, commercial and self-haul customers use separate entrances and separate sections of the transfer building. Commercial and other large, automated-dump vehicles enter directly onto a flat receiving floor where they can unload garbage, organics, clean wood, and scrap metal. Self-haul vehicles enter onto

a raised tipping floor. To dispose of garbage they back their vehicles to a safety wall and unload over the wall onto the lower receiving floor. Garbage is pushed into a compactor chute at the south end of the receiving floor, which provides a gravity feed for a waste compactor located in the lower tunnel level of the station. The lower floor has provisions for the installation of a second compactor if needed. Containers for recyclables such as scrap metal and appliances are located at one end of the building; chutes for recycling organics and clean wood are located nearby.



*Rainwater collection system*

In the transfer building, the large flat-floor design gives the facility the ability to accept surges of waste. Waste can continue to be received even if all trailers on site are full. In an emergency, if the compactor is not functioning, solid waste may be loaded into trailers through top load chutes. The maximum facility capacity is approximately 9,000 cubic yards on the receiving floor and 25 full trailers.

The Shoreline station was designed to maximize capacity to accept recyclables. The division collaborated with the host city and three other nearby cities to determine the initial list of materials to collect at the new station. Materials added to the recyclables collected include yard waste, clean wood, and scrap metal. The station also has the built-in flexibility to accept additional or different recyclables as markets develop and customer needs change.

To minimize possible traffic impacts of the transfer station on the host community, the division collaborated with King County's Metro Transit on an agreement with the Washington State Department of Transportation to allow solid waste transfer trailers to share Metro's dedicated access ramps to and from the adjacent Interstate 5. This arrangement will keep solid waste trucks off neighborhood streets.

In 1973, King County adopted legislation creating the 1% for Art program, whereby capital construction projects set aside 1 percent of the budget for above-grade portions of the project, less property cost, to fund public art work. The artist selected for this project, Carol de Pelecyn, worked with the Shoreline/Lake Forest Park Arts Council, the 4 Culture Artist Selection Committee, the City of Shoreline, and the division to develop artistic design elements for the new station. The artist's design concepts call for us to question how our choices affect the environment and consider other uses for items before we throw them away.

The Shoreline facility marked a change in 1) how to approach the planning of new facilities – incorporating early community involvement; 2) how to build them – using green elements; and 3) how to operate them – increasing recycling now, with the flexibility to expand as new markets emerge in the future.



*Public artwork at station entrance*

The new Factoria Recycling and Transfer Station will be built on the existing site and adjacent property purchased by the division for construction of a new facility. The division is planning to maintain some level of service during construction of the new station; final plans will be made when permitting and design are complete. At the beginning of 2013, the permitting process was ongoing.

A new Northeast station will be sited and constructed to replace the existing Houghton station, while a new South County station will replace the current facility in Algona. The division is committed to closing the Houghton and Algona stations after the new stations are opened.

All new stations will be built to the same standards of service and sustainability as the Shoreline and Bow Lake Recycling and Transfer Stations. There will be differences to accommodate community needs (e.g., Factoria will maintain a stationary household hazardous waste facility), and each station will be appropriately designed to meet the most current tonnage forecasts. All stations will have improved capacity, waste compactors, and additional space for recycling more materials. The capacity to accept yard waste and other recyclables from commercial collection companies and to sort and remove recyclables from mixed loads will also be considered for new transfer facilities. For each new station, the division will seek the highest appropriate LEED certification. The timeline for completing the siting, design, construction, and closure of the urban transfer stations is shown in Table 5-4.

**Table 5-4. Timeline for the facility renovation plan**

	2013	2014	2015	2016	2017	2018	2019
<b>Bow Lake</b>	Phase 2 open <sup>a</sup>						
<b>Factoria</b>	design and permit	construction		open			
<b>South County</b>	siting	design and permit		construction		open	
<b>Northeast</b>	siting		design and permit		construction		open
<b>Algona</b>						close	
<b>Houghton</b>							close
<b>Renton</b>						close or modify operations <sup>b</sup>	

<sup>a</sup> Phase 2 includes a dedicated recycle area, expanded trailer parking, and additional inbound and outbound scales.

<sup>b</sup> Division recommends reserving the option to retain the Renton Transfer Station in some capacity.



## EVALUATION AND PLANNING FOR THE RURAL TRANSFER FACILITIES

Historically, the rural areas were served by small community landfills. As those landfills closed, most were replaced by either a transfer station or a drop box; the Duvall and Hobart (near Maple Valley) landfills were closed without replacement. Currently, rural King County is served by two recycling and transfer stations, in Enumclaw and on Vashon Island, and two drop boxes, in North Bend (Cedar Falls) and Skykomish.

In 2007, the division applied the same 17 criteria used for the urban stations to the rural facilities. Because the drop boxes are essentially collection containers covered by roof structures, there is no building per se to evaluate, so many of the criteria did not apply. Criteria specific to the rural system were not developed because a preliminary look indicated that the rural facilities, for the most part, met the standards set for the urban system.

Countywide planning policy, FW-9d, Rural Infrastructure and Services, states that “Rural residents outside cities should anticipate lower levels of public services and infrastructure than those available in Urban Areas, maximizing self-sufficiency and independence.” However, the rural transfer stations provide essentially the same services as the urban stations, although they may be open for fewer hours and days. To provide an appropriate level of service to area residents and the commercial collectors, the division periodically reviews the operating hours of rural facilities, and makes adjustments as needed.



*The rural Enumclaw station provides a wide array of recycling opportunities.*

The Enumclaw Recycling and Transfer Station, which opened in 1993, serves the City of Enumclaw and southeastern King County. The City of Enumclaw provides its own garbage collection service and takes the wastes to the transfer station. The station offers a wide variety of recycling opportunities and is equipped with a waste compactor. This station met all of the evaluation criteria, with the capacity to provide a wide range of services and the flexibility to respond to future needs.

businesses on Vashon Island. This station accepts a wide range of recyclables and is equipped with a waste compactor. Because of its remote island location, the facility accepts some C&D and special wastes for disposal that the other stations do not. The Vashon station met all but one of the evaluation criteria. The only criterion not met was the level of recycling services, because yard waste is not collected at the station. Past studies of customer needs at the Vashon station have indicated there is little demand for yard waste service at the facility, primarily due to composting on people's property; however, the division will periodically reevaluate the need to add yard waste collection at the site.

The Vashon Recycling and Transfer Station opened in 1999 to serve residents and

The drop boxes are scaled-down facilities, designed to provide cost-effective, convenient drop-off services in the more remote areas of the county. The Cedar Falls Drop Box, which opened in 1990, serves self-haulers



*The Cedar Falls Drop Box provides garbage and recycling services to customers five days a week.*

in the North Bend area. It has three containers – two for garbage and one for yard waste – and provides a collection area for some recyclables. This facility met all applicable evaluation criteria except for vehicle capacity, which is primarily due to heavy weekend use. Currently, one scale is shared by both inbound and outbound traffic, which can lead to backups on weekends when the station is most busy. The division is considering a number of improvements to this facility, including a second scale to address heavy weekend use, another container for garbage or yard waste collection, and expanded recycling opportunities.

The most remote facility operated by the division is a drop box in the Town of Skykomish. Built in 1980, the drop

box serves Skykomish and the communities of Grotto and Baring. Skykomish provides its own garbage collection service and takes the wastes to the Skykomish Drop Box. The drop box is also used by self-haulers, who can bring garbage and recyclables to the facility. The Skykomish facility is unstaffed; payment is made at an automated gate using a credit or debit card or pre-paid solid waste disposal card. There are cameras at the site to monitor activities, and division staff makes regular visits to the site to perform maintenance. In addition, the King County Road Services Division has a facility next door, from which Road's staff help monitor the site. The drop box met all the applicable evaluation criteria and appears to provide an appropriate level of service for the area. The facility received a new roof in 2008, after the old roof collapsed under record snowfall in January of that year.

Some rural area customers may be affected by changes to the urban transfer system, primarily self-haulers who currently use the Houghton or Renton transfer stations. Depending on where new urban facilities in Northeast and South County are eventually sited, they may or may not adequately meet the service needs of rural areas. Should it be necessary, the division may consider siting drop box facilities in these areas to serve residents. Construction of regional transfer stations in these areas is not being considered as it would be inconsistent with countywide planning policy LU-21, which states, "Regional public facilities which directly serve the public shall be discouraged from locating in Rural Areas." The division recommends deferring decisions about whether to site drop boxes in these potentially underserved areas and whether to close the Renton transfer station until after the new urban transfer stations have been sited and the impact on service capacity has been fully evaluated.

## CITY MITIGATION

Transfer stations provide an essential and beneficial public service. However, the stations have the potential to cause undesirable impacts on host cities and neighboring communities, such as increased litter, odor, noise, road/curb damage, and traffic, as well as aesthetic impacts. The division works to mitigate these impacts in a number of ways, such as collecting litter, landscaping on and around the site, limiting waste kept on-site overnight to reduce the potential for odor, making road modifications, and siting facilities on or near major roadways to keep traffic off local streets.

Seven cities in the division's service area currently have county-owned transfer facilities within their boundaries:

- **Algona** – the Algona Transfer Station
- **Bellevue** – the Factoria Transfer Station
- **Enumclaw** – the Enumclaw Recycling and Transfer Station
- **Kirkland** – the Houghton Transfer Station
- **Renton** – the Renton Transfer Station
- **Shoreline** – the Shoreline Recycling and Transfer Station
- **Tukwila** – the Bow Lake Recycling and Transfer Station

As new transfer stations are constructed in the near future, the division will work with host and neighboring cities to build stations that are compatible with the surrounding community. For example, during the design of the Shoreline Recycling and Transfer Station, the division worked closely with the community to identify impacts and mitigation measures. One result is that transfer trailers drive directly from the station onto Interstate 5 using King County Metro Transit's dedicated freeway ramps rather than city streets for access. Sidewalks on nearby streets were improved; a new walking path was constructed at nearby Ronald Bog Park; trees were planted; and the portion of Thornton Creek that flows through the site underwent significant restoration. The station building was also moved farther from residences and is fully enclosed to mitigate impacts from noise, odor, and dust. While specific mitigation measures will vary depending on the site, all new transfer station buildings will be fully enclosed.

The division has also worked closely with the City of Bellevue on the replacement of the Factoria Transfer Station. A new facility was to be constructed on property that fronts Interstate 90 (I-90) adjacent to the south side of the current station. However, as a result of discussions with Bellevue, the division purchased property adjacent to the current station to the northwest on which to build the new facility. After construction of the new recycling and transfer station, the division plans to sell the property that fronts I-90, so it will be available for commercial development as was desired by the City of Bellevue.

In the recently negotiated *Amended and Restated Solid Waste Interlocal Agreement* (included in its entirety in Appendix B), which identifies the roles and responsibilities of the county and the cities in the regional solid waste system, the county agrees to collaborate with host and neighboring cities on both environmental review and project permitting. Additionally, the new ILA recognizes that in accordance with RCW 36.58.080 a city is authorized to charge counties to mitigate impacts directly attributable to a county-owned solid waste facility. It must be established that such charges are reasonably necessary to mitigate impacts

and the revenue generated may only be expended to mitigate the impacts. Direct impacts may include wear and tear on infrastructure, including roads. The city and county will work cooperatively to determine impacts and appropriate mitigation payments and will document any agreement. Mitigation, including any necessary analysis, is a cost of the solid waste system and as such would need to be included in the solid waste rate.

## TRANSFER FACILITY SITING

As described earlier in this chapter, the need for new transfer facilities in the Northeast and South County service areas was identified through a comprehensive analysis of the transfer system network, with extensive involvement from the division's advisory committees. While general areas for site locations were identified (Figure 5-5), specific sites or specific site selection criteria were not.

The siting of a transfer facility is based on the technical requirements of operations and site constraints, such as site size and shape; however, a successful siting effort must also be tailored to address the needs and concerns of the service area communities. The siting process involves a number of steps – from development of site selection criteria to final selection of a site – and public involvement plays an important role each step of the way. The following section describes how the division has begun to implement the standards and practices developed for transfer station siting during the planning process in its search for a new south county facility site.

### Siting a New South County Recycling and Transfer Station

The search for a site to replace the Algona Transfer Station with a new South County Recycling and Transfer Station (SCRTS) began in 2012. The new station will be located in or near the same communities that are served by the current Algona station – Algona, Auburn, Federal Way, and Pacific.

A Siting Advisory Committee (SAC) was formed to advise the division from a community and system user perspective by identifying community concerns and impacts, developing criteria used to evaluate potential sites, and expressing opinions and preferences. SAC members can include representatives from cities, local agencies and businesses, chambers of

#### The U.S. Environmental Protection Agency Identifies Siting Considerations

Siting a transfer facility is a multi-dimensional, multi-step process. The U.S. Environmental Protection Agency identifies the following issues that must be considered when siting solid waste facilities:

- Environmental and health risks – air quality and transportation
- Economic issues – effects on property values and construction and operating costs
- Social issues – equity in site choices, aesthetics, and effects on community image
- Political issues – local elections and the vested interest of community groups

(Source: *Sites for Our Solid Waste: A Guidebook for Effective Public Involvement*. 1990. U.S. Environmental Protection Agency; Office of Policy, Planning, and Evaluation; Office of Solid Waste.)

commerce, school districts, commercial garbage and recycling collection companies, transfer station users, environmental and neighborhood groups, tribes, and interested citizens.

In addition to forming an SAC, the division worked to ensure that members of the communities to be served by the new station were aware of the project; were able to receive information about the project; and had opportunities to give input on the project. Public information efforts to non-English speaking communities included translating public information materials into Spanish, Russian, and Korean and providing translators at public meetings.

The division cast a wide net in searching for suitable sites. Two key resources were used: the county's Geographic Information Services (GIS) and professional real estate services. Search filters, including site size, zoning, proximity to major roadways, and critical areas, were used to narrow the number of potential sites.

Three types of criteria were developed to evaluate the suitability of prospective sites.

1. **Pass/fail criteria** consider a variety of regulatory, policy, and practical considerations; for example, the site must be located outside the floodplain. Pass/fail criteria establish minimum standards that must be met to qualify for further consideration. These criteria were used to evaluate all sites that were identified for consideration. Sites not meeting one or more of the pass/fail criteria were eliminated from further consideration.
2. **Functional criteria** provide guidance on optimal engineering, operating, and transportation conditions and consider the site's suitability for use as a transfer station. It is unlikely that any one site will meet all functional criteria – there is no perfect site. Rather, each criterion's relative importance must be considered in order to identify the best site.
3. **Community Criteria** were developed by the SAC to consider factors of particular importance to the community.

As of February 2013, the number of sites had been narrowed and environmental review begun. An environmental impact statement (EIS) will compare the final sites and a "no-build" alternative. An EIS identifies probable significant adverse impacts of the proposed project and potential means for mitigating those impacts. Up-to-date information about the SCRTS siting process, including a complete listing of criteria, can be found on the division's website <http://your.kingcounty.gov/solidwaste/facilities/algona/index.asp>.

## Siting a New Northeast Recycling and Transfer Station

The division expects to begin the process for siting a recycling and transfer station to replace the Houghton Transfer Station later in 2013. The division will use the experience gained in the south county to continue to refine its approach to siting, including equitable community involvement. Community siting criteria specific to the concerns of the northeast service area will be developed by members of that community.



## TRANSFER SERVICES AFTER AN EMERGENCY

Relatively common emergencies, such as seasonal flooding and winter storms, as well as major events, such as earthquakes, can create a significant amount of debris. Debris generated during these types of events can obstruct roadways, cause power outages, and interrupt essential services. A coordinated and effective plan ensures that debris is properly managed to lessen the impacts on communities, the economy, and the environment in the immediate aftermath of an emergency without causing additional problems later in recovery.

To minimize disruptions and provide for efficient management of disaster debris, the division prepared the *King County Operational Disaster Debris Management Plan* (Debris Management Plan; KCSWD 2009) for unincorporated King County. The Debris Management Plan is intended to facilitate rapid response and recovery efforts during a disaster. The plan will be reviewed annually, prior to the storm season, and updated as needed.

The Debris Management Plan supports the 37 incorporated cities that are part of the King County solid waste system by providing a framework and making recommendations that can be used by the cities to develop their own operational disaster debris management plans. The cities have the flexibility to develop a debris management plan that best addresses their individual needs without compromising continuity within the county. The regional debris management planning process was conducted under the direction of the Seattle Urban Area Security Initiative, guided by the federal Homeland Security Department and the State of Washington's Emergency Management Division. The City of Seattle has its own debris management plan and the City of Milton is participating in Pierce County's debris management program.

The county's Debris Management Plan stipulates that during emergency response and recovery, the roles within the King County solid waste system do not change. This means that the division will continue to accept municipal solid waste at the transfer stations to the extent possible and will maximize recycling in accordance with RCW 70.95.010 (8) and KCC Title 10. The transfer facilities will not be used for disposal of emergency debris that could be recycled.

The debris created by a larger event, such as an earthquake, would likely consist primarily of recyclable materials, such as concrete, metal, and wood. The division's Debris Management Plan is coordinated with emergency plans prepared by other jurisdictions to maximize the recycling of these materials. The division works with the King County Regional Communications and Emergency Coordination Center (RCECC) and the Local Hazardous Waste Management Program to coordinate public information and help cities and residents identify recycling options in the event of a debris-causing emergency. Recycling the majority of emergency debris will maximize the division's capacity to continue to handle municipal solid waste over the short- and long-term.

In the event of an emergency, transfer services may be suspended in the short-term. The division's priorities are to:

1. Ensure the safety of staff and customers
2. Confirm the structural integrity of facilities and environmental control systems



3. Coordinate with the RCECC to determine any immediate needs for division staff or equipment
4. Resume service

The division will attempt to maximize the use of existing transfer facilities after an emergency through operational measures such as increased staffing or hours. If some transfer facilities are closed or damaged as a result of the event, customers will be rerouted to remaining stations, and commercial haulers may be routed directly to Cedar Hills. Additionally, the division and the cities may establish temporary debris management sites where debris can be stored until it can be sorted for recycling or proper disposal. It is recommended that potential sites in unincorporated King County and in cities be identified by each jurisdiction in advance of an emergency. The acceptance policies at these sites would be determined in response to the nature of the event and the debris that is generated.



# 6

Landfill Management and  
Solid Waste Disposal

# Landfill Management and Solid Waste Disposal

## Policies

- DS-1 Operate and maintain the Cedar Hills Regional Landfill to meet or exceed the highest federal, state, and local standards for protection of public health and the environment.
- DS-2 Maximize the capacity and lifespan of the Cedar Hills Regional Landfill, subject to environmental constraints, relative costs to operate, and stakeholder interests.
- DS-3 Monitor and maintain closed landfills to meet or exceed the highest federal, state, and local standards for protection of public health and the environment.

# Landfill Management and Solid Waste Disposal

## Summary of Recommendations

Responsibility		Action	Detailed Discussion
1	County	Track and evaluate options for disposal once the Cedar Hills Regional Landfill reaches capacity and closes. Consider waste export to an out-of-county landfill, a waste-to-energy facility(ies), and other disposal or conversion technologies, to handle all or a portion of the county's waste.	Page 6-2, 6-10
2	County	Evaluate partial early waste diversion considering effects on system costs versus benefits.	Page 6-2, 6-10
3	County	Explore beneficial reuse options for closed landfills, designing monitoring and environmental systems that will facilitate reuse of the properties and provide continued benefit to the surrounding communities.	Page 6-18
4	County, cities, tribal governments	To prepare for potential emergencies, work with state and regional authorities to coordinate a Debris Management Plan for King County.	Page 6-21

# LANDFILL MANAGEMENT AND SOLID WASTE DISPOSAL

Solid waste generated in King County's service area is disposed at the Cedar Hills Regional Landfill (Cedar Hills) – the only active landfill remaining in the county. Located on a 920-acre site in the Maple Valley area, Cedar Hills has provided for the safe and efficient disposal of the county's solid waste since 1965. In 2012, the landfill received almost 800,000 tons of municipal solid waste.

Estimates in the 2001 *Comprehensive Solid Waste Management Plan* (2001 Solid Waste Plan) indicated that Cedar Hills would reach its permitted capacity and close in 2012. This projected closure date has been extended, however, through the implementation of best management practices in daily landfill operations, natural settling of the waste through decomposition, ongoing waste prevention and recycling, and recent declines in tonnage attributable to the economic downturn. Further, a Project Program Plan for the landfill, approved by the Metropolitan King County Council in December 2010, allows development of additional refuse areas. With the approval of this plan, Cedar Hills is expected to remain in operation through about 2025.

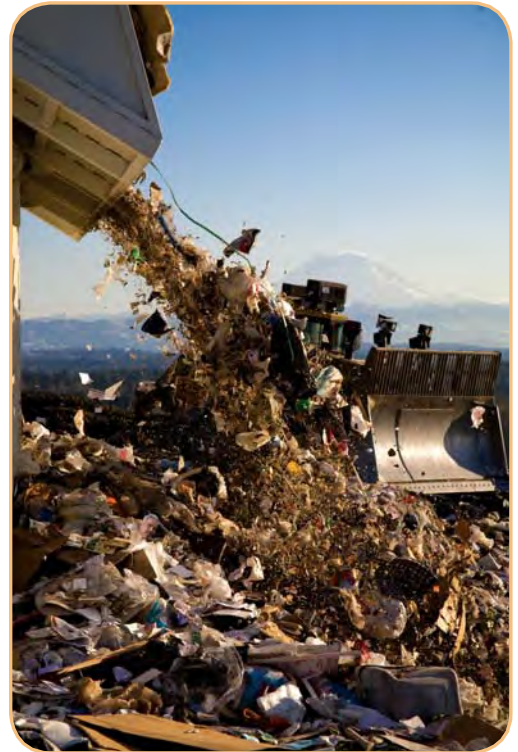
A comparative evaluation of alternative disposal options (R.W. Beck 2007) that are compatible with increased recycling and capable of handling King County's waste while meeting applicable regulations indicates that disposal at Cedar Hills is the most economical way to handle King County's solid waste. It is significantly less expensive than the projected costs of other disposal options, including transporting waste to an out-of-county landfill or to a waste-to-energy or other waste conversion facility.

By extending the life of the landfill and delaying the transition to a new disposal method, the county will be able to delay the unavoidable rate increases that will be needed to accommodate this transition.

The *Solid Waste Transfer and Waste Management Plan* (Transfer Plan) approved by the County Council in December 2007 contains the following recommendation for the future of the landfill:

Explore opportunities for taking advantage of available landfill capacity to extend the life of this cost-effective disposal option; revise the Cedar Hills Site Development Plan and seek to maximize the capacity (lifespan) of the landfill, subject to environmental constraints, relative costs to operate, and stakeholder interests.

Under this direction, the division developed five action alternatives for consideration that would extend landfill life for an additional three to 13 years beyond the then-projected closure date of 2019.



*The Cedar Hills Regional Landfill has been in operation since the 1960s.*





*The landfill area has been developed in sequential stages over time.*

A comprehensive environmental review was conducted on the five alternatives and a no action alternative, in accordance with the State Environmental Policy Act. The *Final Environmental Impact Statement*, issued in July 2010, determined that none of the five action alternatives would pose significant adverse environmental impacts compared with the no action alternative (KCSWD 2010a).

Based on the environmental review, operational feasibility, cost, stakeholder interest, and flexibility to further expand landfill capacity if circumstances warrant, a preferred alternative was identified. The County Council approved the recommended alternative in December 2010. The selected alternative will develop 56.5 acres for one to two new refuse areas in the southwestern portion of the landfill and extend landfill life for five to six years beyond 2019 (see *New Area Development* on page 6-8 for more details).

Consistent with the recommendation to extend the life of Cedar Hills, the division will also consider the benefits of diverting a portion of the waste stream from Cedar Hills to another disposal option(s) before the landfill closes. Partial early diversion would further extend the life of the Cedar Hills landfill and would provide an opportunity to assess other options before it is necessary to make a final decision. If the division were to implement early waste diversion, a wide range of disposal options would be evaluated, including export to an out-of-county landfill, waste conversion technologies,

and incineration with energy and resource recovery. A decision about whether to proceed with partial early diversion would be made after thorough evaluation.

Even with a sound landfill development alternative and other strategies to extend the life of Cedar Hills, the landfill is projected to reach capacity and close within a period of 20 years. In the 2001 Solid Waste Plan, county policy stated “the county should not seek to site a replacement landfill for the Cedar Hills regional landfill” and directed that the county “initiate solid waste export” and “contract for long-term disposal capacity at an out-of-county landfill” to handle the county’s waste when Cedar Hills reaches its permitted capacity. While waste export to an out-of-county landfill is still a viable alternative, current and emerging conversion technologies might also offer viable alternatives for handling all or some components of King County’s waste in the future.

System users benefit from long-term disposal arrangements. More cost-competitive rates can be achieved with longer-term disposal contracts as compared to shorter-term contracts. Long-term contracts also provide more predictable rates. To that end, at least seven years before projected closure of the Cedar Hills landfill, the county will engage with advisory committees to seek their advice and input on the disposal alternatives to be used after closure of Cedar Hills. Changes to the system associated with closure of the landfill, estimated costs associated with the recommended disposal alternatives, and amendments to the comprehensive solid waste management plan that would be necessary to support changes in disposal will also be discussed.

This chapter provides a brief background of the Cedar Hills landfill, a discussion of strategies and options for extending the life of the landfill, a snapshot of the range of potential disposal options after Cedar Hills closes,



and an outline of criteria that would be used to screen options for future disposal and partial early waste diversion. The final sections of the chapter address the restoration of closed landfills, disposal of special wastes, and disposal in an emergency.

## **BACKGROUND OF THE CEDAR HILLS REGIONAL LANDFILL**

Cedar Hills was originally permitted in 1960, at a time when there were few regulations in place to govern the design and operation of landfills. Since then, environmental regulations have become increasingly rigorous, requiring the placement of an impermeable, high-density polyethylene liner and clay barrier at the bottom of the landfill, daily cover (using soil or other approved materials) over the waste, and frequent environmental monitoring, among other requirements.

Over time, Cedar Hills has been developed in sequential stages (or refuse areas) in accordance with the most current Site Development Plan. The division has invested considerable effort and resources to upgrade older areas of the landfill, while designing and operating new areas to meet or exceed regulatory requirements. Figure 6-1 shows the layout of the landfill, including the boundaries of the past and active refuse areas as currently permitted. As shown, Area 7 is the currently active refuse area, and is expected to operate to about 2018. At that time, operations will transition to Area 8.

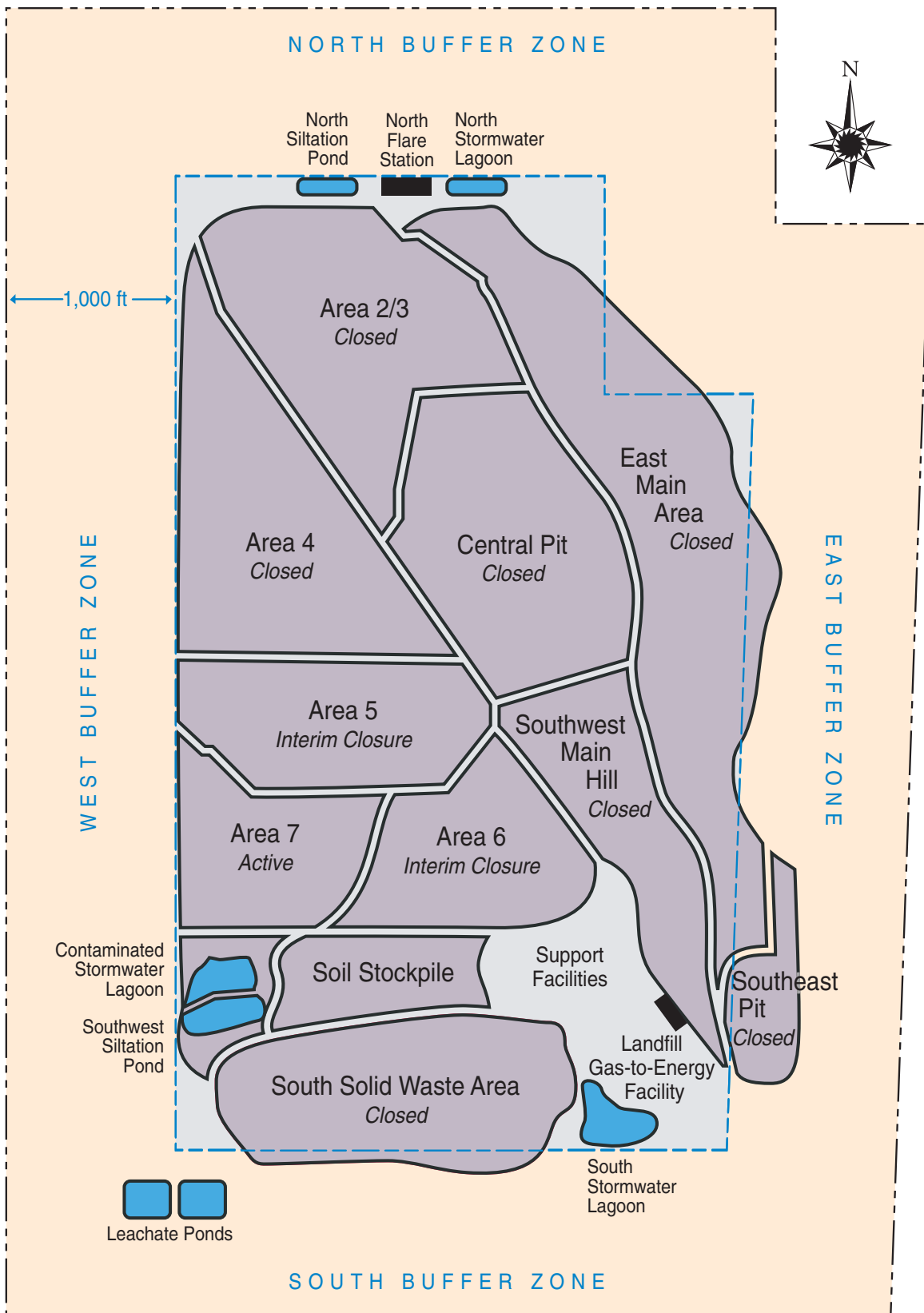
The division will begin design and permitting of Area 8 in 2013. While the current land use permit allows for development of Area 8, additional or modified permits from the Washington State Department of Ecology (Ecology), Public Health – Seattle & King County (Public Health), and the Puget Sound Clean Air Agency will be required before Area 8 can begin operations.

The landfill is bordered by residentially zoned property on the north, west, and east, and by property to the south that is zoned for mining, other resource extraction, and similar uses. State regulation WAC 173-351-140(3)(b) requires a 250-foot buffer between the active area and residentially zoned property, and a 100-foot buffer between the active area and non-residentially zoned property. However, a special permit, approved by the King County Board of Commissioners in 1960, specified that a 1,000-foot buffer be established around the landfill and left in its natural condition. Use of this buffer zone is currently limited to site access and other approved uses not directly related to land-filling operations, such as environmental monitoring and activities at the Passage Point transitional housing development.

The landfill has received national recognition for its operations and environmental control systems. The environmental control systems, for both older and newly developed areas, are operated and maintained to meet or exceed the highest federal, state, and local standards for protection of public health and the environment. This complex network of environmental controls consists of collection pipes, culverts, and holding ponds to manage water and landfill gas.

Water at the landfill is separated into two categories for treatment. These are clean stormwater; and water that has potentially come into contact with garbage. Leachate is produced when water percolates through the garbage; it is collected in pipes within the landfill and diverted to lined lagoons. In the lagoons, the leachate is aerated as a preliminary treatment before being sent to a wastewater treatment plant. The

Figure 6-1. Current layout of the Cedar Hills Regional Landfill



bottom liner and clay barrier beneath the landfill prevent leachate from seeping into the soil or groundwater. Stormwater that runs off the surface of active landfill areas is also potentially contaminated. It is collected in lined ponds before moving on to the treatment system. Clean stormwater is diverted to detention or siltation ponds to control flow and remove sediment, and is then discharged to surface water off-site.

Landfill gas is generated through the decomposition of waste buried in the landfill. The gas consists of about 50 percent to 60 percent methane, with the remainder made up of carbon dioxide and trace amounts of oxygen, nitrogen, and other gases. The landfill gas collected in a series of pipes from Cedar Hills used to be routed to high-temperature flares, where it was burned to safely destroy any harmful emissions. In 2009, a landfill gas-to-energy facility began operations. The facility runs landfill gas through a series of processors that remove and destroy the harmful components and convert the methane portion of the gas into pipeline-quality natural gas. The clean gas is used to power the facility, and can be routed through a nearby gas line into the Puget Sound Energy grid. Other uses for the gas, such as producing compressed natural gas for operating vehicles, may also be possible. The flare system is kept in standby mode; during maintenance of the energy facility or in the event of an emergency, the flare system can be activated to manage the gas. Air emissions from the flare system are tested regularly and meet or exceed all applicable environmental regulations.



*Leachate from the landfill is pretreated in an aeration pond before being sent to a wastewater treatment plant.*



*An extraction well collects gas from the landfill and routes it to the landfill gas-to-energy facility for conversion to marketable natural gas.*

## Conversion of Landfill Gas to Green Energy

In May 2009, a landfill gas-to-energy facility began operations at Cedar Hills to convert methane gas into pipeline-quality natural gas. At the end of 2012, the gas-to-energy facility, owned and operated by the private firm Bio Energy (Washington) LLC, was generating enough natural gas to heat about 30,000 homes. The facility also contributes energy to support plant operations.

Because the converted methane gas from the landfill replaces an equal amount of natural gas from a non-renewable source, the landfill gas-to-energy project results in an overall reduction of emissions, including greenhouse gas emissions. The estimated annual reduction in greenhouse gas emissions from converting the landfill gas to natural gas is roughly equal to the emissions generated by 22,000 average passenger cars. This translates into an estimated 63 percent reduction in the carbon footprint of the landfill.



## EXTENDING THE LIFE OF THE LANDFILL

The Cedar Hills landfill is a valuable asset to King County. Continuing to use the landfill for as long as reasonably possible will keep rates lower until the county transitions to another disposal option in the future. To maximize the benefit of the landfill, the division is pursuing three primary strategies:

- Operational efficiencies
- New area development
- Diversion of waste

These three strategies seek to extend the life of the landfill by increasing landfill capacity and density, which are defined as follows:

**Landfill capacity** – the amount of space available in which to place waste. Landfill capacity is the amount of space, often referred to as airspace, which is permitted and available for disposal of waste. It is calculated based on the height, footprint, and slopes of the landfill.



*Area 7, the currently active refuse area.*



**Density** – how tightly materials are packed together, in this case solid waste in the landfill. A higher density means more waste packed in a designated space. The density of solid waste within the landfill is a function of both natural processes and operational practices. Density is increased as waste is compacted by heavy machinery on the face of the landfill and by the natural settling that occurs over time as solid waste decomposes.

## Operational Efficiencies

The division has made a series of operational changes to increase landfill capacity and density. These changes include reducing the amount of soil and rock buried in the landfill, using more efficient unloading and compaction equipment, and taking advantage of natural settlement. Some of the key efficiencies are described below:

- The division has implemented strategies to minimize the placement of soil in the landfill. For example, in the past, six inches of compacted soil was used to cover the entire surface of the active solid waste disposal area at the end of each working day. Daily cover serves to control litter and discourage foraging by animals, such as rodents and birds; however, the use of soil consumes valuable landfill space. The division now uses retractable tarps to cover most of the waste at the end of each day to reduce the amount of soil buried in the landfill; the tarps serve the same function as the daily soil cover. At the start of each day's operations, the tarps are rolled up, and more solid waste is placed directly on top of the previous day's waste. Soil is still used to cover side slope areas; however, as much of this soil as possible is removed before more waste is placed, and the soil is then reused. Together, these practices have resulted in a reduction of the volume of soil buried in the landfill.
- Tippers now empty trailers and containers rather than the walking floor trailers previously used. Walking floor trailers require a large, rock covered surface for the trucks to drive on as the walking floor rolls the garbage out the back of the trailer. These large rock surfaces are not required with the tippers. Instead, the garbage trailers are backed onto the tipper, which tilts the trailer, allowing the garbage to slide out of the back and into the refuse area. The use of tippers not only reduces the use of rock, it also decreases unloading time for each trailer by at least half, and reduces equipment and tire damage.



*The Tarp-O-Matic covers the working face of the landfill at the end of each day.*

- Heavier equipment and improved methods have increased waste compaction. Packing the waste to a greater density allows more airspace for additional solid waste in each landfill area.
- Another strategy for increasing landfill capacity is taking advantage of the natural settlement that occurs as waste placed in each area decomposes. As this natural settling occurs, the level of the landfill drops below the permitted height, allowing more waste to be added to bring the height of a previously filled area back up to its planned level. To take advantage of this natural settlement, the division has delayed final closure of Areas 5 and 6, and will delay final closure of Area 7, to allow settling to occur so that additional waste can be added before final cover is applied.



*Side-by-side tippers greatly reduce the time required for unloading garbage trailers at the landfill.*

With these operational changes, more solid waste can be placed within the already designed and permitted refuse areas, without further expansion of the landfill. The division will continue to pursue these and other best management practices that preserve airspace and add capacity to the landfill.

## New Area Development

During 2009 and 2010, the division explored alternatives for extending the life of the landfill. A wide range of alternatives was originally identified. Based on a preliminary assessment of operational and engineering feasibility, as well as likely environmental impacts, five action alternatives were developed for consideration that would extend landfill life for an additional three to 13 years beyond the then-projected closure date of 2019.



*Division staff continually work to make landfill operations more efficient.*

In accordance with the State Environmental Policy Act, an environmental impact statement (EIS) was prepared to provide a comprehensive environmental review of each of the five action alternatives and the no action alternative (i.e., no further development beyond Area 7). The Final EIS, issued in July 2010, determined that none of the five action alternatives would pose any significant unavoidable adverse environmental impacts compared with the no action alternative (KCSWD 2010a).



In the Final EIS, the division recommended a preferred alternative for landfill development based on environmental review, operational feasibility, cost, stakeholder interest, and flexibility for future expansion if circumstances warrant. The preferred alternative (Alternative 2) will develop 56.5 acres for new refuse area construction in the southwestern portion of the landfill and will extend landfill life for five to six years beyond 2019. It maximizes the use of readily available space at the landfill with no significant potential adverse impacts on the environment and the least amount of disruption to existing landfill structures and the buffer. At the same time, this alternative preserves the flexibility to implement further development should it be necessary in the future. Alternative 2 balances the cost of future development and operations with savings to the ratepayer.

Following publication of the Final EIS, the division submitted a Project Program Plan (PPP) to the County Council for approval (KCSWD 2010b). The PPP, which provides the rationale for selecting Alternative 2, was approved by the County Council in December 2010. The PPP will be supported by the detailed construction plans and area development project plans that will be prepared as landfill development progresses.

## **Diversion of Waste**

Reducing the amount of waste delivered to the landfill (waste diversion) is one of the more effective strategies for extending landfill life. The division will continue to practice current methods of waste diversion and may implement further strategies, as discussed below.

## **Current Strategies for Waste Diversion**

Waste is currently diverted from Cedar Hills through two primary methods – waste prevention and recycling (WPR) and a ban on the acceptance of most construction and demolition debris (C&D).

WPR efforts have proven a successful strategy for extending the life of the landfill. During a 20 year period, an estimated 10 million tons of materials that would otherwise have been disposed in the landfill were recycled, extending the landfill's life by approximately 10 years. Without WPR efforts, it is estimated that the Cedar Hills landfill would have reached capacity in December 2006.

Banning most C&D debris from Cedar Hills has also contributed to extending landfill life. Since the disposal ban in 1994, an estimated 3.4 million tons of C&D debris has been diverted from the landfill. To manage the majority of the region's C&D, the division contracts with two private sector companies – Republic Services and Waste Management. The division's current C&D contracts are scheduled to expire in 2014. Before the expiration date, the division will evaluate options for ensuring adequate transfer capacity and recycling/reuse opportunities for C&D in the future. Options could include negotiating new contracts for C&D handling, allowing C&D to flow to private-sector facilities without division contracts, and accepting more C&D at new and reconstructed county transfer stations.

## Potential Strategies for Waste Diversion

As mentioned in the introduction to this chapter, the division will examine the feasibility of diverting a portion of the solid waste stream to another disposal option(s) while the landfill is still in operation. Possible options could include exporting waste to an out-of-county landfill, waste conversion technologies, and incineration with energy and resource recovery. A cost-benefit analysis would precede any decision to pursue early diversion, along with a thorough evaluation of environmental, social, economic, and other criteria.

## DISPOSAL OPTIONS ONCE CEDAR HILLS CLOSES

When Cedar Hills reaches capacity and closes, the county will no longer own or operate a disposal facility. The county is not considering the development of a replacement landfill either in King County or in another county. Conditions in King County such as land availability, environmental considerations, public acceptance, cost, and other issues would impede any effort to site a replacement landfill in King County. With the large amount of landfill space already developed in the Pacific Northwest, siting a landfill elsewhere in Washington is not practical.

With approximately 800,000 to 1 million tons of solid waste to dispose annually, there has been considerable interest from the private sector in handling the county's waste after the Cedar Hills landfill closes. Three national disposal companies offer competitive landfill capacity within one day's rail haul, and additional potential competitors operate farther away. In addition, a growing number of companies have shown interest in providing disposal service through a range of other options, including incineration and conversion technologies.

In 2007, the division hired a private consulting firm, R.W. Beck, to study future waste disposal options for the county (Conversion Technology Report; R.W. Beck 2007). Their report provided a preliminary look at a wide range of technologies, with an emphasis on three commercially proven incineration technologies that would produce energy – mass burn waste-to-energy, refuse derived fuel, and advanced thermal recycling. The report compares them with waste export to an out-of-county landfill.



Key conclusions of the report are as follows:

- The three technologies and the waste export disposal option are each capable of handling the quantity and composition of the King County waste stream while meeting all applicable regulatory requirements.
- The technologies are compatible with county efforts to increase recycling, up to a 70 percent recycling rate.
- The incineration technologies are more expensive than the waste export disposal option.
- An informed decision on disposal options will require a more detailed analysis.

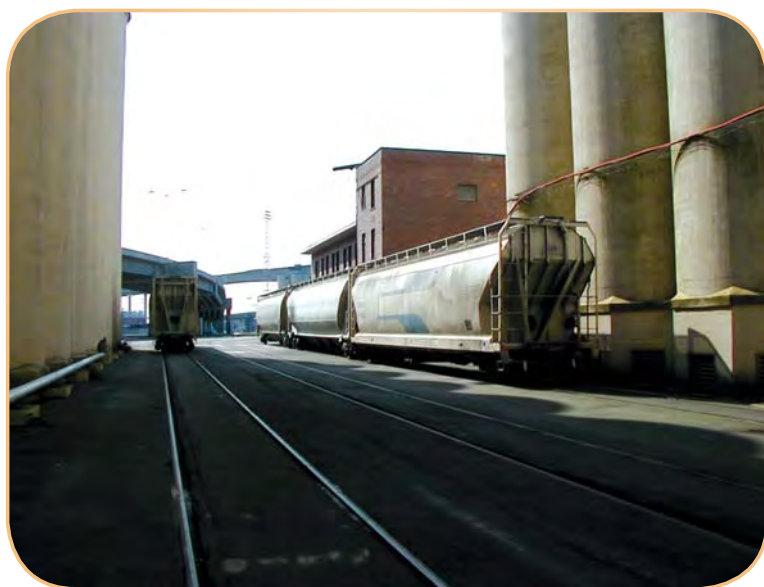
The Conversion Technology Report was not intended to recommend a disposal method, but rather to provide a starting point for evaluating the wide range of alternatives. The division will continue to track existing and emerging technologies and related developments, such as regulations. Alternatives will be evaluated during this six-year planning period and a decision for post-Cedar Hills disposal will be identified in the next comprehensive solid waste management plan update.

What follows is a discussion of potential disposal options to consider once the Cedar Hills landfill closes and/or for diversion of a portion of the waste stream while the landfill is still operating.

## Export to an Out-of-County Landfill

Previous county policy established export to an out-of-county landfill as the choice for disposal after closure of the Cedar Hills landfill. While this plan recommends that other options be considered as well, export to an out-of-county landfill continues to be a viable alternative. A properly run landfill is an environmentally sound method of solid waste disposal and may produce energy from its landfill gas. In the Pacific Northwest, existing landfill space is plentiful enough to handle the county's solid waste for many years to come, as shown in Table 6-1. There are at least four landfills currently available in the western U.S.

Export to an out-of-county landfill would require contracting with a private disposal company. Rail transport is the most likely mode of transport, so an intermodal facility, where solid waste containers are transferred from trucks onto rail cars, would be needed. This service could be part of the contract and obtained by the disposal company, or the division could



*The Harbor Island property has access to the region's two rail lines.*

Table 6-1. Potential locations for out-of-county landfill disposal

Landfill Name	Location	Owner	Miles from Seattle	Waste-to-Energy	Total Permitted Capacity (tons)	Remaining Capacity (2013)	Opening Year	Estimated Closure
<b>Active Landfills</b>								
Columbia Ridge Landfill and Recycling Center	Gilliam County, OR	Waste Management	325	6.4 MW gas-to-electricity; plasma gasification demonstration plant	354,275,000	330,000,000	1990	2150+
Roosevelt Regional Landfill	Klickitat County, WA	Republic Services	330	10 MW gas-to-electricity	244,600,000	194,000,000	1990	2110+
Finley Buttes Regional Landfill	Morrow County, OR	Waste Connections	352	4.6 MW gas-to-electricity; co-generation facility <sup>a</sup>	158,900,000 <sup>b</sup>	147,000,000	1990	2250+
Simco Road Regional Landfill	Elmore County, ID	Idaho Waste Systems	628	None	210,000,000 <sup>c</sup>	200,000,000+	2000	2100+

<sup>a</sup> Co-generation facility captures waste heat from gas-to-electricity plant for use by adjacent property owner.

<sup>b</sup> Finley Buttes has the potential to expand to a permitted capacity of 400 million tons.

<sup>c</sup> Simco Road Regional Landfill is currently expanding to a permitted capacity of 420 million tons.

obtain intermodal capacity on its own, or develop its own intermodal site. The ability to access both railroad lines that serve King County – Burlington Northern Santa Fe Railway and Union Pacific – would increase the potential for competition among the private landfills, and thus likely have a positive effect on rates.

To preserve the option to develop its own intermodal site, the county purchased property on Harbor Island in Seattle, which has access to both rail lines. The previously approved Transfer Plan recommended continuing to monitor local intermodal capacity and retaining the Harbor Island property as a potential option for an intermodal site.

## Alternative Technologies

In the late 1980s, both King County and Seattle planned to convert from landfilling to incineration. Protests by the public and environmental groups led both jurisdictions to abandon plans to build incinerators and to embrace recycling and waste reduction, along with exploring the use of out-of-county landfills. However, during the past decade, technological advancements in incineration and the emergence of potentially viable waste conversion technologies have resulted in renewed interest in exploring other options for disposal. Technologies that convert solid waste to energy or other usable resources are in various stages of development and testing. The 2007 Conversion Technology Report (R.W. Beck 2007) was a first step in beginning to understand and evaluate these technologies as potential alternatives to the landfilling of the County's solid waste.

The Conversion Technology Report reviewed available information regarding current and emerging technologies for the processing of solid waste and defined conversion technology as "a process which converts solid waste from a waste product to a useful form of energy and/or useable byproduct, generally with some residual, unusable component that must be sent for disposal." Typically, in addition to residual waste, some portion of the waste stream, called bypass waste, is unsuitable for conversion technology processes and must be disposed in a landfill. For the purposes of the study, it was assumed that the county would select a single facility with the ability to handle about 3,200 tons of waste per day. Since the report was produced, however, the county has concluded that a combination of disposal methods for specific components of the waste stream should also be further evaluated.

The report identified three proven incineration technologies that would produce energy and could manage the county's entire waste stream: mass burn waste-to-energy, refuse derived fuel, and advanced thermal recycling. These three were identified as having sufficient operating experience in handling the volume of solid waste generated in King County. In addition, each has the demonstrated ability to meet permit requirements for air quality and to produce a manageable amount of ash and other residuals that can be properly disposed of or potentially reused.

Beyond these established technologies, the report identified a number of other thermal, biological, and chemical technologies, some established and some emerging, that could handle all or specific components of the county's waste stream. More detailed information can be found in the Conversion Technology Report.

Due to rapid advances in the waste conversion technology industry, the county is monitoring and tracking many more waste conversion technologies and systems than the five initially recommended



by the Conversion Technology Report. Hundreds of companies are forming, developing new methods, obtaining patents, and improving waste conversion technology systems. Many universities, consultants, and organizations are conducting studies and producing reports, and partnerships are forming to fund, build, and operate facilities. Meanwhile, jurisdictions are undertaking rule making efforts to define terms and establish regulations that both facilitate the development of these technologies and protect the environment and the public. Waste conversion technologies are also now being defined separately from incineration, e.g., “Waste conversion technologies (WCTs) are non-incineration technologies that are used to convert the non-recyclable portion of the municipal solid waste stream to electricity, fuels, and/or industrial chemical feedstocks” (SWANA 2011).

Waste conversion technologies use thermal, biological, or chemical processes that are sometimes combined with mechanical processes. Technologies using a thermal process include pyrolysis, gasification, and plasma arc gasification. Hydrolysis/fermentation, anaerobic digestion, and aerobic composting use biological processes. Depolymerization uses a chemical process.

Below is a sampling of conversion technologies, as described by Jeremy K. O’Brien of the Solid Waste Association of North America (SWANA 2011).

**Gasification** is a commercially proven manufacturing process that converts such hydrocarbons as coal, petroleum coke, biomass (such as wood and agricultural crops or wastes) and other organics to a synthesis gas (syngas), which can be further processed to produce chemicals, fertilizers, liquid fuels, hydrogen, and electricity. In a gasification facility, hydrocarbon feedstock is injected with air or oxygen and steam into a high-temperature, pressurized reactor until the chemical bonds of the feedstock are broken. The resulting reaction produces the syngas. The syngas is then cleansed to remove such impurities as sulfur, mercury, particulates, and trace minerals.

**Pyrolysis** is a process that involves the thermal decomposition of feedstock at high temperatures (750°F–1,500°F) in the absence of air. The resulting end product is a mixture of solids (char), liquids (oxygenated oils), and gases (methane, carbon monoxide, and carbon dioxide). The oils and fuel gases can be used directly as boiler fuel or refined for higher-quality uses such as engine fuels, chemicals, adhesives, and other products. The solid residue contains most of the inorganic portion of the feedstock as well as large amounts of solid carbon or char.

**Plasma arc gasification** technology is a heating method that can be used in both pyrolysis and gasification systems. This technology was developed for the metals industry in the late nineteenth century. Plasma arc technology uses very high temperatures (7,000°F) to break down the feedstock into elemental byproducts. When municipal solid waste (MSW) is processed, the intense heat actually breaks up the molecular structure of the organic material to produce such simpler gaseous molecules as carbon monoxide, hydrogen, and carbon dioxide. The inorganic material is vitrified to form a glassy residue.

**Anaerobic digestion** is the bacterial breakdown of organics in the absence of oxygen. It can occur over a wide temperature range from 50°F to 160°F. Anaerobic digestion of municipal solid waste can occur naturally, as in a landfill, or in a controlled environment, such as a MSW anaerobic-digestion facility. In the latter, MSW is first processed for removal of inorganic and recyclable components, reduced in size, and then placed in an airtight vessel called a digester, where the process occurs. The

resulting biogas can be used as fuel for engines, gas turbines, fuel cells, boilers, and industrial heaters. It can also be used in other processes and in the manufacture of chemicals.

Companies develop systems from these technologies to convert material into electricity, fuels, and/or chemicals that can be used by industry. While systems generally have some residual material that must be disposed, many systems combine technologies to recover or further refine residual material for use as marketable products or components in marketable products.

The feedstock used by waste conversion technology systems can be MSW; selected materials removed from MSW, such as organics; or MSW combined with sewage sludge. Each system has unique requirements regarding the types, size, and amount of feedstock processed per day.

The division is committed to the continued exploration of these and other emerging technologies and advances in established disposal methods, such as incineration with energy and resource recovery. In addition, the division is monitoring changing definitions, legislation and regulations, companies and partnerships. Exploring early partial waste diversion will provide an opportunity to learn more about this growing part of the solid waste industry.

## Terms

**Feedstock** is the input material used by waste conversion and waste-to-energy technologies.

**Incineration** is a disposal method that converts waste materials into ash, flue gas, and heat using controlled flame combustion.

**Systems** are unique technological methods for processing specified feedstock that are developed and patented by companies.

**Waste conversion technologies** are non-incineration technologies that use thermal, chemical, or biological processes, sometimes combined with mechanical processes, to convert the unrecycled portion of the municipal solid waste stream to electricity, fuels, and/or chemicals that can be used by industry.

**Waste-to-energy technologies** recover energy from municipal solid waste and include both waste conversion technologies and incineration with energy recovery, such as mass burn waste-to-energy, refuse-derived fuel, and advanced thermal recycling.

## Screening and Evaluation Criteria for Disposal Options

The division, in collaboration with its advisory committees, has developed draft criteria by which disposal options may be screened and evaluated when making future decisions. The screening and evaluation criteria fall into six categories, each with a number of sub-categories. Specific requirements can be developed based on these criteria when it is time to make selections for either partial waste diversion or for disposal after Cedar Hills reaches capacity and closes.

- **Environmental**
  - ◊ Human health
  - ◊ Climate change
  - ◊ Air quality

- ◊ Water quality
- ◊ Energy production
- ◊ Resource conservation
- ◊ Compatibility with waste prevention and recycling
- **Social**
  - ◊ Environmental justice
  - ◊ Social justice/equity
  - ◊ Effects on livability and character of communities
- **Economic**
  - ◊ Capital cost
  - ◊ Financing
  - ◊ Operating cost
  - ◊ Revenue generated
  - ◊ Risk
- **Availability**
  - ◊ Capacity
  - ◊ Start date
  - ◊ Operating life of facility
  - ◊ Siting, design, permitting, and construction requirements
  - ◊ Operating and maintenance personnel
  - ◊ Financial assurance and insurability
- **Operating history**
  - ◊ Proven performance
    - Ability to handle amount of waste
    - Operator record
    - Safety record
    - Regulatory compliance
  - ◊ Compliance with regulatory requirements
  - ◊ Ability to respond after an emergency
  - ◊ Ability to provide performance guarantees
- **Contract and operational requirements**
  - ◊ Minimum level of waste required
  - ◊ Composition of waste required
  - ◊ Contract flexibility
    - Length of commitment required
    - Opportunity for contract reopeners
  - ◊ Waste not accepted/ability to handle special waste
  - ◊ Residue disposal requirements
  - ◊ Compatibility with waste prevention and recycling
  - ◊ Compatibility with current collection and transfer systems

## RESTORATION OF CLOSED LANDFILLS

The division maintains responsibility for nine closed landfills located throughout King County (Figure 6-2). The landfills closed between the mid-1960s and 1999. All of the closed landfills have been thoroughly investigated; findings were reported to the proper county, state, and federal agencies. Where necessary, remedial actions were taken and the division has continued to monitor the sites to ensure that they do not pose a risk to human health or the environment.

### Post-Closure Monitoring and Maintenance

At seven of the nine closed landfills, the division routinely monitors groundwater, surface water, wastewater, and landfill gas. The Bow Lake and Corliss landfills have reached a stable state and no longer require monitoring. Studies are underway at the Vashon, Cedar Falls, Hobart, and Enumclaw landfills to determine what additional actions are needed for these landfills to reach a stable state. When a stable state has been reached, post-closure activities at these landfills may be reduced or terminated.

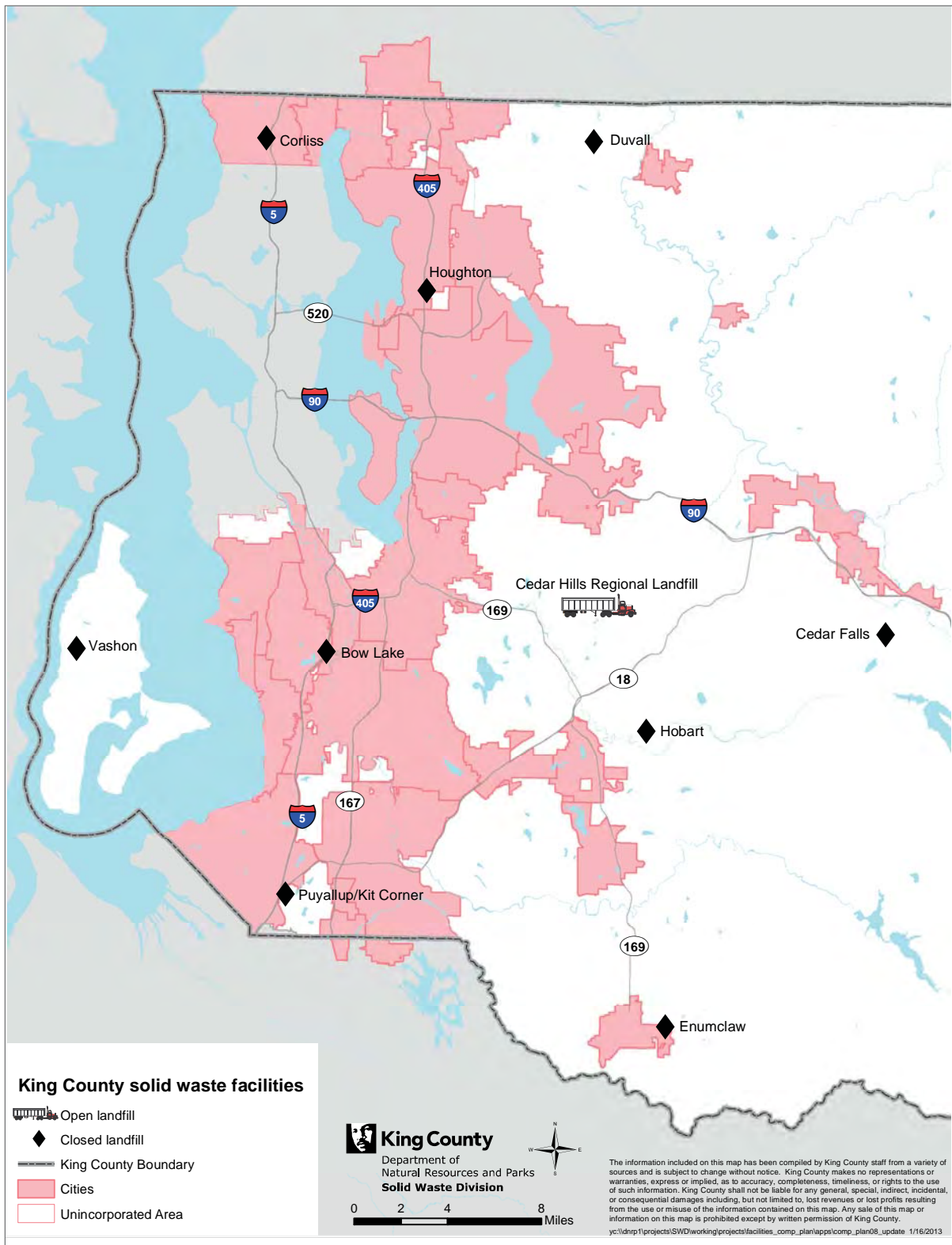
Under the current monitoring program, sampling data are collected from more than 180 groundwater, surface water, and wastewater monitoring stations, and approximately 100 landfill gas monitoring stations. These data are summarized in quarterly and annual reports submitted to Ecology and Public Health. Public Health also routinely inspects all of the closed landfills.

The closed landfills were constructed under different standards than those that guide landfill development today. With the exception of portions of the Vashon landfill constructed after 1989, they are unlined and do not, in some cases, incorporate all of the environmental control systems present in a modern landfill. Thus, the unique characteristics of each site – in particular the underlying geology, what lies downstream, and the waste that was originally placed in the landfill – play an important role in the post-closure needs of the site. These factors also influence the need for ongoing monitoring and maintenance of the existing landfill control systems. As the closed landfills reach the end of their required post-closure periods, each will be evaluated to determine what level of ongoing monitoring is necessary. In some cases, there may be no need to continue monitoring; at other sites, monitoring may continue at a reduced frequency and for a reduced range of constituents.

Over the years, environmental controls have been added at many of the closed landfills as determined by monitoring results. Additionally, most sites have been capped with either composite cover systems or vegetative cover. At the Hobart landfill a subsurface slurry wall was constructed, which effectively maintains a separation between refuse and ground water. At the Corliss landfill, waste was removed when the Shoreline Recycling and Transfer Station was built. Some waste was also removed from the Bow Lake landfill when the new station was built.

When the Cedar Hills Regional Landfill reaches capacity and closes, the bottom liner, capped top, and extensive gas and water control systems will inhibit releases to the environment for many years. Applicable regulations will define the minimum post-closure period (currently 30 years). Landfill

Figure 6-2. Locations of closed landfills





closure is guided by the Resource Conservation and Recovery Act Title 40, Subtitle D, Part 258, Subpart F – Closure and Post-Closure Care, as well as Washington Administrative Code 173-351. The post-closure period may be shortened or lengthened based on the perceived risks to human health and the environment. After the post-closure period, there is expected to be some reduced level of monitoring and care to ensure the integrity of the cap and other environmental controls. A recent study by the Solid Waste Association of North America Applied Research Foundation (*The Long-Term Environmental Risks of Subtitle D Landfills*; SWANA 2008) concludes that, “For a closed landfill with a fully functional final cover system or one where only minor breaches have occurred, the environmental and public health threat is likely to be relatively minor.”

## Beneficial Reuse of Landfill Properties

The county continues to examine possibilities for the beneficial reuse of closed landfill properties. While the presence of landfill control systems at these landfills can limit the types of beneficial reuse projects that can be implemented, the county has been successful in converting several properties wholly or in part to new purposes.

**Houghton landfill** – Athletic fields were developed on the former Houghton landfill area. The division’s environmental investigations, which were independently verified by Public Health, the University of Washington, and the U.S. Environmental Protection Agency, found that no health or safety threat would be posed by using the covered landfill for recreation.

**Hobart landfill** – Model airplane enthusiasts and an astronomy club use the open spaces of the Hobart landfill.

**Duvall landfill** – The county installed an 800-MHz radio tower outside of the refuse boundary of the Duvall landfill as part of its Emergency Communications Project.

**Cedar Falls, Duvall, and Puyallup/Kit Corner landfills** – Walking and cycling trails in the property buffers are used by area communities.



*Trees and vegetative cover at the Duvall landfill help reduce carbon dioxide (a greenhouse gas) in the atmosphere through the natural process of photosynthesis.*

## Community solar program

The Community Solar Program, a part of the Washington state renewable energy system cost recovery program, RCW 82.16.110 - 140 and WAC 458-20-273, provides incentives for citizens to form investment groups to purchase and install solar panels on public property. Individuals who may not have sufficient property, solar access, or capital to purchase their own private solar array, can invest in a share of a solar

project located on the property of a cooperating local government. State law currently authorizes the program until 2020.

Projects would provide benefits to the county through reliable on-site power, net-metering that can reduce electric bills, and implementation of renewable energy and green technology strategies outlined in the 2010 King County Energy Plan.

Leasing division property for community solar projects will promote clean solar power in the county, reduce greenhouse gas emissions in the region and potentially stimulate the growth of the state's solar manufacturing and power industries. The division has identified closed landfill properties that would be suitable for community solar projects. Together with one community organization, Backbone Community Solar, the division is exploring the feasibility of a community solar project on the Vashon landfill property.

## **Other beneficial uses**

The open spaces at closed landfills, often grassy areas surrounded by woods, provide habitat for diverse species of plants and animals. Closed landfills that currently provide homes to healthy populations of wildlife are Cedar Falls, Duvall, Hobart, Houghton, Puyallup/Kit Corner, and Vashon. Grass covers have been placed over all the landfills, engineered to suit the naturally occurring features and areas of potential enhancement at the properties. Vegetative covers at the Duvall and Puyallup/Kit Corner properties include planted trees and other vegetation to improve ground cover and water quality, as well as perches and nesting boxes for hawks and owls. The Cedar Falls and Duvall landfills are near the headwaters of large streams and provide cover and a source of food for birds, deer, coyote, and other woodland animals. Managing these properties as green space helps support the county's goals and policies for habitat preservation and increases carbon sequestration (i.e., reduces the total carbon emissions) at the properties.

The county will continue to explore beneficial reuse options for closed landfills, such as alternative energy farms, sustainable forestry, and will continue designing monitoring and environmental systems to facilitate reuse of the properties and provide continued benefit to the surrounding communities.

## **DISPOSAL OF SPECIAL WASTES**

Most of the waste delivered to the division's facilities is municipal solid waste (garbage) from residential and non-residential sources. A portion of the waste stream, however, requires special handling and waste clearance before disposal because of legal, environmental, public health, or operational concerns. Of the approximately 800,000 to 1 million tons of solid waste disposed each year, between 6,000 and 9,000 tons is designated as special waste. These special items include industrial wastes, asbestos-containing materials, treatment plant grit and vector wastes, off-specification, recalled, or expired consumer products, oversized materials, and other miscellaneous materials. It does not include household hazardous wastes.

The division continues to educate customers on the county's waste acceptance policies through public outreach materials and hands-on customer service. Since 1993, the division has conducted a waste screening program to ensure that materials in the waste stream are handled in accordance with federal

and state regulations (Resource Conservation and Recovery Act, Title 40, Subtitle D and WAC 173-351). Under this program, waste screening technicians, in cooperation with other staff, perform random manual and visual screening of incoming loads of waste at each transfer facility and at Cedar Hills to identify and properly manage any potentially unacceptable wastes. More than 11,000 loads of waste are screened at division facilities each year. Waste screening, combined with ongoing surveillance and control of incoming solid waste by transfer station and landfill operations staff, is a significant step in the county's solid waste enforcement program. In cases where special waste policies are repeatedly disregarded, division staff enforces compliance through a progressive process of warnings, citations, and eventually fines for improper disposal of special wastes.

Under the county's Waste Clearance Policy (PUT 7-2-1[PR]), the Special Waste Unit provides a free service to customers to evaluate wastes and determine if they can be accepted for disposal and under what conditions. Special waste staff process and provide more than 400 waste clearances for disposal each year. Conditions for disposal could include wetting to control dust, bagging, hauling directly to the Cedar Hills landfill, specific packaging and labeling requirements, separation from other waste in a special waste disposal area, or certification of disposal by authorized landfill staff. Procedures for disposal of special waste are often defined by local, state, or federal regulation.

The method for handling special wastes once the Cedar Hills landfill closes will be considered during the evaluation of alternative disposal options.

## **DISPOSAL SERVICES AFTER AN EMERGENCY**

*The King County Operational Disaster Debris Management Plan* (Debris Management Plan; KCSWD 2009) outlines the process for managing disaster debris within the boundaries of unincorporated King County and for coordinating with the 37 cities with which King County has interlocal agreements. The Debris Management Plan is aligned with other national, state, and county plans, including the 2008 *King County Comprehensive Emergency Management Plan*, as well as regulations and policies that will affect how King County manages disaster debris.

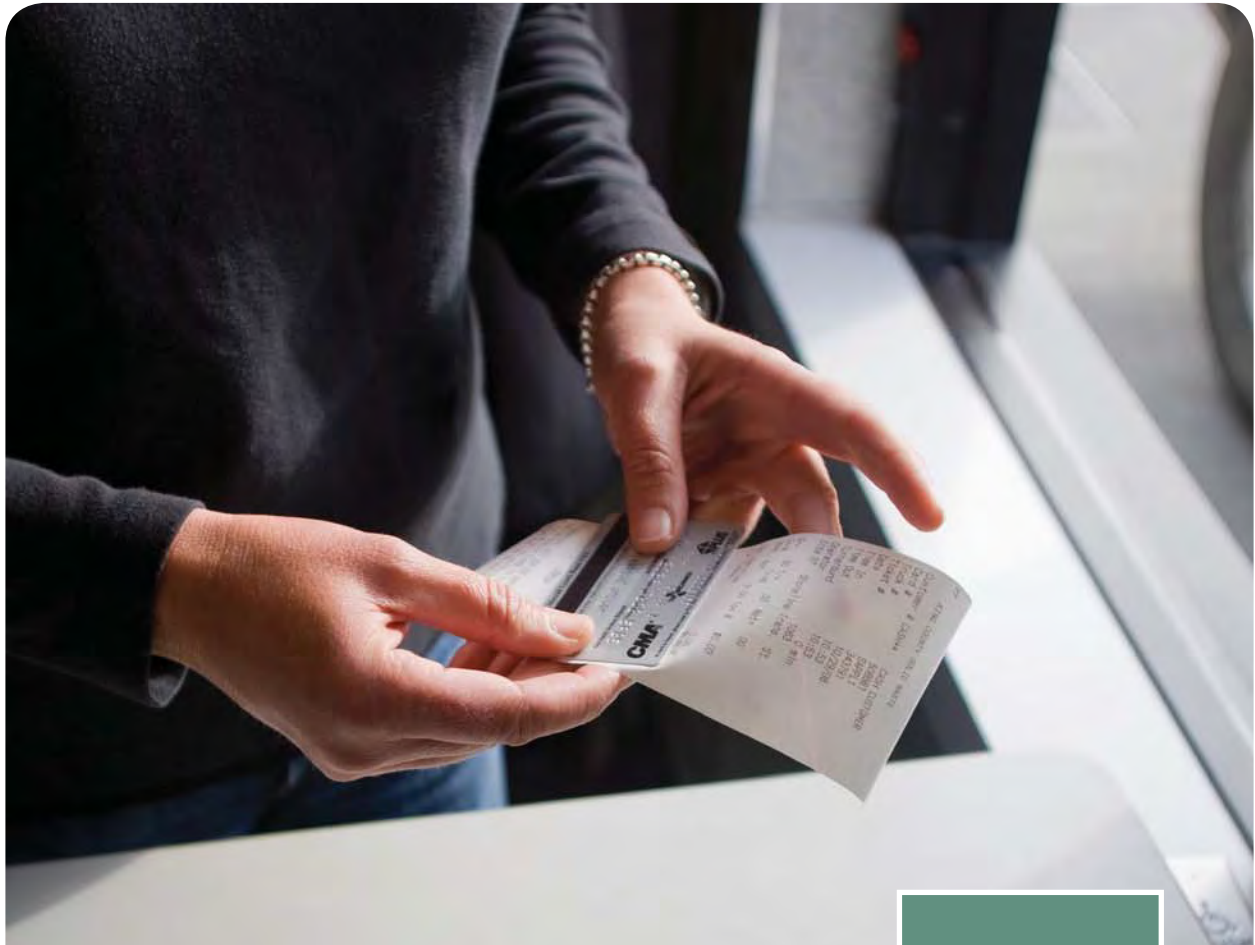
Debris management operations are grouped into three response levels – routine, medium, and high. The response level is determined by the division based on the geographic scope and impact of an actual or anticipated incident. Routine incidents are relatively common emergencies such as small landslides or minor flooding, which can be supported with existing resources and require minimal coordination. Medium impact incidents require more than routine coordination, and generally involve multiple jurisdictions. These include incidents such as moderate earthquakes, minor or moderate flooding in multiple locations, and storms with snow, ice, and/or high winds. The situation may require mutual aid or contract resources, and it may be necessary for the King County Executive to proclaim an emergency. High impact incidents require a high degree of coordination and generally involve requests for state and federal assistance. These include incidents such as large earthquakes, severe flooding, or severe storms. In most cases, an emergency will have already been proclaimed by the King County Executive.

A regional approach to planning is essential for managing the multi-jurisdictional impacts of emergencies in the Puget Sound area and for coordinating the limited disposal capacity in western Washington. This

disposal capacity is subject to two major constraints. First, most jurisdictions in the region export their solid waste to landfills east of the Cascade Mountains. Without local landfill space, disposal capacity relies on the region's transportation network, which could be compromised in a major emergency. Second, the only operational landfill in King County – Cedar Hills – does not accept materials other than municipal solid waste for disposal.

The coordinated regional Debris Management Plan emphasizes recycling to the extent possible. The plan calls for the use of temporary debris management sites for storage of debris until it can be sorted for recycling or proper disposal. The division has worked with the King County Regional Communications and Emergency Coordination Center to coordinate public information and help cities and residents identify recycling options in preparation for and in response to emergency events of all types.

The division will consider the feasibility of a cost-sharing arrangement to secure long-term emergency capacity for the region as a whole after the closure of Cedar Hills. The ability to respond after a major regional emergency is one criterion that will be used to select a disposal option to be used once the Cedar Hills landfill closes.



# 7

## Solid Waste System Finance



# Solid Waste System Finance

## Policies

- FIN-1 Utilize the assets of the King County Solid Waste Division exclusively for the benefit of the solid waste system, and fully reimburse the solid waste system for the value associated with the use or transfer of its assets.
- FIN-2 Maintain a Solid Waste Division financial forecast and cash-flow projection of three years or more.
- FIN-3 Keep tipping fees as low as reasonable, while covering the costs of effectively managing the system and providing service to customers.
- FIN-4 Assess fees for use of the solid waste transfer and disposal system at the point of service.
- FIN-5 Determine the tipping fees using a rate structure based on weight, unless the Metropolitan King County Council determines a change in the rate structure is appropriate.
- FIN-6 Charge the same basic fee at all transfer facilities, unless the Metropolitan King County Council determines a change in the rate structure is appropriate.
- FIN-7 Maintain the following reserve funds:
  - a. Landfill Reserve
  - b. Landfill Post-Closure Maintenance
  - c. Capital Equipment Recovery Program
  - d. Construction
- FIN-8 Maintain the Landfill Post-Closure Maintenance Fund at a level to ensure that environmental monitoring and maintenance of the closed landfills for which the county has responsibility will be fully funded through the end of their post-closure maintenance periods, as defined by applicable law.
- FIN-9 Routinely evaluate all reserve funds for long-term adequacy and set contributions to maintain reasonable rate stability.

# Solid Waste System Finance

## Summary of Recommendations

Responsibility		Action	Detailed Discussion
1	County	Continue to evaluate and implement fiscally responsible operational changes to support a sustainable business model.	Page 7-10
2	County	Study the advantages and disadvantages of alternatives to the current rate methodology, such as incorporating a transaction fee into the rate structure.	Page 7-11
3	County, cities	Continue to explore new revenue sources to help finance the solid waste system.	Page 7-12
4	County	Consider discounts for low-income customers consistent with RCW 81.77.195.	Page 7-11

# SOLID WASTE SYSTEM FINANCE

Even as the division embarks on its most extensive capital program in 50 years, keeping fees low and stable remains a fundamental objective.

Due to the effects of the global economic downturn, since late 2007 the system has seen reductions in garbage tonnage and corresponding revenues. The division has responded to this economic trend by reducing both staff and programs, and, as necessary, by increasing fees to cover rising operating costs, to pay for renovating the transfer system, and to ensure continued solvency of the landfill reserve fund. In 2012, following a rate study, the Metropolitan King County Council approved new fees for the years 2013 and 2014 (KCSWD 2012).

Financial policies help guide the solid waste system's operations and investments. The division will work with its advisory committees, the executive, the County Council, and the Regional Policy Committee to develop and/or revise policies that address debt issuance, rate stabilization, cost containment, reserves, asset ownership and use, and other financial issues. The policies will be codified at the same time as comprehensive solid waste management plan updates, but may be adopted from time to time as appropriate outside of the plan process.



*Tipping fees are collected at the scale house at each transfer station.*

This chapter provides a brief summary of the division's financial structure, including descriptions of funding sources, revenues, and expenditures. The remainder of the chapter describes a range of influences expected to have a financial impact on the division in the future.

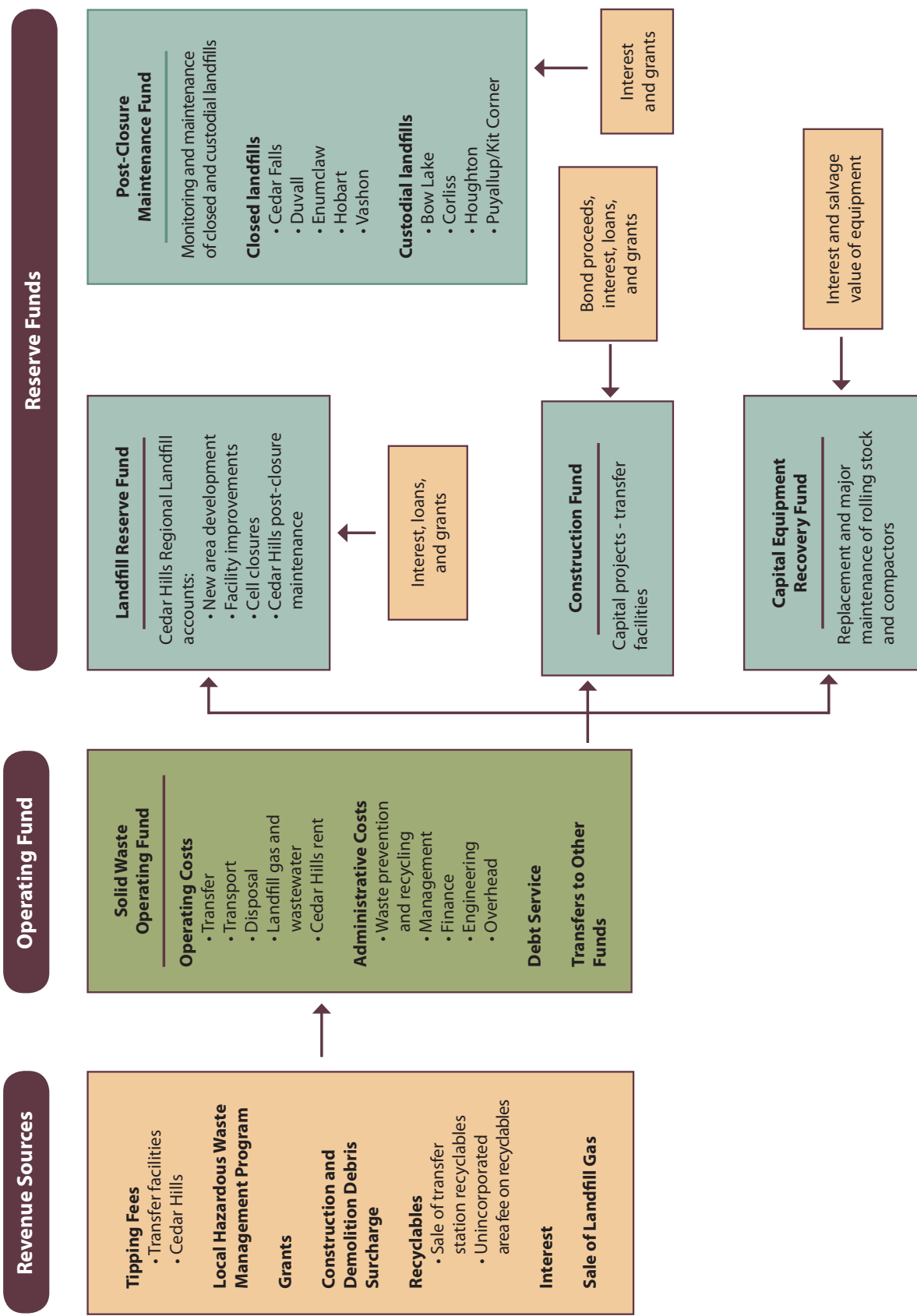
## FUNDING OF SOLID WASTE SERVICES AND PROGRAMS

King County's solid waste transfer and disposal system is a public-sector operation that is funded almost entirely by fees collected from its customers. The division is an enterprise fund, managing nearly all of its expenses with revenues earned through these fees.

The fees charged at county facilities, called tipping fees, pay for the operation and maintenance of transfer and disposal facilities and equipment, education and promotion related to waste prevention and recycling (WPR), grants to cities to support WPR efforts, and administrative operating expenses and overhead.

Tipping fees also pay for the construction of transfer facilities. Bonds or loans may be used for large projects, but repayment of this debt is funded by tipping fees.

Figure 7-1. Solid Waste Division fund structure



As discussed later in this chapter, through transfers into reserve funds, the fee paid for each ton of waste entering the system today covers the expenses involved in disposal of that waste, even if the costs are incurred decades in the future. Using this financial structure ensures that the full cost of solid waste handling is paid by the users of the system.

A summary of the fund structure is illustrated in Figure 7-1 and discussed in the following sections.

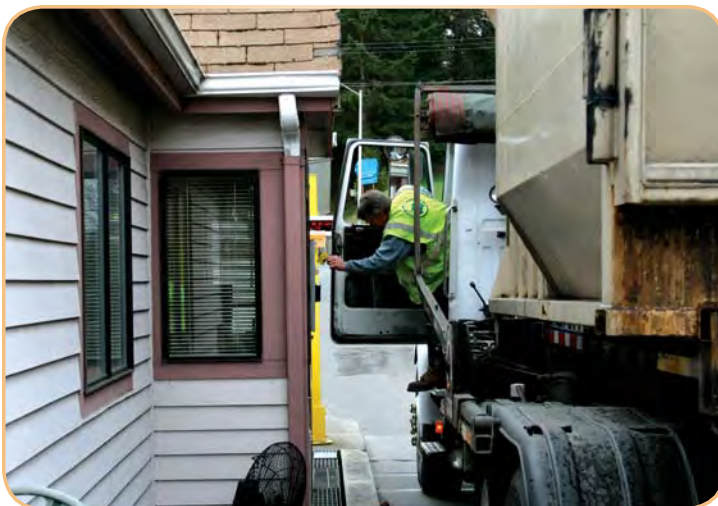
## Solid Waste Division Revenues

As mentioned earlier, the solid waste system is funded primarily by the tipping fees charged at division facilities. The tipping fee is charged to the commercial collection companies that collect materials curbside and to residential and business self-haulers who bring wastes to the transfer facilities themselves. In accordance with KCC 10.08.040, the County Council establishes the fees charged at county solid waste facilities.

There are four main types of tipping fees:

**Basic Fee** – The per-ton fee charged to customers disposing of municipal solid waste at transfer facilities and to curbside collection vehicles at the Cedar Hills landfill; the basic fee accounts for more than 95 percent of tipping fee revenues.

**Regional Direct Fee** – A discounted fee charged to commercial collection companies that haul solid waste to Cedar Hills in transfer trailers from their own transfer stations and processing facilities, thus bypassing county transfer stations.



**Yard Waste and Clean Wood Fee** – A fee for separated, clean yard waste and clean wood delivered to facilities that have separate collection areas for these materials.

**Special Waste Fee** – The fee charged for certain materials, such as asbestos-containing materials and contaminated soil, which require special handling, record keeping, or both. Two fees reflect the various handling and tracking requirements of different materials.

## Funding for the Cities

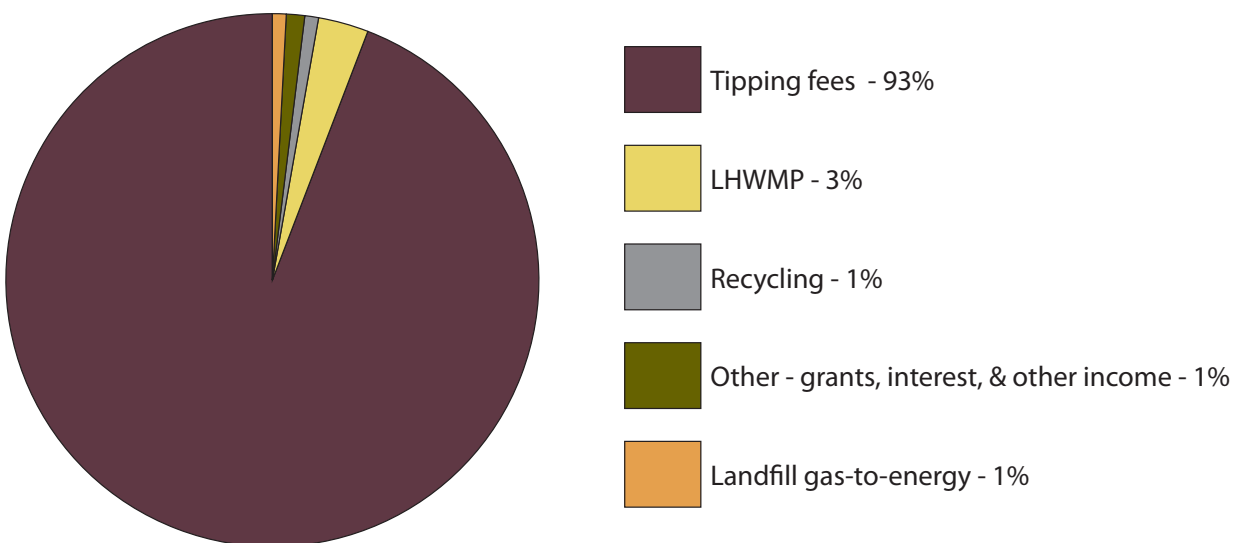
Cities fund their solid waste and WPR programs in a variety of ways, and the resources available to the 37 cities in the King County system vary widely. Some cities receive revenue from fees paid for solid waste collection services. These fees may be paid directly to the city or to the collection company depending on who provides the collection service – the city itself or a commercial collection company – and what contractual arrangements have been made. In some cases, the collection companies charge a fee that is passed on to the city to fund their programs. Some cities also charge a utility tax. Another funding source for cities is state and county grants (see Chapter 3, *Waste Prevention and Recycling*, for more information about grants). For cities that do not receive any revenue from collection, grants and the city's general fund are the only revenue sources.



Other fees are charged for recyclables, such as appliances. KCC 10.12.021.G authorizes the division director to set fees for recyclable materials for which no fee has yet been established by ordinance; these fees may be set to encourage recycling and need not recover the full cost of handling and processing. In accordance with state law (RCW 70.93.097), the division also charges a fee to vehicles with unsecured loads arriving at any staffed transfer facility or landfill in the jurisdiction of King County.

Figure 7-2 shows the breakdown of revenues as projected for 2013 and 2014 in the 2012 Rate Study. As shown, more than 90 percent of the division's revenue comes from tipping fees. The remainder of the division's revenue comes from a few additional sources. The most significant of those is the Local Hazardous Waste Management Program (LHWMP). Other sources of revenue include revenue from the sale of landfill gas from the Cedar Hills landfill; interest earned on fund balances; recyclables revenue, including revenue from both the sale of recyclable materials received at division transfer facilities and from a fee on recyclables collected in unincorporated areas; and Washington State Department of Ecology grants to help clean up litter and illegal dumping throughout the county, as well as to support WPR. Based on economic and market conditions, revenues from the sale of recyclable materials and interest earned can vary considerably.

**Figure 7-2. Projected sources of revenue 2013 (\$104,013,422) and 2014 (\$105,266,787)**



In late 2007, the division began to see reductions in garbage tons delivered to the division's facilities, stemming primarily from reductions in consumer spending and overall business activity in the region. Since then, solid waste tons have decreased about 20 percent overall. While the division has not seen a return to the higher tonnage levels of early 2007, the declines have begun to moderate. The division has implemented budget controls to balance expenses with the steady declines in tonnage.

## Solid Waste Division Expenditures

Division expenditures, paid through the Solid Waste Operating Fund, can be divided into four broad categories: operating costs, administrative costs, debt service, and transfers to other funds. The division maintains an average balance in the Operating Fund sufficient to cover 45 days of direct operating costs.

Figure 7-3 uses 2013 and 2014 projections to illustrate the various division expenditures, which are described in the following sections.

### Operating Costs

Operating costs include the day-to-day expenses for transfer, transport, and landfill operations, including maintenance of equipment and facilities, and management of landfill gas and wastewater. It also includes business and occupation (B&O) tax, rent for use of the Cedar Hills landfill property, and an emergency contingency to cover some costs related to weather-related events or other small emergencies.

### Administrative Costs

This cost category includes administrative functions that support operations, such as engineering, overhead, and finance, administration, and planning. It also includes grants to the cities and other waste prevention and recycling programs and services provided by the division.

### Debt Service

Debt service is the payment of interest and principal on bonds and loans. Major transfer facility capital projects are generally financed by general obligation (GO) bonds backed by the full faith and credit of the county's General Fund. It is anticipated that with approval of the County Council, GO bonds will be issued for future transfer facility capital projects. In 2011 and 2012, the division took

## Construction and Demolition Debris Surcharge

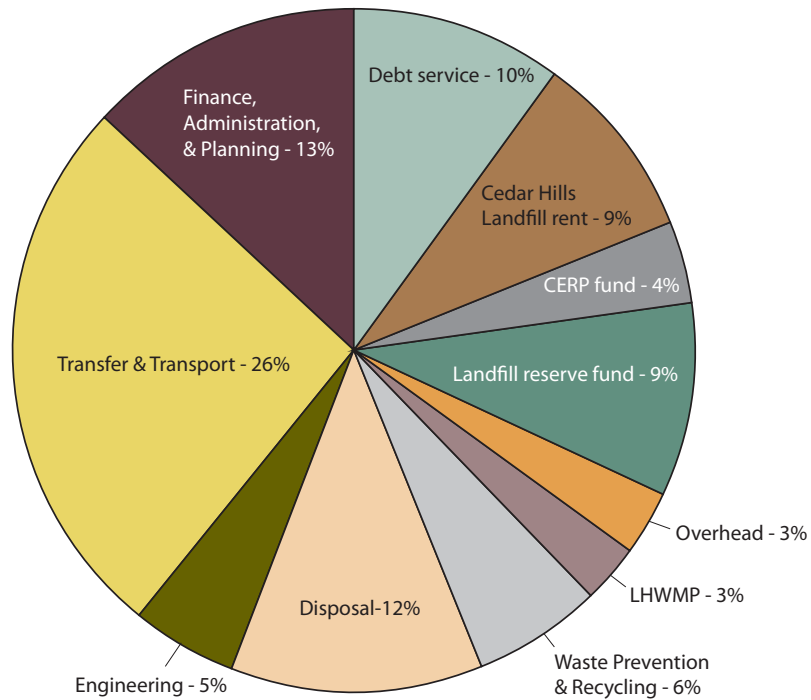
King County has contracts with two private companies – Republic Services and Waste Management – to manage the majority of the county's construction and demolition (C&D) waste. Customers disposing of C&D at any of the facilities operated by these companies pay a per-ton fee based on the type of material.

Republic Services and Waste Management pay the county a \$4.25 per ton surcharge, established by county code (KCC 10.30.050), for all C&D debris generated in the county's jurisdiction. The surcharge is used to pay incentives to these companies based on the amount of C&D material they recycle. To date, the total amount paid to the county has surpassed the amount paid back in incentives. The surcharge is set to expire in 2014 when the current C&D contracts expire.

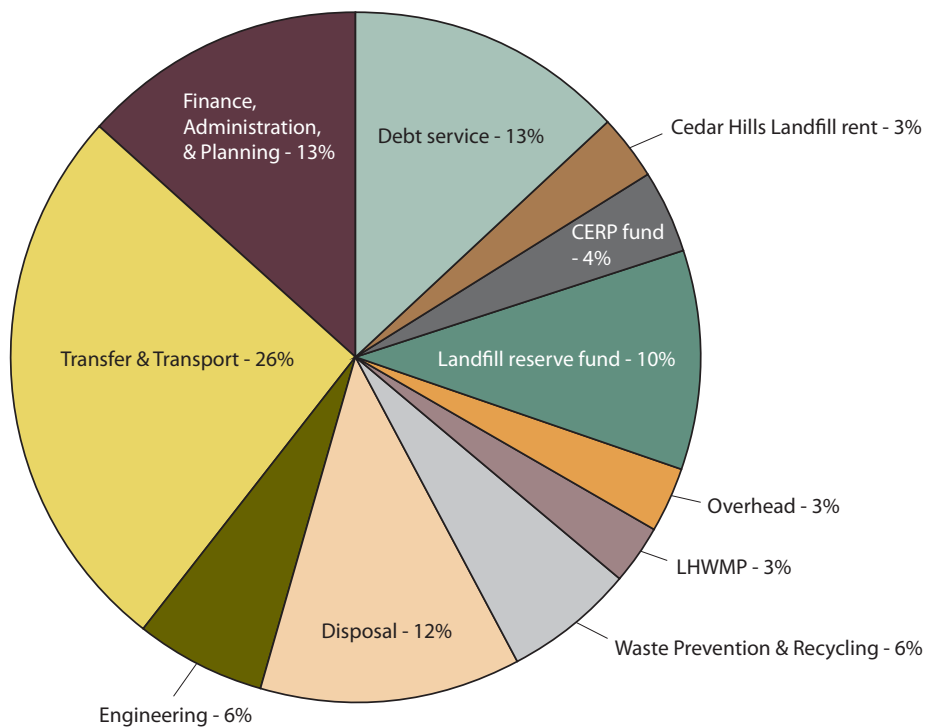


*Equipment repair and maintenance is included in the division's operating costs.*

**Figure 7-3. Projected 2013 expenditures (\$105,956,954)**



**Projected 2014 expenditures (\$105,335,089)**



advantage of historically low Bond Anticipation Note (BAN) rates for short-term borrowing to finance construction of the Bow Lake Transfer and Recycling Station. With construction now wrapping up and bond rates also at historic lows, the division will shift to long-term financing that will pay the BAN principal and begin the financing of future projects. The county may also investigate the feasibility of loans from the Washington State Public Works Trust Fund when they are available.



*Construction of new transfer stations, such as the Bow Lake station, is financed using general obligation bonds.*

Cedar Hills landfill capital projects are not funded through debt financing, but through the Landfill Reserve Fund discussed later in this section.

### **Transfers to Reserve Funds**

Transfers from the Operating Fund to reserve funds make up a portion of the division's costs. These reserve funds were established to ensure that the division can meet future obligations, or expenses, some of which are mandated by law. Contributions to reserve funds are routinely evaluated to ensure they are adequate to meet short- and long-term needs. Paying into reserve funds stabilizes the impact on rates for certain expenses by spreading the costs over a longer time period, and ensures that customers who use the system pay the entire cost of disposal. The four reserve funds – the Construction Fund, the Capital Equipment Recovery Program Fund, the Landfill Reserve Fund, and the Post-Closure Maintenance Fund – are discussed below.

Bond proceeds and contributions from the Operating Fund to the **Construction Fund** are used to finance new construction and major maintenance of division transfer facilities and some closed landfill mitigation projects. Contributions from the Operating Fund to the Construction Fund result in less borrowing, and consequently, a lower level of debt service. It was decided, based on the rate impact and the historically low cost of borrowing, that in 2013 and 2014, the Operating Fund will not contribute to the Construction Fund.

The **Capital Equipment Recovery Program Fund** (CERP) is codified in KCC 4.08.280. The purpose of the CERP is to provide adequate resources for replacement and major maintenance of solid waste rolling stock (primarily long-haul trucks and trailers) and compactors. New equipment is purchased from the Operating Fund, but after the initial purchase, replacements are funded from the CERP.

By accumulating funds in the CERP, the division ensures that it is able to cover the variable expenditures that come with replacing needed equipment even while revenue fluctuates, without impacting rates. Annual contributions to the CERP are calculated by projecting future replacement costs, salvage values, and equipment life.

Contributions are adjusted to reflect changes in facilities and operations that affect equipment needs. The contributions are held in an account, earning interest, until needed.

The **Landfill Reserve Fund (LRF)**, codified in KCC 4.08.045, covers the costs of four major accounts maintained for the Cedar Hills landfill, shown below. The new area development and facility improvement accounts ensure sufficient funds for capital projects. The cell closure and post-closure maintenance accounts are mandated by federal and state law.



*The CERP fund helps the division maintain a fleet of long-haul tractors and trailers to transport solid waste to the landfill.*

- **New area development account** – Covers the costs for planning, designing, permitting, and building new disposal areas.
- **Facility improvements account** – Covers a wide range of capital investments required to sustain the infrastructure and operations at the landfill, such as enhancements to the landfill gas and wastewater systems.
- **Closure account** – Covers the cost of closing operating areas within the landfill that have reached capacity. These contributions help the division prepare incrementally for the cost of final closure of the entire landfill.
- **Post-closure maintenance account** – Accumulates funds to pay for post-closure maintenance of the Cedar Hills landfill for 30 years.

The sum of all four accounts, based on projected cost obligations, makes up the LRF contribution from the operating fund. Projected cost obligations are based on the current plan for the landfill. When Cedar Hills closes, the division will discontinue its contributions to the LRF. After final closure, the balance of the LRF will be transferred to the Post-Closure Maintenance Fund to pay for Cedar Hills' post-closure maintenance and monitoring.



The **Post-Closure Maintenance Fund** is a separate fund that pays for the maintenance and environmental monitoring of nine closed and custodial landfills in the county (see Chapter 6). Federal and state laws require this fund for closed landfills. The county has also included funding for custodial landfills – landfills which were not operated by the county, but for which the county assumed responsibility. At this time, the balance of this fund is sufficient to cover expenses, thus no money is currently being transferred to the fund. However, additional funds may be needed in the future. Although many of these landfills have met the obligatory number of years of post-closure care, there are on-going needs for monitoring and maintenance. The division will work with regulators to assess these needs and will review the fund to ensure that it remains sufficient.



*Collecting landfill gas as the garbage decomposes over time is a crucial element of pre- and post-closure maintenance.*

## INFLUENCES ON FUTURE COSTS AND REVENUE

In addition to the unanticipated reductions in tonnage due to the economy, there are other factors that can be expected to influence costs and revenues. These can be projected and budgeted for with varying degrees of certainty. Those influences are summarized briefly in this section.

### Interest Earnings

The division's reserve funds are invested to earn interest during the years, or even decades, before the funds are needed. This is particularly significant for the long-term Landfill Reserve Fund, which will finance landfill closure and 30 years of post-closure care, a period expected to run from about 2026 through 2058; making interest earnings a considerable factor in the amount that needs to be put aside. In 2011, the value of interest earned was less than inflation. As of August 2012, the King County Office of Economic and Financial Analysis was forecasting that this pattern would continue through 2017. The county is looking at how the funds might be invested differently to earn a higher rate of return.

### Waste Prevention and Recycling

As discussed earlier, revenues from garbage tipping fees cover the costs of WPR services and programs. This financing structure requires the division to estimate the effects of WPR on garbage disposal to reasonably project future revenues.

While the revenue stream relies primarily on garbage tipping fees, the current priorities in solid waste management are waste prevention and recycling – which lead to reductions in the amount of solid waste

disposed, and hence in revenues received. The reduction in the amount of waste received due to WPR has been gradual, and the system has adjusted to lower revenues. Further reductions through increasingly rigorous WPR efforts will continue to affect the revenues of King County and other jurisdictions across the state. The state's *Beyond Waste Plan 2009 Update* recognizes that it "is important to ensure reliable and adequate funding for all elements of the solid waste system, including reduction and recycling" (Ecology 2009). The county is participating in discussions with its regional planning partners to develop options for improving funding and will study options for developing a sustainable financing model that is aligned with WPR.

Increased WPR efforts have had positive influences on the financial aspects of the system as well. As discussed in Chapters 3 and 6, WPR has contributed to extending the life of the Cedar Hills landfill, which will save money for ratepayers (see "Closure of the Cedar Hills Regional Landfill" on page 7-11). Another aspect of WPR that has had a positive financial effect is product stewardship. Product stewardship shifts the management of materials at the end of their life to the product manufacturer. This shift reduces the costs to cities and counties of managing products such as televisions, computers, and fluorescent bulbs and tubes, to name a few. The savings are most substantial for products that contain hazardous materials and are more difficult and expensive to manage within the public collection, transfer, and disposal system.



## Operational Efficiencies

The division continually seeks to eliminate waste and variability in its operations. This commitment ensures the division's ability to provide value to its customers, while improving the quality of service, controlling costs, and upholding the county's environmental goals. Examples of operational efficiencies that are producing significant and long-term results are discussed briefly below

### ***Landfill Tippers***

The division uses tippers to empty garbage from transfer trailers at the landfill. The tippers replaced the use of older walking floor trailers (see Chapter 6, *Landfill Management and Solid Waste Disposal*, for more details). Tippers save staff time and other resources, as well as reduce equipment and tire damage.

## ***Solid Waste Compactors***

As discussed in Chapter 5, the transfer system in King County is undergoing major renovations to update station technology, improve efficiencies, and enhance environmental sustainability. The installation of solid waste compactors at all transfer stations is one important component of that plan. The Bow Lake, Enumclaw, Shoreline, and Vashon stations currently have waste compactors. All newly constructed recycling and transfer stations will incorporate compactors as well.

Compacting solid waste at the stations reduces the number of trips necessary to transport the waste by up to 30 percent. Fewer trips translate directly into lower costs for fuel, equipment, and staff. In July 2012, the Bow Lake Recycling and Transfer Station began operating with a compactor, saving almost 900 trips and over 8,400 gallons of diesel during the last six months of the year.

## **Potential Changes in the Fee Structure**

The division may propose modifications to the current fee structure in future rate studies. Possible changes include incorporating a transaction fee, establishing different customer classes, and discounts for low income customers.

The *2001 Comprehensive Solid Waste Management Plan* introduced the possibility of adding a flat fee to customer transactions at the transfer facilities to cover the fixed costs associated with each transaction. A transaction fee would be based on the incremental costs of providing service that are constant regardless of the amount of waste disposed. The cost elements of the transaction fee would then be separated from the tonnage-based fee.

To equitably allocate the benefits and costs of transfer system improvements, the division may consider different customer classes. This would ensure that system users do not pay a disproportionate share of the cost of these improvements as a result of a decision by a city not to extend the term of the Solid Waste Interlocal Agreement.

In 2010, legislation was passed authorizing the WUTC to approve discounts for low-income customers under certain circumstances. The division will consider what would be involved in establishing such a policy, and whether it should be implemented in King County.

Before changes to the fee structure could be proposed, a number of factors would need to be studied, including the impact on revenue and cost, equity issues, and system-wide financing implications. These factors would be considered in a future rate study.



## Closure of the Cedar Hills Regional Landfill

When Cedar Hills reaches capacity and closes, the division's solid waste tipping fee is expected to increase to cover the cost of using an alternate means of disposal. Whether it is export to an out-of-county landfill or disposal at a waste-to-energy facility, a preliminary study indicates that the cost for disposal after Cedar Hills closes will be higher (R.W. Beck 2007). As discussed in Chapter 6, *Landfill Management and Solid Waste Disposal*, the county is monitoring and tracking a wide range of options for disposal after the closure of Cedar Hills, including export to an out-of-county landfill, waste conversion technologies, and incineration with energy recovery.

Implementation of the approved development alternative in the Cedar Hills Project Program Plan (discussed in Chapter 6) will be financed through the landfill reserve fund. New area development, associated facility improvements, and area closure will cost approximately \$70 million (in current dollars). The cost to operate Cedar Hills is expected to rise by inflation, but remain consistent with current costs. Assuming costs for waste export, which is estimated to have lower costs than other disposal options (R.W. Beck 2007), the additional landfill capacity could save ratepayers about \$100 million.

## New Revenue Sources

The division is continually exploring new sources of revenue to help offset reductions in tonnage. Cities may also want to consider additional funding sources to support their solid waste and WPR programs.

### ***Sales from the Landfill Gas-to-Energy Facility***

An example of the successful development of a new revenue source is the sale of landfill gas. In 2009, a landfill gas-to-energy facility began operations at Cedar Hills, and the division began to receive revenues from the sale of landfill gas. The facility, which is privately owned and operated by Bio Energy (Washington) LLC (BEW), converts methane collected from the landfill into pipeline quality natural gas, which BEW sells to Puget Sound Energy (PSE). The division will receive revenue in the range of \$1 to \$1.4 million depending on production rates and the market price.



*The landfill gas-to-energy facility produces revenue and environmental benefits for the division.*

### ***Carbon Emissions Credits***

Carbon emissions credits, also called greenhouse gas offsets, from the landfill gas-to-energy facility at Cedar Hills offer another promising source of revenue. The conversion of landfill gas to a renewable source

of green energy will generate greenhouse gas offsets, which have value in the market. The division, rather than the owner of the landfill gas facility, BEW, has contractually retained the offset rights associated with the project. In January of 2011, the Metropolitan King County Council unanimously approved an ordinance authorizing the division to enter into a contract to sell carbon emissions credits associated with the landfill gas to energy project to PSE. The contract with PSE is structured so that the county shares in profits that PSE gets when selling the emissions credits associated with the gas. The county anticipates that the sale of the rights to the emissions credits should provide an estimated \$500,000 annually. The division will also be investigating the possibility of attaining greenhouse gas offsets from other sources related to solid waste operations or programs.

The division will continue to explore innovative opportunities to earn additional revenues and achieve savings through operational efficiencies. Although in many cases, these efforts may involve relatively small amounts of money, they can have a cumulative effect over time and contribute to stabilizing rates for solid waste customers.





8

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# **Washington Utilities and Transportation Commission Cost Assessment**

Appendix

# **A**

# **Washington Utilities and Transportation Commission Cost Assessment**

This plan is prepared for King County and its incorporated cities, excluding Seattle and Milton.

Prepared by: King County Solid Waste Division

Contact: Thea Severn, Planning & Communications Manager, 206-296-4360

Date: March 15, 2011

## **DEFINITIONS**

Throughout this document:

Year 1 refers to 2011

Year 3 refers to 2013

Year 6 refers to 2016

Year refers to calendar year January 1 – December 31

## **1. DEMOGRAPHICS**

The King County solid waste system comprises 37 of the 39 cities in the county (including all but the cities of Seattle and Milton) and the unincorporated areas of King County. In all, the county's service area covers approximately 2,050 square miles. There are about 1.3 million residents and 690,000 people employed in the service area.

### **1.1. Population**

#### **1.1.1. Population for the entire King County**

Year 1: 1,893,000

Year 3: 1,929,000

Year 6: 1,984,000

#### **1.1.2. Population for the King County solid waste system**

Year 1: 1,307,000

Year 3: 1,334,000

Year 6: 1,375,000

### **1.2. References and Assumptions**

Projections for population are based on data developed by the Puget Sound Regional Council (PSRC; 2006). Data provided by PSRC are based on U.S. Census and other data sources and developed in close cooperation with the county and the cities.

## 2. WASTE STREAM GENERATION

### 2.1. Tonnage Recycled

Year 1:	824,000	(50% recycling)
Year 3:	940,000	(53% recycling)
Year 6:	1,050,000	(55% recycling)

### 2.2. Tonnage Disposed

Year 1:	824,000
Year 3:	834,500
Year 6:	855,500

### 2.3. References and Assumptions

The division uses a planning forecast model to predict future waste generation, which is defined as *waste disposed + materials recycled*. The forecast is used to guide system planning, budgeting, rate setting, and operations. The primary objectives of the model are to 1) estimate future waste disposal and 2) provide estimates of the amount of materials expected to be diverted from the waste stream through division and city waste prevention and recycling programs. The tonnage forecast is described in more detail in Chapter 2 of the plan.

## 3. SYSTEM COMPONENT COSTS

This section addresses costs associated with current programs and those recommended in the draft plan.

### 3.1. Waste Reduction and Recycling Programs

Many programs address waste reduction and prevention as well as recycling; therefore, they are presented here together.

#### 3.1.1. Programs

- Education and promotion campaigns
- EcoConsumer program
- Grants to cities to support waste prevention and recycling
- Product stewardship support and promotion – “Take it Back Network”
- Construction and demolition debris waste prevention and recycling education and promotion
- Sustainable building education and promotion

- LinkUp program
- Organics management program
- Master Recycler composter program
- School programs
- Special recycling collection events
- Green Holidays program
- Transfer facility recycling

Detail on current programs and proposed waste prevention and recycling programs, primarily building on current efforts, are presented in the recommendations in Chapter 3 of the plan.

3.1.2. The costs of waste reduction and recycling programs (including transfer station recycling) implemented and proposed are estimated to be:

Year 1: \$6,640,000  
 Year 3: \$7,400,000  
 Year 6: \$7,885,000

3.1.3. Funding mechanisms:

Year 1:		
Disposal fees		\$6,045,000
Recycling revenue*		335,000
Coordinated Prevention Grant		260,000
Year 3:		
Disposal fees		\$6,950,000
Recycling revenue		240,000
Coordinated Prevention Grant		210,000
Year 6:		
Disposal fees		\$7,390,000
Recycling revenue		255,000
Coordinated Prevention Grant		240,000

\* Unincorporated area recycling fee and sale of recyclables

**3.2. Recycling Programs** – see 3.1, combined with Waste Reduction Programs



### 3.3.

#### 3.3.1. WUTC Regulated Solid Waste Collection Programs

Data for 2009 and estimates for 2011, 2013, and 2016 are shown below.

<b>WUTC Regulated Hauler: Rabanco LTD</b>				
<b>G-permit #:</b>	<b>G-12</b>	<b>54 S Dawson St</b>	<b>Seattle, WA</b>	<b>98134</b>
		Year 1	Year 3	Year 6
		2009	2011	2013
<hr/>				
<i>Residential</i>				
# of customers		30,788	18,565	29,582
Tonnage (garbage,organics,recycling)		52,128	31,433	50,086
<i>Commercial</i>				
# of customers		500	236	480
Tonnage collected (garbage only)		12,697	5,982	12,200
<hr/>				
<b>WUTC Regulated Hauler: Fiorito Enterprises, Inc. &amp; Rabanco Companies</b>				
<b>G-permit #:</b>	<b>G-60</b>	<b>54 S Dawson St</b>	<b>Seattle, WA</b>	<b>98134</b>
		Year 1	Year 3	Year 6
		2009	2011	2013
<hr/>				
<i>Residential</i>				
# of customers		29,796	24,513	28,629
Tonnage (garbage,organics,recycling)		37,690	31,007	36,214
<i>Commercial</i>				
# of customers		658	601	632
Tonnage collected (garbage only)		12,349	11,293	11,865
<hr/>				
<b>WUTC Regulated Hauler: American Disposal Company, Inc.</b>				
<b>G-permit #:</b>	<b>G-87</b>	<b>PO Box 399</b>	<b>Puyallup, WA</b>	<b>98371</b>
		Year 1	Year 3	Year 6
		2009	2011	2013
<hr/>				
<i>Residential</i>				
# of customers		1,624	1,544	1,560
Tonnage (garbage,organics,recycling)		1,267	1,205	1,217
<i>Commercial</i>				
# of customers		145	138	140
Tonnage collected (garbage only)		1,027	977	987
<hr/>				
<b>WUTC Regulated Hauler: Waste Management of Washington, Inc.</b>				
<b>G-permit #:</b>	<b>G-237</b>	<b>13225 NE 126th PI</b>	<b>Kirkland, WA</b>	<b>98034</b>
		Year 1	Year 3	Year 6
		2009	2011	2013
<hr/>				
<i>Residential</i>				
# of customers		40,537	38,552	38,949
Tonnage (garbage,organics,recycling)		84,135	80,015	80,840
<i>Commercial</i>				
# of customers		1,392	1,324	1,337
Tonnage collected (garbage only)		22,874	21,754	21,978

### 3.3.2. Other (non-regulated) Solid Waste Collection Programs

Data for 2009 and estimates for 2011, 2013, and 2016 are shown below.

<b>Hauler: Allied Waste Services</b>				
	2009	Year 1 2011	Year 3 2013	Year 6 2016
<i>Residential</i>				
# of customers	64,479	61,321	61,953	63,551
Tonnage (garbage,organics,recycling)	134,779	128,178	129,499	132,839
<i>Commercial</i>				
# of customers	3,467	3,297	3,331	3,417
Tonnage collected (garbage only)	104,524	99,405	100,430	103,020
<b>Hauler: Cleanscapes</b>				
	2009	Year 1 2011	Year 3 2013	Year 6 2016
<i>Residential</i>				
# of customers	14,143	13,450	13,589	13,940
Tonnage (garbage,organics,recycling)	22,483	21,382	21,602	22,159
<i>Commercial</i>				
# of customers	557	530	535	549
Tonnage collected (garbage only)	9,813	9,332	9,428	9,671
<b>Hauler: Kent-Meridian</b>				
	2009	Year 1 2011	Year 3 2013	Year 6 2016
<i>Residential</i>				
# of customers	20,309	25,387	19,513	20,017
Tonnage (garbage,organics,recycling)	36,462	43,321	35,033	35,937
<i>Commercial</i>				
# of customers	637	637	637	653
Tonnage collected (garbage only)	17,193	18,046	16,519	16,946
<b>Hauler: Waste Management of Washington, Inc.</b>				
	2009	Year 1 2011	Year 3 2013	Year 6 2016
<i>Residential</i>				
# of customers	102,963	106,387	98,930	101,482
Tonnage (garbage,organics,recycling)	213,123	217,020	204,775	210,057
<i>Commercial</i>				
# of customers	8,237	8,024	7,914	8,118
Tonnage collected (garbage only)	163,793	160,622	157,377	161,437

Hauler: City of Enumclaw				
	2009	Year 1 2011	Year 3 2013	Year 6 2016
<i>Residential</i>				
# of customers	3,071	2,921	2,951	3,027
Tonnage (garbage,organics,recycling)	5,002	4,757	4,806	4,930
<i>Commercial</i>				
# of customers	325	309	312	320
Tonnage collected (garbage only)	1,750	1,664	1,681	1,724

### 3.4. Energy Recovery & Incineration (ER&I) Programs

Not applicable – the Solid Waste Division has no such program.

### 3.5. Land Disposal Program

#### 3.5.1. Landfill Name: Cedar Hills Regional Landfill

Owner: King County

Operator: King County Solid Waste Division

#### 3.5.2. The approximate tonnage disposed at the landfill by WUTC regulated haulers is expected to be:

Year 1: 148,280

Year 3: 149,830

Year 6: 153,650

#### 3.5.3. The approximate tonnage disposed at the landfill by other contributors is expected to be:

Year 1: 675,720

Year 3: 684,670

Year 6: 701,850

#### 3.5.4. Landfill operating and capital costs are estimated to be:

Year 1: \$22,010,580

Year 3: \$20,080,715

Year 6: \$29,141,975

#### 3.5.5. Landfill funding

The major funding source for landfill operations is tipping fees. Capital costs are paid from the Landfill Reserve Fund (LRF). This fund has been built over time through annual transfers from the operating fund (tipping fees). The LRF finances new cell development, cell closure, facility improvements, and will fund 30 years of post-closure maintenance.

### 3.6. Administration Program

#### 3.6.1. Budgeted cost and funding sources:

Year 1: \$15,543,210  
Year 3: \$16,131,520  
Year 6: \$17,187,800

The major funding source is tipping fees.

#### 3.6.2. Cost components

	Year 1 2011	Year 3 2013	Year 6 2016
Overhead	3,432,460	3,562,380	3,795,640
SWD Administration	4,402,810	4,569,450	4,868,660
Legal	357,400	370,930	395,220
Planning & Communications	1,624,800	1,686,300	1,796,710
Finance & IT	5,725,740	5,942,460	6,331,570
	<b>\$15,543,210</b>	<b>\$16,131,520</b>	<b>\$17,187,800</b>

#### 3.6.3. Funding mechanisms

More than 90 percent of the division's revenue comes from tipping fees charged at transfer facilities and the Cedar Hills landfill. The remainder comes from a few additional sources, including interest earned on fund balances, a surcharge on construction and demolition (C&D), revenue from the sale of recyclable materials received at division transfer facilities, a fee on recyclables collected in unincorporated areas, and grants to help clean up litter and illegal dumping throughout the county, and to support WPR. Other than grant funds, all revenue sources support all programs.

### 3.7. Other Programs

3.7.1. The Transfer Services System Program is described in Chapter 5 of the plan. It includes the division's recycling and transfer stations, private facilities that handle construction and demolition debris (C&D), and household hazardous waste (HHW) service, which is covered in detail by the Local Hazardous Waste Management Plan.

3.7.2. The division owns and operates eight transfer stations and two drop boxes. Allied Waste and Waste Management own and operate facilities that handle C&D. The division operates HHW service at its Factoria transfer station and provides Wastemobile service via a contractor.

3.7.3. The WUTC regulates the C&D facilities.

3.7.4. Solid Waste Division Costs

3.7.4.1. Transfer facility operating and capital costs are estimated to be:

Year 1: \$ 57,317,500

Year 3: \$105,199,400

Year 6: \$ 43,577,600

3.7.4.2. HHW service costs are estimated to be:

Year 1: \$ 3,211,000

Year 3: \$ 3,211,000

Year 6: \$ 3,252,000

3.7.5. The major funding source for division transfer operations is tipping fees. Capital costs are paid from the construction fund; bond proceeds and contributions from the operating fund (tipping fees) are deposited into the construction fund. The cost of providing HHW service is funded by the LWHMP.

### **3.8. References and Assumptions**

The estimate for year 1 costs is from the updated 2011 budget request; years 3 and 6 were increased to account for inflation, tonnage projections, and expected program additions. The collection program estimates were derived using hauler reports and a projected rate of population increase in King County. Numbers have been rounded in most instances.

## 4. FUNDING MECHANISMS

### 4.1. Tables

#### 4.1.1. Facility Inventory

Facility name	Type of facility	Tip fee per ton	Estimated 2011 transfer cost	Transfer station location	Final disposal location	Estimated tons disposed – 2011	Estimated 2011 revenue generated (tip fee x tons)
Algona	Transfer Station	95	1,894,000	Algona	CHRLF [1]	132,000	12,540,000
Bow Lake	Transfer Station	95	2,630,000	Tukwila	CHRLF	266,200	25,289,000
Enumclaw	Transfer Station	95	893,000	Enumclaw	CHRLF	20,100	1,909,500
Factoria	Transfer Station	95	1,745,000	Bellevue	CHRLF	128,500	12,207,500
Houghton	Transfer Station	95	1,958,000	Kirkland	CHRLF	145,500	13,822,500
Renton	Transfer Station	95	1,366,000	Renton	CHRLF	60,600	5,757,000
Shoreline	Transfer Station	95	1,581,000	Shoreline	CHRLF	43,700	4,151,500
Vashon	Transfer Station	95	773,000	Vashon Island	CHRLF	8,000	760,000
Cedar Falls	Drop Box	95	249,000	North Bend	CHRLF	3,400	323,000
Skykomish [2]	Drop Box	95	41,000	Skykomish	CHRLF	900	85,500
Cedar Hills [3]	Regional Landfill	95	0			10,000	950,000
Cedar Hills Regional Direct [4]	Regional Landfill	80	0			6,000	480,000
Cedar Hills Special Waste [5]	Regional Landfill	145	0			2,000	290,000
<b>Total</b>						<b>826,000</b>	<b>78,565,500</b>

[1] Cedar Hills Regional Landfill

[2] Tons are taken to Houghton for transfer to CHRLF and are not counted separately in total

[3] Neighborhood commercial hauler collections allowed to deliver directly to CHRLF

[4] Waste brought from private transfer stations and MRFs

[5] Waste requiring special clearance and handling; includes asbestos, dead animals, and mattresses



#### 4.1.2. Disposal (Tip) Fee Components

	Fee per ton	Moderate risk waste surcharge		State tax	Transportation cost	Operational cost	Administration cost [2]	Landfill closure cost	Other
Basic Fee[1]	<b>102.05</b>	3.50	3.55		10.65	42.46[3]	18.61	3.16	20.12
Regional Direct	<b>80.00</b>					17.99	18.61	3.16	40.24
Special Waste	<b>150.22</b>		5.22			50.96[4]	18.61	3.16	72.27[4]
Yard Waste	<b>82.50</b>					9.99	18.61		53.90[5]

Costs are provided on a per ton basis based on 2010 tons.

[1] Most tons are charged at the Basic Fee

[2] Includes overhead, administration, finance, strategic planning, legal

[3] Operating costs less transport

[4] Includes costs associated with special handling required

[5] Includes vendor costs associated with hauling and processing

#### 4.1.3. Funding Mechanism – Year 1: 2011

Name of Program	Bond Name	Total Bond Debt [1]	Bond Rate	Bond Due Date	Grant Name	Grant Amount	Tip Fee	Other	Total
Transfer Services	BAN [2]	40,000,000	.0063 [3]	2012			32,701,160		72,701,160
Disposal							27,128,244	884,000 [5]	28,012,244
Recycling & Environmental Services					CPG [4]	260,000	4,719,482	335,000 [6]	5,314,482
Administration					CPG	41,000	8,470,473	7,031,743 [7]	15,543,216
Moderate Risk Waste								3,211,288 [8]	3,211,288
Other Costs [9]							5,489,201		5,489,201
Total		40,000,000				301,000	78,508,560	11,462,031	130,271,591

[1] Issued in 2011 for transfer station construction and to repay 10,000,000 internal borrowing from 2010

[2] Bond anticipation note

[3] Actual rate for 1-year issue sold February 2011

[4] Coordinated Prevention Grant

[5] Source – sale of landfill gas and associated energy credits

[6] Source – sale of recyclables and fee on recyclables collected in unincorporated areas

[7] Source – interest earned, other miscellaneous revenue, and fund balance draw down

[8] Funded by LHWMP

[9] Includes B&O tax and transfers to reserve funds, except Landfill Reserve Fund, which is included in disposal costs

#### 4.1.4 Tip Fee Forecast

Tip fee per ton by facility [1]	Year 1 2011	Year 2 2012	Year 3 2013	Year 4 2014	Year 5 2015	Year 6 2016
All Facilities	95	108	115	115	115	123

[1] Basic fee

## 4.2. Tables

### 4.2.1. Funding Mechanism By Percentage – Year 1

Component	Tip Fee %	Grant %	Bond %	Collection Tax Rates %	Other %	Total
Waste Reduction & Recycling	89%	5%			6%	100%
Transfer	45%		55%			100%
Land Disposal	97%				3%	100%
Administration	54.5%	0.3%			45.2%	100%
Other	63%				37%	100%

### 4.2.2. Funding Mechanism By Percentage – Year 3

Component	Tip Fee %	Grant %	Bond %	Collection Tax Rates %	Other %	Total
Waste Reduction & Recycling	93%	3%			4%	100%
Transfer	33%		67%			100%
Land Disposal	97%				3%	100%
Administration	98%				2%	100%
Other	71%				29%	100%

### 4.2.3. Funding Mechanism By Percentage – Year 6

Component	Tip Fee %	Grant %	Bond %	Collection Tax Rates %	Other %	Total
Waste Reduction & Recycling	92%	4%			4%	100%
Transfer	100%					100%
Land Disposal	94%				6%	100%
Administration	96%				4%	100%
Other	71%				29%	100%

### **4.3. References and Assumptions**

Chapter 7 of the plan addresses solid waste system financing.

Revenue and operating cost projections for years 1, 3, and 6 are shown in Attachment 1.

### **4.4. Surplus Funds**

The division develops its solid waste rate to maintain a 45-day emergency reserve in the operating fund.

# Attachment 1

## Revenue and Cost Projections

	Year 1	Year 3	Year 6
	2011	2013	2016
<b>Basic Fee</b>	<b>95</b>	<b>115</b>	<b>123</b>
<b>Revenue</b>			
Net Disposal Fees	78,508,560	95,948,758	106,299,931
Interest Earnings	125,653	147,471	410,814
Grants	301,000	250,000	281,078
Landfill Gas	884,000	1,370,000	1,459,706
Recycling	335,000	239,724	255,420
Other Revenue	187,148	198,545	216,956
<b>Total Revenue</b>	<b>80,341,361</b>	<b>98,154,498</b>	<b>108,923,905</b>
<b>Expenditures</b>			
Debt service	4,579,622	7,211,700	21,307,225
Rent - Cedar Hills	8,609,117	9,133,412	
Landfill Reserve Fund	4,884,000	6,894,439	7,506,855
Capital Equipment Recovery Program Fund	3,100,000	4,300,000	4,300,000
Construction Fund	1,000,000	2,000,000	2,000,000
Emergency Fund (new in 2012)		102,010	108,689
Overhead	3,432,464	3,562,382	3,795,643
SWD Administration	4,402,808	4,569,453	4,868,656
Legal	357,402	370,930	395,218
Planning & Communications	1,624,799	1,686,297	1,796,714
Finance & IT	5,725,743	5,942,461	6,331,566
Recycling & Environmental Services	4,148,959	4,305,996	4,587,948
Grants to cities	1,165,523	1,209,638	1,288,843
Competitive grants (new in 2012)		510,050	543,447
Variable Operating Costs			
(a) Disposal	2,919,678	2,985,592	3,181,086
(b) Transfer & Transport	11,689,533	11,829,174	12,603,735
Fixed Operating Costs			
(a) Disposal	11,599,450	12,038,688	12,826,968
(b) Transfer & Transport	16,432,004	17,054,239	18,170,931
B & O Tax	1,444,628	1,615,523	1,790,053
Prior year carryover	1,893,818		
3% under expenditure	(1,949,245)		
<b>Total SWD Costs</b>	<b>87,060,303</b>	<b>97,321,984</b>	<b>107,403,576</b>

# **Templates for the Interlocal Agreements**

Appendix

# **B**



**SOLID WASTE INTERLOCAL AGREEMENT OF 1988  
(ORIGINAL ILA)**

# SOLID WASTE INTERLOCAL AGREEMENT

This Agreement is entered into between King County, a political subdivision of the State of Washington and the City of \_\_\_\_\_, a municipal corporation of the State of Washington, hereinafter referred to as "County" and "City" respectively. This agreement has been authorized by the legislative body of each jurisdiction pursuant to formal action as designated below:

King County: Motion No. \_\_\_\_\_

City: \_\_\_\_\_

## PREAMBLE

This Agreement is entered into pursuant to Chapter 39.34 RCW for the purpose of cooperative management of solid waste in King County. It is the intent of the parties to work cooperatively in establishing a solid waste management plan pursuant to Chapter 70.95 RCW and with emphasis on the established priorities for solid waste management of waste reduction, waste recycling, energy recovery or incineration, and landfilling. The parties particularly support waste reduction and recycling and shall cooperate to achieve the goals established by the comprehensive solid waste management plan.

The parties acknowledge their intent to meet or surpass applicable environmental standards with regard to the solid waste system. The parties agree that equivalent customer classes should receive equivalent basic services.

## I. DEFINITIONS

For purposes of this Agreement the following definitions shall apply:

"Basic Services" means services provided by the King County Department of Natural Resources, Solid Waste Division, including the management and handling of solid waste.

"Comprehensive Solid Waste Management Plan" means the comprehensive plan for solid waste management as required by RCW 70.95.080.

"Designated Interlocal Forum" means a group formed pursuant to the Forum Interlocal Agreement comprised of representatives of unincorporated King County designated by the King County Council, representatives of the City of Seattle designated by the City of Seattle, and representatives of other incorporated cities and towns-within King County that are signators to the Forum Interlocal Agreement.

"Disposal" means the final treatment, utilization, processing, deposition, or incineration of solid waste but shall not include waste reduction or waste recycling as defined herein.

"Diversion" means the directing or permitting the directing of solid waste to disposal sites other than the disposal site designated by King County.

"Energy/Resource Recovery" means "the recovery of energy in a usable form from mass burning or refuse derived fuel incinerator, pyrolysis or any other means of using the heat of combustion of solid waste that involves high temperature (above 1,200 degrees F) processing."  
(WAC 173-304-100).

"Landfill" means "a disposal facility or part of a facility at which waste is placed in or on land and which is not a land treatment facility." (RCW 70.95.030)

"Moderate Risk Waste" means "(a) any waste that exhibits any of the characteristics of hazardous waste but is exempt from regulation under this chapter solely because the waste is generated in quantities below the threshold for regulation and (b) any household wastes which are generated from the disposal of substances identified by the department as hazardous household substances." (RCW 70.105.010)

"Solid Waste" means all putrescible and nonputrescible solid and semisolid wastes, including but not limited to garbage, rubbish, ashes, industrial wastes, swill, demolition and construction

wastes, abandoned vehicles or parts thereof, and discarded commodities but shall not include dangerous, hazardous, or extremely hazardous waste.

"System" means King County's system of solid waste transfer stations, rural and regional landfills, energy/resource recovery, and processing facilities as authorized by RCW 36.58.040, and as established pursuant to the approved King County Comprehensive Solid Waste Management Plan.

"Waste Recycling" means "reusing waste materials and extracting valuable materials from a waste stream." (RCW 70.95.030)

"Waste Reduction" means reducing the amount or type of waste generated but shall not include reduction through energy recovery or incineration. "Landfill" means "a disposal facility or part of a facility at which waste is placed in or on land and which is not a land treatment facility." (RCW 70.95.030).

## II. PURPOSE

The purpose of this Agreement is to establish the respective responsibilities the parties in a solid waste management system which includes but is not limited to: planning; waste reduction; recycling; and disposal of mixed municipal solid waste, industrial waste, demolition debris and all other waste defined as solid waste by RCW 70.95.030; and moderate risk waste as defined in RCW 70.105.010.

## III DURATION

This Agreement shall become effective on \_\_\_\_\_ and shall remain in effect through June 30, 2028.

#### IV. APPROVAL

This Agreement shall be submitted to the Washington State Department of Ecology for its approval as to all matters within its jurisdiction. This Agreement shall be filed with the City Clerk, and with the Clerk of the King County Council.

#### V. REVIEW AND RENEGOTIATION

5.1 Either party may request review and/or renegotiation of any provision of this Agreement other than those specified in Section 5.2 below during the six-month period immediately preceding July 1, 2003, which is the fifteenth anniversary of the effective date of identical agreements executed by a majority of cities in King County with the County and during the six-month period immediately preceding each succeeding fifth anniversary thereafter. Such request must be in writing and must specify the provision(s) of the Agreement for which review/renegotiation is requested. Review and/or renegotiation pursuant to such written request shall be initiated within thirty days of said receipt.

5.2 Review and/or renegotiation shall not include the issues of system rates and charges, waste stream control or diversion unless agreed by both parties.

5.3 In the event the parties are not able to mutually and satisfactorily resolve the issues set forth in said request within six months from the date of receipt of said request, either party may unilaterally request the Forum to review the issues presented and issue a written recommendation within 90 days of receipt of said request by the Forum. Review of said request shall be pursuant to the procedures set forth in the Interlocal Agreement creating the Forum and pursuant to the Forum's bylaws. The written decision of the Forum shall be advisory to the parties.

5.4 Notwithstanding any other provision in this paragraph to the contrary, the parties may, pursuant to mutual agreement, modify or amend any provision of this Agreement at any time during the term of said Agreement.

## VI. GENERAL OBLIGATION OF PARTIES

### 6.1 KING COUNTY

6.1.a. Management. King County agrees to provide county-wide solid waste management services for waste generated and collected within jurisdictions party to this Agreement. The County agrees to dispose of or designate disposal sites for all solid waste including moderate risk waste generated and/or collected within the corporate limits of the City which is delivered to King County in accordance with all applicable federal, state and local environmental health laws, rules, or regulations.

6.1.b. Planning. King County shall serve as the planning authority within King County for solid waste including moderate risk waste but shall not be responsible for planning for hazardous or dangerous waste or any other planning responsibility that is specifically designated by State or Federal statute.

6.1.c. Operation. King County shall be or shall designate or authorize the operating authority for transfer, processing and disposal facilities, including public landfills, waste reduction or recycling facilities, and energy/resource recovery facilities as well as closure and post-closure responsibilities for landfills which are or were operated by King County.

6.1.d. Collection Service. King County shall not provide solid waste collection services within the corporate limits of the City, unless permitted by law and agreed to by both parties.

6.1.e. Support and Assistance. King County shall provide support and technical assistance to the City if the City seeks to establish a waste reduction and recycling program compatible with the County waste reduction and recycling plan. The County shall develop educational materials related to waste reduction and recycling and strategies for maximizing the usefulness of the materials and will make these available to the City for its use. Although the County will not be required to provide a particular level of support or fund any City activities related to waste reduction and recycling, King County intends to move forward aggressively to establish waste reduction and recycling programs.

6.1.f. Forecast. The County shall develop waste stream forecasts as part of the comprehensive planning process and assumes all risks related to facility sizing based upon such forecasts.



6.1.g. Facilities and Services. County facilities and services including waste reduction and recycling shall be provided pursuant to the comprehensive solid waste plan. All personal and real property acquired by King County for solid waste management system purposes shall be the property of King County.

## 6.2 CITY

6.2.a. Collection. The City, an entity designated by the City or such other entity as is authorized by state law shall serve as operating authority for solid waste collection services provided within the City's corporate limits.

6.2.b. Disposal. The City shall by ordinance designate the County disposal system for the disposal of all solid waste including moderate risk waste generated and/or collected within the corporate limits of the City and shall authorize the County to designate disposal sites for the disposal of all solid waste including moderate risk waste generated or collected within the corporate limits of the City, except for solid waste which is eliminated through waste reduction or waste recycling activities consistent with the Comprehensive Solid Waste Management Plan. No solid waste generated or collected within the City may be diverted from the designated disposal sites without County approval.

## VII. COUNTY SHALL SET DISPOSAL RATES AND OPERATING RULES FOR DISPOSAL

In establishing or amending disposal rates for system users, the County may adopt and amend by ordinance rates necessary to recover all costs of operation including the costs of handling, processing, disposal, defense and payment of claims, capital improvements, operational improvements, and the closure of landfills which are or were operated by King County. King County shall establish classes of service for basic solid waste management services and by ordinance shall establish rates for users of each class.

## VIII. LIABILITY

8.1 Except as provided herein, the County shall indemnify and hold harmless the City and shall have the right and duty to defend the City through the County's attorneys against any and all claims arising out the County's operations and settle such claims, recognizing that all costs incurred by the County thereby are system costs which must be satisfied from disposal rates as provided in Section VII herein. In providing such defense of the City, the County shall exercise good faith in such defense or settlement so as to protect the City's interest. For purposes of this section "claims arising out of the county's operations" shall include claims arising out of the ownership, control, or maintenance of the system, but shall not include claims arising out of the City's operation of motor vehicles in connection with the system or other activities under the control of the City which may be incidental to the County's operation.

8.2 If the County is not negligent, the City shall hold harmless, indemnify and defend the County for any property damages or personal injury solely caused by the City's negligent failure to comply with the provisions of Section 8.5.a.

8.3 In the event the County acts to defend the City against a claim, the City shall cooperate with the County. In the event the City acts to defend the County, the County shall cooperate with the City.

8.4 For purposes of this section, references to City or County shall be deemed to include the officers, employees and agents of either party, acting within the scope of their authority.

8.5.a. All waste generated or collected from within the corporate limits of the City which is delivered to the system for disposal shall be in compliance with the resource conservation and recovery act, as amended (42 U.S.C. § 6901 et seq.), RCW 70.95, King County Board of Health Rules and Regulations No. 8, and all other applicable federal, state and local environmental health laws, rules or regulations. The City shall be deemed to have complied with the requirements of Section 8.5.a. if it has adopted an ordinance requiring solid waste delivered to the system for disposal to meet such laws, rules, or regulations and by written agreement has authorized King County to enforce these within the corporate limits of the City.

8.5.b. The County shall provide the City with written notice of any violation of this provision. Upon such notice, the City shall take immediate steps to remedy the violation and prevent similar future violations to the reasonable satisfaction of King County which may include but not be limited to removing the waste and disposing of it in an approved facility. If, in good faith, the City disagrees with the County regarding the violation, such dispute shall be resolved between the parties in Superior Court. Each party shall be responsible for its attorney's fees and costs. Failure of the City to take the steps requested by the County pending Superior Court resolution shall not be deemed a violation of this agreement; provided, however, that this shall not release the City for damages or loss to the County arising out of the failure to take such steps if the Court finds that the City violated the requirements to comply with applicable laws set forth in this section.

8.6 City is not held harmless or indemnified with regard to any liability arising under 42 U.S.C. § 9601-9675 (CERCLA) as amended by the Superfund Amendments and Reauthorization Act of 1986 (SARA) or as hereafter amended or pursuant to any state legislation imposing liability for cleanup of contaminated property, pollutants or hazardous or dangerous substances.

## IX. FORUM

By entering into this Agreement, the County and City agree to enter into and execute a Forum Interlocal Agreement. Such agreement shall provide for the establishment of a representative Forum for consideration and/or determination of issues of policy regarding the term and conditions of this Solid Waste Interlocal Agreement.

## X. COMPREHENSIVE PLAN

10.1 King County is designated to prepare the comprehensive solid waste management plan and this plan shall include the City's Solid Waste Management Comprehensive Plan pursuant to RCW 70.95.080(3).

10.2 An initial comprehensive plan, which was prepared under the terms of this Agreement as executed by a majority of cities in the County, was adopted in 1989 and approved by the Department of Ecology in 1991. The plan shall be reviewed and any necessary revisions proposed at least once every three years following the approval of the Comprehensive Plan by the State Department of Ecology. King County shall provide services and build facilities in accordance with the adopted Comprehensive Plan.

10.3 Comprehensive Plans will promote waste reduction and recycling in accordance with Washington State solid waste management priorities pursuant to Chapter 70.95 RCW, at a minimum.

10.4 Comprehensive solid waste management plans will be prepared in accordance with Chapter 70.95 RCW and solid waste planning guidelines developed by the Department of Ecology. The plan shall include, but not be limited to:

10.4.a. Descriptions of and policies regarding management practices and facilities required for handling all waste types;

10.4.b. Schedules and responsibilities for implementing policies;

10.4.c. Policies concerning waste reduction, recycling, energy and resource recovery, collection, transfer, long-haul transport, disposal, enforcement and administration;

10.4.d. Operational plan for the elements discussed in Item c above.

10.5 The cost of preparation by King County of the Comprehensive Plan will be considered a cost of the system and financed out of the rate base.

10.6 Comprehensive Plans will be adopted when the following has occurred:

10.6.a. The Comprehensive Plan is approved by the King County Council; and

10.6.b. The Comprehensive Plan is approved by Cities representing three-quarters of the population of the incorporated population of jurisdictions that are parties to the Forum Interlocal Agreement. In calculating the three-quarters, the calculations shall consider only those incorporated jurisdictions taking formal action to approve or disapprove the Plan within 120 days of receipt of the Plan. The 120-day time period shall begin to run from receipt by an incorporated jurisdiction of the Forum's recommendation on the Plan, or, if the Forum is unable to make a recommendation, upon receipt of the Comprehensive Plan from the Forum without recommendation.

10.7 Should the Comprehensive Plan be approved by the King County Council, but not receive approval of three-quarters of the Cities acting on the Plan, and should King County and the Cities be unable to resolve their disagreement, then the Comprehensive Plan shall be referred to the State Department of Ecology and the State Department of Ecology will resolve any disputes regarding Plan adoption and adequacy by approving or disapproving the Comprehensive Plan or any part thereof.

10.8 King County shall determine which cities are affected by any proposed amendment to the Comprehensive Plan. If any City disagrees with such determination, then the City can request that the Forum determine whether or not the City is affected. Such determination shall be made by a two-thirds majority vote of all representative members of the Forum.

10.9 Should King County and the affected jurisdictions be unable to agree on amendments to the Comprehensive Plan, then the proposed amendments shall be referred to the Department of Ecology to resolve any disputes regarding such amendments.

10.10 Should there be any impasse between the parties regarding Plan adoption, adequacy, or consistency or inconsistency or whether any permits or programs adopted or proposed are consistent with the Comprehensive Plan, then the Department of Ecology shall resolve said disputes.

## XI. FORCE MAJEURE

The parties are not liable for failure to perform pursuant to the terms of this Agreement when failure to perform was due to an unforeseeable event beyond the control of either party to this Agreement.

## XII. MERGER

This Agreement merges and supersedes all prior negotiations, representation and/or agreements between the parties relating to the subject matter of this Agreement and constitutes the entire contract between the parties except with regard to the provisions of the Forum Interlocal Agreement.

## X111. WAIVER

No waiver by either party of any term or condition of this Agreement shall be deemed or construed to constitute a waiver of any other term or condition or of any subsequent breach whether of the same or a different provision of this Agreement.

#### XIV. THIRD PARTY BENEFICIARY

This Agreement is not entered into with the intent that it shall benefit any other entity or person except those expressly described herein, and no other such person or entity shall be entitled to be treated as a third party beneficiary of this Agreement.

#### XV. SEVERABILITY

If any of the provisions contained in this Agreement are held illegal, invalid or unenforceable, the remaining provisions shall remain in full force and effect.

#### XVI. NOTICE

IN WITNESS WHEREOF, this Agreement has been executed by each party on the date set forth below:

CITY

KING COUNTY

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
King County Executive

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

Pursuant to Resolution No. \_\_\_\_\_

Pursuant to Motion No. \_\_\_\_\_

\_\_\_\_\_  
Clerk-Attest

\_\_\_\_\_  
Clerk-Attest

Approved as to form and legality

Approved as to form and legality

\_\_\_\_\_  
City Attorney

\_\_\_\_\_  
King County Deputy Prosecuting Attorney

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

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# **FORUM INTERLOCAL AGREEMENT**

# FORUM INTERLOCAL AGREEMENT

This Agreement is entered into between King County, a political subdivision of the State of Washington, the City of Seattle, and the cities and towns set forth below, all municipal corporations located within the boundaries of King County, hereinafter referred to as "County" and "Cities." This Agreement has been authorized by the legislative body of each jurisdiction pursuant to formal action as designated on the signature pages.

## PREAMBLE

This Agreement is entered into for the purposes of establishing a Forum composed of representatives from the Cities and the County that will consider issues of policy regarding terms and conditions of the Solid Waste Interlocal Agreement entered into individually between each City and the County.

## I. PURPOSE

The purpose of this Agreement is to establish the Forum and the terms and conditions by which the parties shall discuss and/or determine policy and development of a Comprehensive Solid Waste Management Plan.

## II. DURATION

This Agreement shall become effective on \_\_\_\_\_ and shall remain in effect through June 30, 2028.

## III. APPROVAL

This Agreement shall be submitted to the Washington State Department of Ecology for its approval as to all matters within the Department's statutory jurisdiction, if any. This Agreement shall be filed with each City Clerk and with the Clerk of the King County Council.

#### IV. SCOPE OF RESPONSIBILITIES

The scope of the responsibilities of the Forum is as follows:

4.1 Advise the King County Council, the King County Executive and other jurisdictions as appropriate, on all policy aspects of solid waste management and planning.

4.2 Consult with and advise the King County Solid Waste Division on technical issues related to solid waste management and planning.

4.3 Review and comment on alternatives and recommendations for the King County comprehensive solid waste management plan and facilitate a review and/or approval of the plan by each jurisdiction.

4.4 Review and subsequent proposed interlocal agreements between King County and Cities for planning, waste recycling and reduction, and waste stream control.

4.5 Review and comment on disposal rate proposals.

4.6 Review and comment on status reports on waste stream reduction, recycling, energy/resource recovery, and solid waste operations with interjurisdictional impact.

4.7 Promote information exchange and interaction between waste generators, local government with collection authority, recyclers, and County-planned and operated disposal systems.

4.8 Provide coordination opportunities between the King County Solid Waste Division, Cities, private operators, and recyclers

4.9 Aid Cities in recognizing municipal solid waste responsibilities, including collection and recycling, and effectively carrying out those responsibilities.

#### V. MEMBERSHIP

5.1 The Forum shall consist of a 12-member group of representatives of unincorporated King County designated by the King County Council, representatives of the City of Seattle designated by the City of Seattle, and representative of other incorporated cities and towns within King County that are signators to this agreement designated by the Suburban Cities Association. Members of the Forum shall be established on the most current population estimates as published by the Washington Office of Financial Management. Currently,

unincorporated King County composes 32.1 percent; Seattle, 33.6 percent; and Suburban Cities, 34.3 percent of the total population. The calculations are determined as follows:

					Members
Unincorporated King County	12	X	32.1%	= 3.85	4
Seattle	12	X	33.6%	= 4.03	4
Suburbs	12	X	34.3%	+ 4/12	4
Totals					12 + Chair

5.2 In calculating the number representatives on the Forum, all numbers .5 and greater are to be rounded up to the nearest whole number. Proportional representation of the Forum will be reviewed once every five years during the life of this agreement and necessary revisions shall be made to the proportional representation according to the formula set forth above based on population change as established by the most current census.

5.3 In addition to the 12 members of the Forum, a citizen chair shall be selected or removed by a majority vote of all members of the Forum. Each representative shall have an equal vote on all Forum decisions. The Chair shall vote only in the case of a tie on any vote of the Forum.

## VI. MEETINGS

Unless otherwise provided, Roberts' Revised Rules of Order shall govern all procedural matters related to the business of the Forum. There shall be a minimum of two meetings each year and not less than 14 days' written notice shall be given to members prior to such meeting. Four or more members or the Chair may declare an emergency meeting with 24 hours written notice to the members. The time, date, and location shall be set by King County after consultation with the representatives of Seattle and the other cities and towns.

## VII. BYLAWS

7.1 The Forum shall, within 60 days after its first meeting, adopt bylaws for the operation of the Forum. Such by laws shall recognize that this Forum shall function in the place of the Puget Sound Council of Governments Committee of Solid Waste and the Solid Waste Management Board of the King Sub-regional Council. This Interlocal Forum shall not report to nor have responsibilities to or for either committee or council. The King County Solid Waste

Advisory Committee formed pursuant to RCW 70.95.165 shall continue pursuant to its statutory functions and, in addition, shall advise the Forum on solid waste matters.

7.2 The bylaws shall provide, among other things, that the Forum shall make an annual written report to the public, and the parties to this Agreement on Forum activities and the status of the solid waste systems in King County. The bylaws may also provide for such other reports as seemed necessary.

7.3 The bylaws shall also provide for the manner in which the Forum will provide its consultative and participatory advice regarding the solid waste management plan.

#### VIII. STAFFING AND OTHER SUPPORT

Staffing, supplies and equipment for the Forum shall be supplied by and through the Puget Sound Council of Governments, its successor, or other entity. Reimbursement to the Puget Sound Council of Governments for such staffing, supplies, and equipment shall be agreed upon and paid by King County from monies collected from the solid waste rates and charges, after considering recommendations by the Forum to King County. The Forum shall submit an appropriation request to the County by May 31 of each year or such other mutually agreed-upon date. King County may, subject to approval by the two-thirds vote of all constituted representatives of the Forum, terminate the staffing with Puget Sound Council of Governments and provide such staffing, supplies and equipment by other means.

#### IX. FORCE MAJEURE

The parties are not liable for failure to perform pursuant to the terms of this Agreement when failure to perform was due to an unforeseeable event beyond the control of any party to this Agreement.

#### X. MERGER

This Agreement merges and supersedes all prior negotiation, representation and/or agreements between the parties relating to the subject matter of this Agreement and constitutes the entire contract between the parties except with regard to the provisions of the Solid Waste Interlocal Agreement.

## XI. WAIVER

No waiver by either party of any term or condition of this Agreement shall be deemed or construed to constitute a waiver of any other term or condition or any subsequent breach, whether of the same or a different provision of this Agreement.

## XII. THIRD PARTY BENEFICIARY

This Agreement is not entered into with the intent that it shall benefit any other entity or person, except those expressly described herein, and no other such person or entity shall be entitled to be treated as a third party beneficiary of this Agreement.

## XIII. SEVERABILITY

If any of the provisions contained in this Agreement are held illegal, invalid or unenforceable, the remaining provisions shall remain in full force and effect.

IN WITNESS WHEREOF, this Agreement has been executed by each party on the date set forth below, pursuant to the legislative action set forth below.

CITY

KING COUNTY

\_\_\_\_\_

\_\_\_\_\_  
King County Executive

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

\_\_\_\_\_  
Pursuant to Resolution No. \_\_\_\_\_

\_\_\_\_\_  
Pursuant to Motion No. \_\_\_\_\_

\_\_\_\_\_  
Clerk-Attest

\_\_\_\_\_  
Clerk-Attest

\_\_\_\_\_  
Approved as to form

\_\_\_\_\_  
Approved as to form

\_\_\_\_\_  
City Attorney

\_\_\_\_\_  
King County  
Deputy Prosecuting Attorney

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date



**ADDENDUM**  
**To**  
**SOLID WASTE INTERLOCAL AGREEMENT**  
**and**  
**FORUM INTERLOCAL AGREEMENT**

**ADDENDUM**  
**To**  
**SOLID WASTE INTERLOCAL AGREEMENT**  
**and**  
**FORUM INTERLOCAL AGREEMENT**

This Addendum is entered into between King County, a political subdivision of the State of Washington and the City of \_\_\_\_\_ a municipal corporation of the State of Washington, hereinafter referred to as "County" and "City" respectively, who have previously executed interlocal agreements for solid waste management and the Solid Waste Interlocal Forum. This Addendum has been authorized by the legislative body of each jurisdiction pursuant to formal action as designated on the signature pages.

**PREAMBLE**

The County and the City have executed interlocal agreements (hereinafter called "the Agreements") on July 1, 1988, and January 1, 1988, in which the respective responsibilities of the parties for solid waste management and establishment of a Solid Waste Interlocal Forum ("the Forum") have been designated. Since the date of execution of the Agreements, the Regional Governance Summit of elected officials representing the County and the cities proposed and the voters adopted King County Charter amendments which established a minimum of three regional policy committees of the King County Council. These committees, which were modeled after the Solid Waste Interlocal Forum, are comprised of a mix of representatives of suburban cities and Seattle as well as King County Councilmembers. One of the three, the Regional Policy Committee, has been deemed to meet the characteristics of membership, staffing, and relationships to the parties to the Agreements which were intended for the Forum. By Motion 9297, the King County Council has expressed its intent that the Regional Policy Committee of the King County Council be designated as the successor to the Solid Waste Interlocal Forum and serve the purposes of the Forum described in the Agreements to which this document is an Addendum. This intent was also expressed by the suburban cities in Resolution 1 adopted by the Suburban Cities Association on June 16, 1993.

## I. PURPOSE

The purpose of this Addendum is to designate the Regional Policy Committee of the King County Council which was established by the King County Charter amendment approved by the voters on November 2, 1992 as the designated Forum pursuant to the Agreements.

## II. DEFINITIONS

For purposes of this Addendum, the definitions established in the Agreements shall apply.

## III. FORUM

The Regional Policy Committee of the King County Council shall be established as the designated Interlocal Forum pursuant to the Agreements. Effective immediately, the Regional Policy Committee shall assume the responsibilities for the designated Interlocal Forum which are defined in the Agreements. The terms and conditions specified in the Agreements by which the parties shall discuss and/or determine policy and development of a Comprehensive Solid Waste Management Plan as shall apply to the parties and to the Regional Policy Committee, except as specified below.

3.1 Section VI. MEMBERSHIP, of the Solid Waste Interlocal Forum Agreement is hereby repealed. Membership of the Regional Policy Committee shall be as specified in the King County Charter.

3.2 Section VII, MEETINGS, of the Solid Waste Interlocal Forum Agreement is hereby repealed. Unless otherwise provided, the rules and procedures of the Metropolitan King County Council adopted by ordinance shall govern all procedural matters related to the business of the Forum.

3.3 Section VIII, BYLAWS, of the Solid Waste Interlocal Forum Agreement is hereby repealed.

3.4. Section IX, STAFFING AND OTHER SUPPORT, of the Solid Waste Interlocal Forum Agreement is hereby repealed.

## IV. SOLID WASTE ADVISORY COMMITTEE

The King County Solid Waste Advisory Committee formed pursuant to RCW 70.95.165 shall continue pursuant to its statutory functions and, in addition, shall advise the Forum on solid waste matters.

V. DURATION

This Addendum shall become effective on the date of execution and shall remain in effect through June 30, 2028.

VI. NOTICE

IN WITNESS WHEREOF, this Agreement has been executed by each party on the date set forth below:

CITY

KING COUNTY

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
King County Executive

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

\_\_\_\_\_  
Pursuant to Resolution No. \_\_\_\_

\_\_\_\_\_  
Pursuant to Motion No. \_\_\_\_\_

\_\_\_\_\_  
Clerk – Attest

\_\_\_\_\_  
Clerk – Attest

\_\_\_\_\_  
Approved as to form and legality

\_\_\_\_\_  
Approved as to form and legality

\_\_\_\_\_  
City Attorney

\_\_\_\_\_  
King County Deputy Prosecuting Attorney

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

**AMENDED AND RESTATED SOLID WASTE  
INTERLOCAL AGREEMENT**

# AMENDED AND RESTATED SOLID WASTE INTERLOCAL AGREEMENT

This Amended and Restated Solid Waste Interlocal Agreement (“Agreement”) is entered into between King County, a political subdivision of the State of Washington and the City of \_\_\_\_\_, a municipal corporation of the State of Washington, hereinafter referred to as "County" and "City" respectively. Collectively, the County and the City are referred to as the “Parties.” This Agreement has been authorized by the legislative body of each jurisdiction pursuant to formal action as designated below:

King County: Ordinance No. \_\_\_\_\_

City: \_\_\_\_\_

## PREAMBLE

- A. This Agreement is entered into pursuant to chapter 39.34 RCW for the purpose of extending, restating and amending the Solid Waste Interlocal Agreement between the Parties originally entered into in \_\_\_\_\_ (the “Original Agreement”). The Original Agreement provided for the cooperative management of Solid Waste in King County for a term of forty (40) years, through June 30, 2028. The Original Agreement is superseded by this Amended and Restated Agreement, as of the effective date of this Agreement. This Amended and Restated Agreement is effective for an additional twelve (12) years through December 31, 2040.
- B. The Parties intend to continue to cooperatively manage Solid Waste and to work collaboratively to maintain and periodically update the existing King County



Comprehensive Solid Waste Management Plan (Comprehensive Plan) adopted pursuant to chapter 70.95 RCW.

- C. The Parties continue to support the established goals of Waste Prevention and Recycling as incorporated in the Comprehensive Solid Waste Management Plan, and to meet or surpass applicable environmental standards with regard to the Solid Waste System.
- D. The County and the Cities agree that System-related costs, including environmental liabilities, should be funded by System revenues which include but are not limited to insurance proceeds, grants and rates;
- E. The County, as the service provider, is in the best position to steward funds System revenues that the County and the Cities intend to be available to pay for environmental liabilities; and
- F. The County and the Cities recognize that at the time this Agreement goes into effect, it is impossible to know what the ultimate environmental liabilities could be; nevertheless, the County and the Cities wish to designate in this Agreement a protocol for the designation and distribution of funding for potential future environmental liabilities in order to protect the general funds of the County and the Cities.
- G. The County began renting the Cedar Hills Landfill from the State of Washington in 1960 and began using it for Disposal of Solid Waste in 1964. The County acquired ownership of the Cedar Hills Landfill from the State in 1992. The Cedar Hills Landfill remains an asset owned by the County.
- H. The Parties expect that the Cedar Hills Landfill will be at capacity and closed at some date during the term of this Agreement, after which time all Solid Waste under this Agreement will need to be disposed of through alternate means, as determined by the

Cities and the County through amendments to the Comprehensive Solid Waste Management Plan. The County currently estimates the useful life of the Cedar Hills Landfill will extend through 2025. It is possible that this useful life could be extended, or shortened, by System management decisions or factors beyond the control of the Parties.

- I. The County intends to charge rent for the use of the Cedar Hills Landfill for so long as the System uses this general fund asset and the Parties seek to clarify terms relative to the calculation of the associated rent.
- J. The County and Cities participating in the System have worked collaboratively for several years to develop a plan for the replacement or upgrading of a series of transfer stations. The Parties acknowledge that these transfer station improvements, as they may be modified from time-to-time, will benefit Cities that are part of the System and the County. The Parties have determined that the extension of the term of the Original Agreement by twelve (12) years as accomplished by this Agreement is appropriate in order to facilitate the long-term financing of transfer station improvements and to mitigate rate impacts of such financing.
- K. The Parties have further determined that in order to equitably allocate the benefit to all System Users from the transfer station improvements, different customer classes may be established by the County to ensure System Users do not pay a disproportionate share of the cost of these improvements as a result of a decision by a city not to extend the term of the Original Agreement.
- L. The Parties have further determined it is appropriate to strengthen and formalize the advisory role of the Cities regarding System operations.

The Parties agree as follows:

## I. DEFINITIONS

For purposes of this Agreement the following definitions shall apply:

“Cedar Hills Landfill” means the landfill owned and operated by the County located in southeast King County.

“Cities” refers to all Cities that have signed an Amended and Restated Solid Waste Interlocal Agreement in substantially identical form to this Agreement.

"Comprehensive Solid Waste Management Plan" or “Comprehensive Plan” means the Comprehensive Solid Waste Management Plan, as approved and amended from time to time, for the System, as required by chapter 70.95.080 RCW.

“County” means King County, a Charter County and political subdivision of the State of Washington.

"Disposal" means the final treatment, utilization, processing, deposition, or incineration of Solid Waste but shall not include Waste Prevention or Recycling as defined herein.

“Disposal Rates” means the fee charged by the County to System Users to cover all costs of the System consistent with this Agreement, all state, federal and local laws governing solid waste and the Solid Waste Comprehensive Plan.

"Divert" means to direct or permit the directing of Solid Waste to Disposal sites other than the Disposal site(s) designated by King County.

"Energy/Resource Recovery" means the recovery of energy in a usable form from mass burning or refuse-derived fuel incineration, pyrolysis or any other means of using the heat of combustion of Solid Waste that involves high temperature (above 1,200 degrees F) processing. (chapter 173.350.100 WAC).

"Landfill" means a Disposal facility or part of a facility at which Solid Waste is placed in or on land and which is not a land treatment facility.

“Metropolitan Solid Waste Advisory Committee” or “MSWAC” means the advisory committee composed of city representatives, established pursuant to Section IX of this Agreement.

"Moderate Risk Waste" means waste that is limited to conditionally exempt small quantity generator waste and household hazardous waste as those terms are defined in chapter 173-350 WAC, as amended.

“Original Agreement” means the Solid Waste Interlocal Agreement first entered into by and between the Parties, which is amended and restated by this Agreement. “Original Agreements” means collectively all such agreements between Cities and the County in substantially the same form as the Original Agreement.

“Parties” means collectively the County and the City or Cities.

"Recycling" as defined in chapter 70.95.030 RCW, as amended, means transforming or remanufacturing waste materials into usable or marketable materials for use other than landfill Disposal or incineration.

“Regional Policy Committee” means the Regional Policy Committee created pursuant to approval of the County voters in 1993, the composition and responsibilities of which are prescribed in King County Charter Section 270 and chapter 1.24 King County Code, as they now exist or hereafter may be amended.

"Solid Waste" means all putrescible and nonputrescible solid and semisolid wastes including but not limited to garbage, rubbish, ashes, industrial wastes, swill, commercial waste, sewage sludge, demolition and construction wastes, abandoned vehicles or parts thereof, contaminated soils and contaminated dredged materials, discarded commodities and recyclable materials, but shall not include dangerous, hazardous, or extremely hazardous waste as those terms are defined in chapter 173-303 WAC, as amended; and shall further not include those

wastes excluded from the regulations established in chapter 173-350 WAC, more specifically identified in Section 173-350-020 WAC.

"Solid Waste Advisory Committee" or "SWAC" means the inter-disciplinary advisory forum or its successor created by the King County Code pursuant to chapter 70.95.165 RCW.

"System" includes King County's Solid Waste facilities used to manage Solid Wastes which includes but is not limited to transfer stations, drop boxes, landfills, recycling systems and facilities, energy and resource recovery facilities and processing facilities as authorized by chapter 36.58.040 RCW and as established pursuant to the approved King County Comprehensive Solid Waste Management Plan.

"System User" or "System Users" means Cities and any person utilizing the County's System for Solid Waste handling, Recycling or Disposal.

"Waste Prevention" means reducing the amount or type of waste generated. Waste Prevention shall not include reduction of already-generated waste through energy recovery, incineration, or otherwise.

## II. PURPOSE

The purpose of this Agreement is to foster transparency and cooperation between the Parties and to establish the respective responsibilities of the Parties in a Solid Waste management System, including but not limited to, planning, Waste Prevention, Recycling, and Disposal. .



### III. DURATION

This Agreement shall become effective as of \_\_\_\_\_, and shall remain in effect through December 31, 2040.

### IV. APPROVAL

This Agreement will be approved and filed in accordance with chapter 39.34 RCW.

### V. RENEGOTIATION TO FURTHER EXTEND TERM OF AGREEMENT

5.1 The Parties recognize that System Users benefit from long-term Disposal arrangements, both in terms of predictability of System costs and operations, and the likelihood that more cost competitive rates can be achieved with longer-term Disposal contracts as compared to shorter-term contracts. To that end, at least seven (7) years before the date that the County projects that the Cedar Hills Landfill will close, or prior to the end of this Agreement, whichever is sooner, the County will engage with MSWAC and the Solid Waste Advisory Committee, among others, to seek their advice and input on the Disposal alternatives to be used after closure of the Cedar Hills Landfill, associated changes to the System, estimated costs associated with the recommended Disposal alternatives, and amendments to the Comprehensive Solid Waste Management Plan necessary to support these changes. Concurrently, the Parties will meet to negotiate an extension of the term of the Agreement for the purpose of facilitating the long-term Disposal of Solid Waste after closure of the Cedar Hills Landfill. Nothing in this Agreement shall require the Parties to reach agreement on an extension of the term of this Agreement. If the Parties fail to reach agreement on an extension, the Dispute Resolution provisions of Section XIII do not apply, and this Agreement shall remain unchanged.

5.2 Notwithstanding any other provision in this Agreement to the contrary, the Parties may, pursuant to mutual written agreement, modify or amend any provision of this Agreement at any time during the term of said Agreement.

## VI. GENERAL OBLIGATIONS OF PARTIES

### 6.1 King County

6.1.a Management. The County agrees to provide Solid Waste management services, as specified in this Section, for Solid Waste generated and collected within the City, except waste eliminated through Waste Prevention or waste recycling activities. The County agrees to dispose of or designate Disposal sites for all Solid Waste and Moderate Risk Waste generated and/or collected within the corporate limits of the City which is delivered to the System in accordance with all applicable Federal, State and local environmental health laws, rules, or regulations, as those laws are described in Subsection 8.5.a. The County shall maintain records as necessary to fulfill obligations under this Agreement.

6.1.b Planning. The County shall serve as the planning authority for Solid Waste and Moderate Risk Waste under this Agreement but shall not be responsible for planning for any other waste or have any other planning responsibility under this Agreement.

6.1.c Operation. King County shall be or shall designate or authorize the operating authority for transfer, processing and Disposal facilities, including public landfills and other facilities, consistent with the adopted Comprehensive Plan as well as closure and post-closure responsibilities for landfills which are or were operated by the County.

6.1.d Collection Service. The County shall not provide Solid Waste collection services within the corporate limits of the City, unless permitted by law and agreed to by both Parties.

6.1.e Support and Assistance. The County shall provide support and technical assistance to the City consistent with the Comprehensive Solid Waste Management Plan for a Waste Prevention and Recycling program. Such support may include the award of grants to support programs with System benefits. The County shall develop educational materials related to Waste Prevention and Recycling and strategies for maximizing the usefulness of the educational materials and will make these available to the City for its use. Although the County will not be required to provide a particular level of support or fund any City activities related to Waste Prevention and Recycling, the County intends to move forward aggressively to promote Waste Prevention and Recycling.

6.1.f Forecast. The County shall develop Solid Waste stream forecasts in connection with System operations as part of the comprehensive planning process in accordance with Article XI.

6.1.g Facilities and Services. The County shall provide facilities and services pursuant to the Comprehensive Solid Waste Management Plan and the Solid Waste Transfer and Waste Management plan as adopted and County Solid Waste stream forecasts.

6.1.h Financial Policies. The County will maintain financial policies to guide the System's operations and investments. The policies shall be consistent with this Agreement and shall address debt issuance, rate stabilization, cost containment, reserves, asset ownership and use, and other financial issues. The County shall primarily use long term bonds to finance transfer System improvements. The policies shall be developed and/or revised through

discussion with MSWAC, the Regional Policy Committee, the County Executive and the County Council. Such policies shall be codified at the same time as the Comprehensive Plan updates, but may be adopted from time to time as appropriate outside the Comprehensive Plan process.

## 6.2 City

6.2.a Collection. The City, an entity designated by the City or such other entity as is authorized by state law shall serve as operating authority for Solid Waste collection services provided within the City's corporate limits.

6.2.b Disposal. The City shall cause to be delivered to the County's System for Disposal all such Solid Waste and Moderate Risk Waste which is authorized to be delivered to the System in accordance with all applicable Federal, State and local environmental health laws, rules or regulations and is generated and/or collected within the corporate limits of the City and shall authorize the County to designate Disposal sites for the Disposal of all such Solid Waste and Moderate Risk Waste generated or collected within the corporate limits of the City, except for Solid Waste which is eliminated through Waste Prevention or waste Recycling activities consistent with the Comprehensive Solid Waste Management Plan. No Solid Waste generated or collected within the City may be Diverted from the designated Disposal sites without County approval.

## 6.3 JOINT RESPONSIBILITIES.

6.3.a Consistent with the Parties' overall commitment to ongoing communication and coordination, the Parties will endeavor to notify and coordinate with each other on the development of any City or County plan, facility, contract, dispute, or other Solid Waste issue that could have potential significant impacts on the County, the System, or the City or Cities.

6.3.b The Parties, together with other Cities, will coordinate on the development of emergency plans related to Solid Waste, including but not limited to debris management.

## VII. COUNTY SHALL SET DISPOSAL RATES

### AND OPERATING RULES FOR DISPOSAL; USE OF SYSTEM REVENUES

7.1 In establishing Disposal Rates for System Users, the County shall consult with MSWAC consistent with Section IX. The County may adopt and amend by ordinance rates necessary to recover all costs of the System including but not limited to operations and maintenance, costs for handling, processing and Disposal of Solid Waste, siting, design and construction of facility upgrades or new facilities, Recycling, education and mitigation, planning, Waste Prevention, reserve funds, financing, defense and payment of claims, insurance, System liabilities including environmental releases, monitoring and closure of landfills which are or were operated by the County, property acquisition, grants to cities, and administrative functions necessary to support the System and Solid Waste handling services during emergencies as established by local, state and federal agencies or for any other lawful solid waste purpose, and in accordance with chapter 43.09.210 RCW. Revenues from Disposal rates shall be used only for such purposes. The County shall establish classes of customers for Solid Waste management services and by ordinance shall establish rates for classes of customers.

7.2. It is understood and agreed that System costs include payments to the County general fund for Disposal of Solid Waste at the Cedar Hills Landfill calculated in accordance with this Section 7.2, and that such rental payments shall be established based on use valuations provided to the County by an independent-third party Member, Appraisal Institute (MAI) certified appraiser selected by the County in consultation with MSWAC.

7.2.a A use valuation shall be prepared consistent with MAI accepted principles for the purpose of quantifying the value to the System of the use of Cedar Hills Landfill for Disposal of Solid Waste over a specified period of time (the valuation period). The County shall establish a schedule of annual use charges for the System's use of the Cedar Hills Landfill which shall not exceed the most recent use valuation. Prior to establishing the schedule of annual use charges, the County shall seek review and comment as to both the use valuation and the proposed payment schedule from MSWAC. Upon request, the County will share with and explain to MSWAC the information the appraiser requests for purposes of developing the appraiser's recommendation.

7.2.b Use valuations and the underlying schedule of use charges shall be updated if there are significant changes in Cedar Hills Landfill capacity as a result of opening new Disposal areas and as determined by revisions to the existing Cedar Hills Regional Landfill Site Development Plan; in that event, an updated appraisal will be performed in compliance with MAI accepted principles. Otherwise, a reappraisal will not occur. Assuming a revision in the schedule of use charges occurs based on a revised appraisal, the resulting use charges shall be applied beginning in the subsequent rate period.

7.2.c The County general fund shall not charge use fees or receive other consideration from the System for the System's use of any transfer station property in use as of the effective date of this Agreement. The County further agrees that the County general fund may not receive payments from the System for use of assets to the extent those assets are acquired with System revenues. As required by chapter 43.09.210 RCW, the System's use of assets acquired with the use of other separate County funds (e.g., the Roads Fund, or other funds)



will be subject to use charges; similarly, the System will charge other County funds for use of System property.

## VIII. LIABILITY

8.1 Non-Environmental Liability Arising Out-of-County Operations. Except as provided in this Section, Sections 8.5 and 8.6, the County shall indemnify and hold harmless the City and shall have the right and duty to defend the City through the County's attorneys against any and all claims arising out of the County's operations during the term of this Agreement and settle such claims, provided that all fees, costs, and expenses incurred by the County thereby are System costs which may be satisfied from Disposal Rates as provided in Section VII herein. In providing such defense of the City, the County shall exercise good faith in such defense or settlement so as to protect the City's interest. For purposes of this Section "claims arising out of the County's operations" shall mean claims arising out of the ownership, control, or maintenance of the System, but shall not include claims arising out of the City's operation of motor vehicles in connection with the System or other activities under the control of the City which may be incidental to the County's operation. The provisions of this Section shall not apply to claims arising out of the sole negligence or intentional acts of the City. The provisions of this Section shall survive for claims brought within three (3) years past the term of this Agreement established under Section III.

8.2 Cooperation. In the event the County acts to defend the City against a claim under Section 8.1, the City shall cooperate with the County.

8.3 Officers, Agents, and Employees. For purposes of this Section VIII, references to City or County shall be deemed to include the officers, employees and agents of either Party,

acting within the scope of their authority. Transporters or generators of waste who are not officers or employees of the City or County are not included as agents of the City or County for purposes of this Section.

8.4 Each Party by mutual negotiation hereby waives, with respect to the other Party only, any immunity that would otherwise be available against such claims under the Industrial Insurance provisions of Title 51 RCW.

8.5 Unacceptable Waste

8.5.a All waste generated or collected from within the corporate limits of the City which is delivered to the System for Disposal shall be in compliance with the Resource Conservation and Recovery Act (42 U.S.C. § 6901 et seq.) (RCRA), chapters 70.95 and 70.105 RCW, King County Code Title 10, King County Board of Health Rules and Regulations, the Solid Waste Division operating rules, and all other Federal, State and local environmental health laws, rules or regulations that impose restrictions or requirements on the type of waste that may be delivered to the System, as they now exist or are hereafter adopted or amended.

8.5.b For purposes of this Agreement, the City shall be deemed to have complied with the requirements of Subsection 8.5.a if it has adopted an ordinance requiring waste delivered to the System for Disposal to meet the laws, rules, or regulations specified in Subsection 8.5.a. However, nothing in this Agreement is intended to relieve the City from any obligation or liability it may have under the laws mentioned in Subsection 8.5.a arising out of the City's actions other than adopting, enforcing, or requiring compliance with said ordinance, such as liability, if any exists, of the City as a transporter or generator for improper transport or Disposal of regulated dangerous waste. Any environmental liability the City may have for

releases of pollutants or hazardous or dangerous substances or wastes to the environment is dealt with under Sections 8.6 and 8.7.

8.5.c The City shall hold harmless, indemnify and defend the County for any property damages or personal injury caused solely by the City's failure to adopt an ordinance under Subsection 8.5.b. In the event the City acts to defend the County under this Subsection, the County shall cooperate with the City.

8.5.d The City shall make best efforts to include language in its contracts, franchise agreements, or licenses for the collection of Solid Waste within the City that allow for enforcement by the City against the collection contractor, franchisee or licensee for violations of the laws, rules, or regulations in Subsection 8.5.a. The requirements of this Subsection 8.5.d shall apply to the City's first collection contract, franchise, or license that becomes effective or is amended after the effective date of this Agreement.

8.5.d.i If waste is delivered to the System in violation of the laws, rules, or regulations in Subsection 8.5.a, before requiring the City to take any action under Subsection 8.5.d.ii, the County will make reasonable efforts to determine the parties' responsible for the violation and will work with those parties to correct the violation, consistent with applicable waste clearance and acceptance rules, permit obligations, and any other legal requirements.

8.5.d.ii If the violation is not corrected under Subsection 8.5.d.i and waste is determined by the County to have been generated or collected from within the corporate limits of the City, the County shall provide the City with written notice of the violation. Upon such notice, the City shall take immediate steps to remedy the violation and prevent similar future violations to the reasonable satisfaction of the County which may include but not be

limited to removing the waste and disposing of it in an approved facility; provided that nothing in this Subsection 8.5.d.ii shall obligate the City to handle regulated dangerous waste, as defined in WAC 173-351-200(1)(b)(i), and nothing in this Subsection shall relieve the City of any obligation it may have apart from this Agreement to handle regulated dangerous waste. If, in good faith, the City disagrees with the County regarding the violation, such dispute shall be resolved between the Parties using the Dispute Resolution process in Section XII or, if immediate action is required to avoid an imminent threat to public health, safety or the environment, in King County Superior Court. Each Party shall be responsible for its own attorneys' fees and costs. Failure of the City to take the steps requested by the County pending Superior Court resolution shall not be deemed a violation of this Agreement; provided, however, that this shall not release the City for damages or loss to the County arising out of the failure to take such steps if the Court finds a City violation of the requirements to comply with applicable laws set forth in Subsection 8.5.a.

#### 8.6 Environmental Liability.

8.6.a Neither the County nor the City holds harmless or indemnifies the other with regard to any liability arising under 42 U.S.C. § 9601-9675 (CERCLA) as amended by the Superfund Amendments and Reauthorization Act of 1986 (SARA) or as hereafter amended or pursuant to chapter 70.105D RCW (MTCA) or as hereafter amended and any state legislation imposing liability for System-related cleanup of contaminated property from the release of pollutants or hazardous or dangerous substances and/or damages resulting from property contaminated from the release of pollutants or hazardous or dangerous substances (“Environmental Liabilities”).

8.6.b Nothing in this Agreement is intended to create new Environmental Liability nor release any third-party from Environmental Liability. Rather, the intent is to protect the general funds of the Parties to this Agreement by ensuring that, consistent with best business practices, an adequate portion of Disposal Rates being collected from the System Users are set aside and accessible in a fair and equitable manner to pay the respective County and City's Environmental Liabilities.

8.6.c The purpose of this Subsection is to establish a protocol for the setting aside, and subsequent distribution of, Disposal Rates intended to pay for Environmental Liabilities of the Parties, if and when such liabilities should arise, in order to safeguard the Parties' general funds. To do so, the County shall:

8.6.c.i Use Disposal Rates to obtain and maintain, to the extent commercially available under reasonable terms, insurance coverage for System-related Environmental Liability that names the City as an Additional Insured. The County shall establish the adequacy, amount and availability of such insurance in consultation with MSWAC. Any insurance policy in effect on the termination date of this Agreement with a term that extends past the termination date shall be maintained until the end of the policy term.

8.6.c.ii Use Disposal Rates to establish and maintain a reserve fund to help pay the Parties' Environmental Liabilities not already covered by System rates or insurance maintained under Subsection 8.6.c.i above ("Environmental Reserve Fund"). The County shall establish the adequacy of the Environmental Reserve Fund in consultation with MSWAC and consistent with the financial policies described in Article VI. The County shall retain the Environmental Reserve Fund for a minimum of 30 years following the closure of the Cedar Hills Landfill (the "Retention Period"). During the Retention Period, the Environmental Reserve Fund

shall be used solely for the purposes for which it was established under this Agreement. Unless otherwise required by law, at the end of the Retention Period, the County and Cities shall agree as to the disbursement of any amounts remaining in the Environmental Reserve Fund. If unable to agree, the County and City agree to submit disbursement to mediation and if unsuccessful to binding arbitration in a manner similar to Section 39.34.180 RCW to the extent permitted by law.

8.6.c.iii Pursue state or federal grant funds, such as grants from the Local Model Toxics Control Account under chapter 70.105D.070(3) RCW and chapter 173-322 WAC, or other state or federal funds as may be available and appropriate to pay for or remediate such Environmental Liabilities.

8.6.d If the funds available under Subsections 8.6.c.i-iii are not adequate to completely satisfy the Environmental Liabilities of the Parties to this Agreement then to the extent feasible and permitted by law, the County will establish a financial plan including a rate schedule to help pay for the County and City's remaining Environmental Liabilities in consultation with MSWAC.

8.6.e The County and the City shall act reasonably and quickly to utilize funds collected or set aside through the means specified in Subsections 8.6.c.i-iii and 8.6.d to conduct or finance response or clean-up activities in order to limit the County and City's exposure, or in order to comply with a consent decree, administrative or other legal order. The County shall notify the City within 30 days of any use of the reserve fund established in 8.6.c.iii.

8.6.f In any federal or state regulatory proceeding, and in any action for contribution, money expended by the County from the funds established in Subsections 8.6.c.i-iii and 8.6.d. to pay the costs of remedial investigation, cleanup, response or other action required



pursuant to a state or federal laws or regulations shall be considered by the Parties to have been expended on behalf and for the benefit of the County and the Cities.

8.6.g In the event that the funds established as specified in Subsections 8.6.c.i-iii and 8.6.d are insufficient to cover the entirety of the County and Cities' collective Environmental Liabilities, the funds described therein shall be equitably allocated between the County and Cities to satisfy their Environmental Liabilities. Factors to be considered in determining "equitably allocated" may include the size of each Party's System User base and the amount of rates paid by that System User base into the funds, and the amount of the Solid Waste generated by the Parties' respective System Users. Neither the County nor the Cities shall receive a benefit exceeding their Environmental Liabilities.

8.7 The County shall not charge or seek to recover from the City any costs or expenses for which the County indemnified the State of Washington in Exhibit A to the Quitclaim Deed from the State to the County for the Cedar Hills Landfill, dated February 24, 1993, to the extent such costs are not included in System costs.

## IX. CITY ADVISORY COMMITTEE

9.1 There is hereby created an advisory committee comprised of representatives from cities, which shall be known as the Metropolitan Solid Waste Advisory Committee ("MSWAC"). The City may designate a representative and alternate(s) to serve on MSWAC. MSWAC shall elect a chair and vice-chair and shall adopt bylaws to guide its deliberations. The members of MSWAC shall serve at the pleasure of their appointing bodies and shall receive no compensation from the County.

9.2 MSWAC is the forum through which the Parties together with other cities participating in the System intend to discuss and seek to resolve System issues and concerns. MSWAC shall assume the following advisory responsibilities:

9.2.a Advise the King County Council, the King County Executive, Solid Waste Advisory Committee, and other jurisdictions as appropriate, on all policy aspects of Solid Waste management and planning;

9.2.b Consult with and advise the County on technical issues related to Solid Waste management and planning;

9.2.c Assist in the development of alternatives and recommendations for the Comprehensive Solid Waste Management Plan and other plans governing the future of the System, and facilitate a review and/or approval of the Comprehensive Solid Waste Management Plan by each jurisdiction;

9.2.d Assist in the development of proposed interlocal Agreements between King County and cities for planning, Waste Prevention and Recycling, and waste stream control;

9.2.e Review and comment on Disposal Rate proposals and County financial policies;

9.2.f Review and comment on status reports on Waste Prevention, Recycling, energy/resources recovery, and System operations with inter-jurisdictional impact;

9.2.g Promote information exchange and interaction between waste generators, cities, recyclers, and the County with respect to its planned and operated Disposal Systems;

9.2.h Provide coordination opportunities among the Solid Waste Advisory Committee, the Regional Policy Committee, the County, cities, private waste haulers, and recyclers;

- 9.2.i Assist cities in recognizing municipal Solid Waste responsibilities, including collection and Recycling, and effectively carrying out those responsibilities; and
- 9.2.j Provide input on such disputes as MSWAC deems appropriate.
- 9.3 The County shall assume the following responsibilities with respect to MSWAC;
- 9.3.a The County shall provide staff support to MSWAC;
- 9.3.b In consultation with the chair of MSWAC, the County shall notify all cities and their designated MSWAC representatives and alternates of the MSWAC meeting times, locations and meeting agendas. Notification by electronic mail or regular mail shall meet the requirements of this Subsection;
- 9.3.c The County will consider and respond on a timely basis to questions and issues posed by MSWAC regarding the System, and will seek to resolve those issues in collaboration with the Cities. Such issues shall include but are not limited to development of efficient and accountable billing practices; and
- 9.3.d. The County shall provide all information and supporting documentation and analyses as reasonably requested by MSWAC for MSWAC to perform the duties and functions described in Section 9.2.

## X. FORUM INTERLOCAL AGREEMENT

10.1 As of the effective date of this Agreement, the *Forum Interlocal Agreement* and *Addendum to Solid Waste Interlocal Agreement and Forum Interlocal Agreement* by and between the City and County continue through June 30, 2028. After 2028 responsibilities assigned to the Forum shall be assigned to the Regional Policy Committee. The Parties agree that Solid Waste System policies and plans shall continue to be deemed regional countywide policies

and plans that shall be referred to the Regional Policy Committee for review consistent with King County Charter Section 270.30 and chapter 1.24 King County Code.

## XI. COMPREHENSIVE SOLID WASTE MANAGEMENT PLAN

11.1 King County is designated to prepare the Comprehensive Solid Waste Management Plan (Comprehensive Plan) and this plan shall include the City's Solid Waste Management Comprehensive Plan pursuant to chapter 70.95.080(3) RCW.

11.2 The Comprehensive Plan shall be reviewed and any necessary revisions proposed. The County shall consult with MSWAC to determine when revisions are necessary. King County shall provide services and build facilities in accordance with the adopted Comprehensive Plan.

11.3 The Comprehensive Plans will promote Waste Prevention and Recycling in accordance with Washington State Solid Waste management priorities pursuant to chapter 70.95 RCW, at a minimum.

11.4 The Comprehensive Plans will be prepared in accordance with chapter 70.95 RCW and Solid Waste planning guidelines developed by the Department of Ecology. The plan shall include, but not be limited to:

11.4.a Descriptions of and policies regarding management practices and facilities required for handling all waste types;

11.4.b Schedules and responsibilities for implementing policies;

11.4.c Policies concerning waste reduction, Recycling, Energy and Resource Recovery, collection, transfer, long-haul transport, Disposal, enforcement and administration; and

11.4.d Operational plan for the elements discussed in Item c above.

11.5 The cost of preparation by King County of the Comprehensive Plan will be considered a cost of the System and financed out of the rate base.

11.6 The Comprehensive Plans will be “adopted” within the meaning of this Agreement when the following has occurred:

11.6.a The Comprehensive Plan is approved by the King County Council; and

11.6.b The Comprehensive Plan is approved by cities representing three-quarters of the population of the incorporated population of jurisdictions that are parties to the Forum Interlocal Agreement. In calculating the three-quarters, the calculations shall consider only those incorporated jurisdictions taking formal action to approve or disapprove the Comprehensive Plan within 120 days of receipt of the Plan. The 120-day time period shall begin to run from receipt by an incorporated jurisdiction of the Forum's recommendation on the Comprehensive Plan, or, if the Forum is unable to make a recommendation, upon receipt of the Comprehensive Plan from the Forum without recommendation.

11.7 Should the Comprehensive Plan be approved by the King County Council, but not receive approval of three-quarters of the cities acting on the Comprehensive Plan, and should King County and the cities be unable to resolve their disagreement, then the Comprehensive Plan shall be referred to the State Department of Ecology and the State Department of Ecology will resolve any disputes regarding Comprehensive Plan adoption and adequacy by approving or disapproving the Comprehensive Plan or any part thereof.

11.8 King County shall determine which cities are affected by any proposed amendment to the Comprehensive Plan. If any City disagrees with such determination, then the City can request that the Forum determine whether or not the City is affected. Such

determination shall be made by a two-thirds majority vote of all representative members of the Forum.

11.9 Should King County and the affected jurisdictions be unable to agree on amendments to the Comprehensive Plan, then the proposed amendments shall be referred to the Department of Ecology to resolve any disputes regarding such amendments.

11.10 Should there be any impasse between the Parties regarding Comprehensive Plan adoption, adequacy, or consistency or inconsistency or whether any permits or programs adopted or proposed are consistent with the Comprehensive Plan, then the Department of Ecology shall resolve said disputes.

## XII. MITIGATION

12.1 The County will design, construct and operate Solid Waste facilities in a manner to mitigate their impact on host Cities and neighboring communities pursuant to applicable law and regulations.

12.2 The Parties recognize that Solid Waste facilities are regional facilities. The County further recognizes that host Cities and neighboring communities may sustain impacts which can include but are not limited to local infrastructure, odor, traffic into and out of Solid Waste facilities, noise and litter.

12.3 Collaboration in Environmental Review. In the event the County is the sole or co-Lead Agency, then prior to making a threshold determination under the State Environmental Policy Act (SEPA), the County will provide a copy of the SEPA environmental checklist, if any, and proposed SEPA threshold determination to any identifiable Host City (as defined below) and adjacent or neighboring city that is signatory to the Agreement and that may be affected by the



project ("Neighboring City") and seek their input. For any facility for which the County prepares an Environmental Impact Statement (EIS), the County will meet with any identified potential Host City (as defined below) and any Neighboring City to seek input on the scope of the EIS and appropriate methodologies and assumptions in preparing the analyses supporting the EIS. However, nothing in this Section shall limit or impair the County's ability to timely complete the environmental review process.

12.4 Collaboration in Project Permitting. If a new or reconstructed Solid Waste facility is proposed to be built within the boundaries of the City ("Host City") and the project requires one or more "project permits" as defined in chapter 36.70B.020(4) RCW from the Host City, before submitting its first application for any of the project permits, the County will meet with the Host City and any Neighboring City, to seek input. However, nothing in this Section shall limit or impair the County's ability to timely submit applications for or receive permits, nor waive any permit processing or appeal timelines.

12.5 Separately, the County and the City recognize that in accordance with 36.58.080 RCW, a city is authorized to charge the County to mitigate impacts directly attributable to a County-owned Solid Waste facility. The County acknowledges that such direct costs include wear and tear on infrastructure including roads. To the extent that the City establishes that such charges are reasonably necessary to mitigate such impacts, payments to cover such impacts may only be expended only to mitigate such impacts and are System costs. If the City believes that it is entitled to mitigation under this Agreement, the City may request that the County undertake a technical analysis regarding the extent of impacts authorized for mitigation. Upon receiving such a request, the County, in coordination with the City and any necessary technical consultants, will develop any analysis that is reasonable and appropriate to identify impacts. The cost for such

analysis is a System cost. The City and County will work cooperatively to determine the appropriate mitigation payments and will document any agreement in a Memorandum of Agreement. If the City and the County cannot agree on mitigation payments, the dispute resolution process under chapter 36.58.080 RCW will apply rather than the dispute resolution process under Section XII of the Agreement.

### XIII. DISPUTE RESOLUTION

13.1 Unless otherwise expressly stated, the terms of this Section XIII shall apply to disputes arising under this Agreement.

#### 13.2 Initial Meeting.

13.2.a Either Party shall give notice to the other in writing of a dispute involving this Agreement.

13.2.b Within ten (10) business days of receiving or issuing such notice, the County shall send an email notice to all Cities.

13.2.c Within ten (10) business days of receiving the County's notice under Subsection 13.2.b, a City shall notify the County in writing or email if it wishes to participate in the Dispute Resolution process.

13.2.d Within not less than twenty-one (21) days nor more than thirty (30) days of the date of the initial notice of dispute issued under Subsection 13.2.a, the County shall schedule a time for staff from the County and any City requesting to participate in the dispute resolution process ("Participating City") to meet (the "initial meeting"). The County shall endeavor to set such initial meeting a time and place convenient to all Participating Cities and to the County.

### 13.3 Executives' Meeting.

13.3.a If the dispute is not resolved within sixty (60) days of the initial meeting, then within seven (7) days of expiration of the sixty (60)-day period, the County shall send an email notice to all Participating Cities that the dispute was not resolved and that a meeting of the County Executive, or his/her designee and the chief executive officer(s) of each Participating City, or the designees of each Participating City (an “executives' meeting”) shall be scheduled to attempt to resolve the dispute. It is provided, however, that the County and the Participating Cities may mutually agree to extend the sixty (60)-day period for an additional fifteen (15) days if they believe further progress may be made in resolving the dispute, in which case, the County’s obligation to send its email notice to the Participating Cities under this Subsection that the dispute was not resolved shall be within seven (7) days of the end of the extension. Likewise, the County and the Participating Cities may mutually conclude prior to the expiration of the sixty (60)-day period that further progress is not likely in resolving the dispute at this level, in which case, the County shall send its email notice that the dispute was not resolved within seven (7) days of the date that the County and the Participating Cities mutually concluded that further progress is not likely in resolving the dispute.

13.3.b Within seven (7) days of receiving the County’s notice under Subsection 13.3.a each Participating City shall notify the County in writing or email if it wishes to participate in the executives' meeting.

13.3.c Within not less than twenty-one (21) days nor more than thirty (30) days of the date of the notice of the executives' meeting issued under Subsection 13.3.a, the County shall schedule a time for the executives' meeting. The County shall endeavor to set such

executives' meeting a time and place convenient to all Participating Cities that provided notice under Subsection 13.3.b and to the County.

13.4. Non-Binding Mediation.

13.4.a If the dispute is not resolved within thirty (30) days of the executives' meeting, then any Participating City that was Party to the executives' meeting or the County may refer the matter to non-binding mediation by sending written notice within thirty-five (35) days of the initial executives' meeting to all Parties to such meeting.

13.4.b Within seven (7) days of receiving or issuing notice that a matter will be referred to non-binding mediation, the County shall send an email notice to all Participating Cities that provided notice under Subsection 13.3.b informing them of the referral.

13.4.c Within seven (7) days of receiving the County's notice under Subsection 13.4.b, each Participating City shall notify the County in writing if it wishes to participate in the non-binding mediation.

13.4.d The mediator will be selected in the following manner: The City(ies) electing to participate in the mediation shall propose a mediator and the County shall propose a mediator; in the event the mediators are not the same person, the two mediators shall select a third mediator who shall mediate the dispute. Alternately, the City(ies) participating in the mediation and the County may agree to select a mediator through a mediation service mutually acceptable to the Parties. The Parties to the mediation shall share equally in the costs charged by the mediator or mediation service. For purposes of allocating costs of the mediator or mediation service, all Cities participating in the mediation will be considered one Party.

13.5 Superior Court. Any Party, after participating in the non-binding mediation, may commence an action in King County Superior Court after one hundred eighty (180) days from

the commencement of the mediation, in order to resolve an issue that has not by then been resolved through non-binding mediation, unless all Parties to the mediation agree to an earlier date for ending the mediation.

13.6 Unless this Section XIII does not apply to a dispute, then the Parties agree that they may not seek relief under this Agreement in a court of law or equity unless and until each of the procedural steps set forth in this Section XIII have been exhausted, provided, that if any applicable statute of limitations will or may run during the time that may be required to exhaust the procedural steps in this Section XIII, a Party may file suit to preserve a cause of action while the Dispute Resolution process continues. The Parties agree that, if necessary and if allowed by the court, they will seek a stay of any such suit while the Dispute Resolution process is completed. If the dispute is resolved through the Dispute Resolution process, the Parties agree to dismiss the lawsuit, including all claims, counterclaims, and cross-claims, with prejudice and without costs to any Party.

#### XIV. FORCE MAJEURE

The Parties are not liable for failure to perform pursuant to the terms of this Agreement when failure to perform was due to an unforeseeable event beyond the control of either Party (“force majeure”). The term “force majeure” shall include, without limitation by the following enumeration: acts of nature, acts of civil or military authorities, terrorism, fire, accidents, shutdowns for purpose of emergency repairs, industrial, civil or public disturbances, or labor disputes, causing the inability to perform the requirements of this Agreement, if either Party is rendered unable, wholly or in part, by a force majeure event to perform or comply with any obligation or condition of this Agreement, upon giving notice and reasonably full particulars to

the other Party, such obligation or condition shall be suspended only for the time and to the extent practicable to restore normal operations.

#### XV. MERGER

This Agreement merges and supersedes all prior negotiations, representation and/or agreements between the Parties relating to the subject matter of this Agreement and constitutes the entire contract between the Parties [except with regard to the provisions of the Forum Interlocal Agreement]; provided that nothing in Section XV supersedes or amends any indemnification obligation that may be in effect pursuant to a contract between the Parties other than the Original Agreement; and further provided that nothing in this Agreement supersedes, amends or modifies in any way any permit or approval applicable to the System or the County's operation of the System within the jurisdiction of the City.

#### XVI. WAIVER

No waiver by either Party of any term or condition of this Agreement shall be deemed or construed to constitute a waiver of any other term or condition or of any subsequent breach whether of the same or a different provision of this Agreement.

#### XVII. THIRD PARTY BENEFICIARY

This Agreement is not entered into with the intent that it shall benefit any other entity or person except those expressly described herein, and no other such person or entity shall be entitled to be treated as a third-party beneficiary of this Agreement.



## XVIII. SURVIVABILITY

Except as provided in Section 8.1, 8.2, 8.3, Section 8.6.c, except 8.6.ciii and Section 8.6d, no obligations in this Agreement survive past the expiration date as established in Section III.

XIX. NOTICE

Except as otherwise provided in this Agreement, a notice required to be provided under the terms of this Agreement shall be delivered by certified mail, return receipt requested or by personal service to the following person:

For the City:

For the County:

Director  
King County Solid Waste Division  
201 South Jackson Street, Suite 701  
Seattle, Washington 98104

IN WITNESS WHEREOF, this Agreement has been executed by each Party on the date set forth below:

CITY of

KING COUNTY

\_\_\_\_\_  
(Mayor/City Manager)

\_\_\_\_\_  
King County Executive

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

\_\_\_\_\_  
Clerk-Attest  
Approved as to form and legality

\_\_\_\_\_  
Clerk-Attest  
Approved as to form and legality

\_\_\_\_\_  
City Attorney

\_\_\_\_\_  
King County Deputy Prosecuting Attorney

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

# **Responsiveness Summary**

Appendix



## Responsiveness Summary

This Responsiveness Summary addresses comments and questions the King County Solid Waste Division (division) received during the public comment period on the *Draft 2009 Comprehensive Solid Waste Management Plan* (draft plan). The public comment period was from October 8, 2009 to February 4, 2010.

Copies of the draft plan were provided to King County cities, the Suburban Cities Association, Unincorporated Area Councils, neighboring jurisdictions, area tribes, the division's two advisory committees – the Solid Waste Advisory Committee and the Metropolitan Solid Waste Management Advisory Committee – labor unions representing division employees, solid waste management companies, the Washington State Department of Ecology, Public Health – Seattle & King County, the Puget Sound Clean Air Agency, the Puget Sound Regional Council, the Washington Utilities and Transportation Commission, and the Metropolitan King County Council and Regional Policy Committee. The draft plan was also available at all King County libraries and on the division's website for review by the public and other stakeholders. Comments on the draft plan were accepted via e-mail, letter, or a comment form available at libraries and on the website.

The Responsiveness Summary groups the comments and questions by chapter and topic area. Each comment received is provided in its entirety on the division's website, including any attachments. The division received a total of 21 comments. During preparation of the *2013 Comprehensive Solid Waste Management Plan* (plan), the division considered each comment received and made modifications as necessary.

Topic by Chapter	Commenter	King County Solid Waste Division Response
Acronyms, Abbreviations, and Common Terms		
Defining acronyms	<ul style="list-style-type: none"> <li>City of Bothell</li> </ul>	A common editorial convention is to avoid defining acronyms in titles. Acronyms are defined upon first use in the text within each chapter.
Common terms	<ul style="list-style-type: none"> <li>Public Health – Seattle &amp; King County (Public Health)</li> <li>City of Bothell</li> </ul>	<p>The list of common terms beginning on page x is intended to convey terms in the context of their use in the plan. The descriptions are meant to be consistent with the Code of the King County Board of Health, Title 10 and WAC 173-350, while providing a user-friendly key for the reader.</p> <p>The term "sustainability" has been added to the common terms (product stewardship is already defined).</p>
Foreword		
Amendment process	<ul style="list-style-type: none"> <li>Washington State Department of Ecology (Ecology)</li> </ul>	The amendment process for the final plan is outlined in the <i>Foreword</i> . Text is included to clarify that the 2013 plan is an update to the 2001 plan.
Chapter 1: Introduction		
Plan update	<ul style="list-style-type: none"> <li>Ecology</li> </ul>	Text is included in the <i>Introduction</i> which clarifies that the 2013 plan is an update to the 2001 plan.
Greening of former non-green sites	<ul style="list-style-type: none"> <li>D. Kain</li> </ul>	The Brownfields Program, described on page 1-13, provides assistance to assess and clean up contaminated sites.
Illegal dumping and litter	<ul style="list-style-type: none"> <li>Public Health</li> </ul>	"Risks to public health" has been added to the first sentence of the section <i>Managing Illegal Dumping and Litter</i> . A chart was added that identifies regional responsibilities for illegal dumping enforcement, clean up, and prevention.
Chapter 2: Solid Waste System Planning		
Interlocal agreement (ILA)	<ul style="list-style-type: none"> <li>City of Bothell</li> </ul>	Beginning in 1987, the county and cities entered into the interlocal agreements (ILAs) that established the county's solid waste system. The ILA templates in Appendix B reflect the existing ILAs that each city has signed. The original ILA is in effect through

Topic by Chapter	Commenter	King County Solid Waste Division Response
	<ul style="list-style-type: none"> <li>Ecology</li> </ul>	<p>June 2028; the new ILA is in effect through December 2040.</p> <p>Ecology's concern about being the arbiter in case of disagreements is noted. The new ILA includes a dispute resolution process which would be used in case of disagreement.</p>
Cross border annexations	<ul style="list-style-type: none"> <li>City of Bothell</li> <li>Ecology</li> <li>Snohomish County</li> <li>Public Health</li> </ul>	<p>The ILAs are binding contracts, which state that all solid waste generated and/or collected from within each city's corporate boundaries will be directed to the county's solid waste system.</p> <p>The City of Bothell signed the original ILA in December 1987 and has complied with the ILA since it was executed. Accordingly, Bothell has correctly directed waste from its annexation of an area of unincorporated Snohomish County (Canyon Park) to King County's solid waste system. Through an ILA between King County and Snohomish County, the waste from any future annexation areas within Snohomish County would be directed to its solid waste system.</p>
Role of Public Health	<ul style="list-style-type: none"> <li>Public Health</li> </ul>	<p>Table 2-1 has been revised to more clearly refer to Public Health and the Solid Waste Division.</p> <p>"King County" and "county" are used generically throughout the plan to refer to King County's role in managing solid waste as carried out by the Solid Waste Division; Public Health is specifically referred to when discussing its role.</p>
SWAC participation	<ul style="list-style-type: none"> <li>Ecology</li> </ul>	<p>Links are provided in Chapter 8 to the Solid Waste Advisory Committee (SWAC) and Metropolitan Solid Waste Management Advisory Committee (MSWMAC) websites where documentation of the committees' ongoing participation in the planning process can be found.</p>
C&D tonnage and transaction data	<ul style="list-style-type: none"> <li>CleanScapes</li> </ul>	<p>The division currently receives data on C&amp;D diversion rates and how the C&amp;D is processed from processing facilities in the region on a voluntary basis. The division is also considering a certification system, similar to or the same as a system that is being developed by the City of Seattle, in which facilities can voluntarily agree to be audited and inspected to certify their recycling rates. The division would publicize information about the certified facilities. At this time we do not plan to gather data from the haulers, as the system of voluntary facility reporting appears to be adequate.</p>
Chapter 3: Waste Prevention & Recycling		
Policy WPR-4	<ul style="list-style-type: none"> <li>Washington Citizens for Resource</li> </ul>	<p>The policy has been modified – revision in bold, "Advocate for <b>product</b> stewardship in</p>



Topic by Chapter	Commenter	King County Solid Waste Division Response
	Conservation (WCRC)	the design and management..."
Recommendation 2	<ul style="list-style-type: none"> <li>WCRC</li> </ul>	The recommendation has been modified – revision in bold, “help consumers improve” has been changed to “help <b>residents and businesses</b> improve.”
Recommendation 4	<ul style="list-style-type: none"> <li>WCRC</li> </ul>	The recommendation has been modified – revision in bold, “materials that contain toxic materials” has been changed to “ <b>products</b> that contain toxic materials.”
Collection/processing company role in public outreach and education	<ul style="list-style-type: none"> <li>CleanScapes</li> </ul>	In several places, the plan emphasizes the continuing need to collaborate with private-sector collection and processing companies on public education and outreach (for example page 3-5). However, these companies are contracted agents for the governmental agencies that retain them and it is the responsibility of those agencies to determine how much education and outreach should be required in the contract or performed with internal resources. Should the competitive grant program recommended in the plan be implemented, there could be additional education /outreach efforts by haulers that are not specifically related to obligations to contract cities.
WPR goals	<ul style="list-style-type: none"> <li>CleanScapes</li> <li>WCRC</li> </ul>	<p>A numerical goal related to C&amp;D was not developed for this plan because waste characterization data was not adequate. However, since the plan was drafted, a study was completed and data is now available. With this new data the division, in collaboration with advisory committees, may develop a goal during this planning period.</p> <p>Goals were developed with input from both SWAC and MSWMAC, as well as other stakeholders. The final goals were determined to be the strongest achievable goals for the county as a whole during the planning period. However, the division supports any city or organization that wishes to attempt to surpass the goals stated in the plan.</p>
Additional text revisions/updates	<ul style="list-style-type: none"> <li>City of Bothell</li> <li>WCRC</li> </ul>	<p>Text on page 3-6 has been revised – revision in bold, “Through <b>E-Cycle Washington</b>, ...”</p> <p>Text has been added on page 3-8 – revision in bold, ‘When manufacturers decide what goods to produce, <b>how to design them</b>, how to produce them, and how to package them.”</p> <p>Text on page 3-10 has been updated – revision in bold, “<b>In the first year of the program, 38.5 million pounds of e-waste was received at take-back locations across</b>”</p>

Topic by Chapter	Commenter	King County Solid Waste Division Response
Percentage of households using collection service for yard waste/food scraps	<ul style="list-style-type: none"> <li>• WCRC</li> </ul>	<p>A 2011 organics waste characterization study (Cascadia 2012b) indicates that 19 percent of households are placing at least some of their food scraps and food-soiled paper in the yard waste container.</p>
Recycling at private-sector facilities	<ul style="list-style-type: none"> <li>• WCRC</li> </ul>	<p>A sentence was added to page 3-14 referring to the Take It Back Network for recycling products such as fluorescent bulbs and tubes.</p>
Grant programs	<ul style="list-style-type: none"> <li>• City of Bellevue</li> </ul>	<p>During discussions with stakeholders, division staff proposed mandates to increase recycling. However, after further discussions with advisory groups and elected officials there was a clear preference for providing incentives to increase recycling, rather than using mandates. It is from these discussions that the idea for a competitive grant came about. Cities already receive annual grants to support their WPR efforts; each city is allocated an amount based on their population and employment levels. A competitive grant can provide additional incentives to increase these efforts – incentives that do not currently exist.</p>
	<ul style="list-style-type: none"> <li>• City of Bothell</li> </ul>	<p>In addition to making resources available to cities to increase their efforts, this grant program would allow haulers to develop programs for the approximately 20 percent of residents that live in unincorporated areas who do not benefit from the current city grant programs. A competitive grant would also allow cities, haulers, and non-profit organizations to collaborate on grant proposals, benefiting smaller cities that do not have staff dedicated to WPR efforts. It also would allow the haulers to work with the cities they serve to develop proposals that could be more efficient because they would serve more than one city.</p>
	<ul style="list-style-type: none"> <li>• Ecology</li> </ul>	<p>The Solid Waste Division's WPR grant funds have always been allocated based on each city's population within its corporate limits. Ecology's Coordinated Prevention Grant (CPG) funds are awarded by the state based on each county's population. The division worked with Snohomish County a number of years ago to ensure that the City of Bothell would receive an allocation of CPG funds from Snohomish County for the city's Snohomish County population. However, it would require a change in CPG guidelines for Ecology to allocate grant funds on the basis of a solid waste system's population instead of on a county population basis.</p> <p>Text on page 3-14 has been revised to reflect that the division coordinates Ecology funding.</p>

the state of Washington."

Topic by Chapter	Commenter	King County Solid Waste Division Response
Recyclable materials	<ul style="list-style-type: none"> <li>Anonymous</li> <li>Ecology</li> </ul>	<p>The division regularly looks for opportunities to increase the range of materials that can be accepted for recycling as markets are available. Many of the suggested materials are recyclable, although they may not be accepted curbside. For the most up-to-date information about recycling of a wide range of materials check the What do I do with ...? directory on the Solid Waste Division's Website: <a href="http://your.kingcounty.gov/solidwaste/wdidw/index.asp">http://your.kingcounty.gov/solidwaste/wdidw/index.asp</a></p> <p>The section <i>Turning Wastes to Resources</i> has been expanded to clarify the division's process for designating recyclables for collection at the curb or at transfer stations in King County.</p>
Recyclable material – "Value" vs. "Productive Use"	<ul style="list-style-type: none"> <li>City of Federal Way</li> </ul>	Policy WPR-5 directs the division to work with regional partners to find the highest value end uses for recycled and composted materials. The division agrees that value is not limited to market price, and recognizes, as stated in policy PL-5 and elsewhere, that equity, social justice, and environmental sustainability are all critical for consideration.
Seeking highest and best use	<ul style="list-style-type: none"> <li>WCRC</li> </ul>	
Product stewardship	<ul style="list-style-type: none"> <li>City of Issaquah</li> </ul>	The division continues to pursue and expand its product stewardship programs for the proper disposal and recycling of difficult to handle waste products – see policy WPR-4 and page 3-9 for more detail. The division also looks to the cities for support in these efforts.
Organics processing capacity	<ul style="list-style-type: none"> <li>City of Issaquah</li> <li>Public Health</li> <li>Ecology</li> </ul>	<p>In King County, the private sector has primary responsibility to provide processing capacity. Through development of the plan over several years, the division has had extensive input and review from industry. These representatives have not expressed concerns about capacity. The division does not currently intend to develop processing capacity to fill gaps. Rather this role will be filled by current or additional private-sector investments.</p> <p>The division supports and encourages the development of robust organics processing capacity. Additionally, it is the intent of policies WPR-5 and WPR-6 to support such a system. The term "composting" has been added to the policies to better reflect this intent.</p> <p>Organics capacity is a regional issue. The division and other stakeholders are working together to ensure a diverse and robust organics processing infrastructure. Ecology is currently leading the dialogue and analysis of regional composting capacity.</p>
Collection events	<ul style="list-style-type: none"> <li>City of Issaquah</li> </ul>	The funding that currently supports collection events is largely in the form of grants to the cities. Cities can choose to allocate their grant funding differently to support local

Topic by Chapter	Commenter	King County Solid Waste Division Response
Beneficial use/residuals from C&D processing	<ul style="list-style-type: none"> <li>Allied Waste</li> <li>COL Recycle</li> <li>CleanScapes</li> <li>Ecology</li> <li>Weyerhaeuser</li> </ul>	<p>drop-off recycling facilities such as the At Work! Recycling Center.</p> <p>After extensive analysis, the division has designated industrial waste stabilizer as disposal. The county will recognize alternative daily cover as beneficial use for the remainder of the term of its C&amp;D contracts. To promote the highest and best use of C&amp;D materials, the county will limit the amount of alternative daily cover that may be counted as beneficial use to 25 percent of the C&amp;D processing facility's output. The division will continue to work with stakeholders to reach a unified definition of beneficial use throughout the region and the state. If definitions of these materials are adopted in a future revision of WAC 173-150, those definitions will supersede any previously determined by the county.</p> <p>This topic is discussed in Recommendation 3-20 and on pages 3-23 and 4-27.</p>
C&D processing facility certification	<ul style="list-style-type: none"> <li>Public Health</li> </ul>	<p>Were a city or the county to adopt a program of requiring that C&amp;D go to a certified facility, the jurisdiction would need to determine how this would be accomplished. More information about San Jose's C&amp;D program, which has such a requirement can be found at: <a href="http://www.sjrecycles.org/construction-demolition/cddd.asp">http://www.sjrecycles.org/construction-demolition/cddd.asp</a></p>
Ecology survey data	<ul style="list-style-type: none"> <li>City of Bothell</li> </ul>	<p>Increased coordination with cities in sharing and analyzing data would be beneficial. The text on page 3-35 has been modified to acknowledge the cities' involvement.</p>
<b>Chapter 4: Collection &amp; Processing</b>		
Recommendation 9	<ul style="list-style-type: none"> <li>WCRC</li> </ul>	<p>Recommendation 9 has not been modified. Recommendation 10 includes incentives and applies to recycling of food scraps/food-soiled paper.</p>
Recommendation 22	<ul style="list-style-type: none"> <li>Public Health</li> </ul>	<p>Cities have been added to the responsibility column of Recommendation 22.</p>
Processing facilities	<ul style="list-style-type: none"> <li>Public Health</li> </ul>	<p>Page 4-8 has been revised to clarify that facilities that process mixed recyclables are subject to regulation by Public Health under the Code of the King County Board of Health Title 10.12, which adopts the standards from WAC 173-350.</p>
Inventory of solid waste collection programs	<ul style="list-style-type: none"> <li>Ecology</li> </ul>	<p>Language has been added to page 4-4 to reflect where information on contract and WUTC-regulated collection companies can be found. As indicated, detailed information is included in Section 3.3 of the Washington Utilities and Transportation Commission Cost Assessment (Appendix A).</p>

Topic by Chapter	Commenter	King County Solid Waste Division Response
Collection standards	<ul style="list-style-type: none"> <li data-bbox="237 102 462 1944">CleanScapes</li> <li data-bbox="485 102 781 1944">Commercial Waste Reduction and Recycling Company</li> </ul>	<p data-bbox="237 102 462 1944">While studies do indicate that weekly collection of recyclables results in higher recycling levels and that the environmental benefits from recycling these materials surpasses the environmental costs of additional transportation, moving from every-other-week to weekly collection of recyclables would result in increased local costs to residents receiving the service. Because there are other options that can increase residential recycling while minimizing local costs, the Single-Family Minimum Collection Standards allow either weekly or every-other-week recyclable collection.</p> <p data-bbox="485 102 781 1944">One of the factors that contributed to increases in residential recycling in the early 1990s was embedding the cost of curbside recycling into the cost of garbage collection. Cities are now finding that embedding the cost of commercial recycling into garbage collection costs also increases recycling as businesses that do not already have recycling services are more inclined to sign up for those services, particularly small businesses and businesses located in strip malls. Embedding the cost of commercial recycling does not prohibit businesses from contracting for recycling services on their own, with their preferred service provider; although it is acknowledged that it can encourage use of the larger, city contracted companies.</p> <p data-bbox="803 102 899 1944">A listing of data sources used in the preparation of this plan begins on page 2-10, along with an explanation of how that data was used in the division's analysis. Note that the division does incorporate data collected by Ecology.</p>
Curbside collection of fluorescents	<ul style="list-style-type: none"> <li data-bbox="941 102 972 1944">CleanScapes</li> </ul>	<p data-bbox="941 102 1005 1944">Text on page 4-12 has been revised to include mention of city programs for curbside collection of fluorescents.</p>
Commingled recyclables processing	<ul style="list-style-type: none"> <li data-bbox="1045 102 1076 1944">Public Health</li> </ul>	<p data-bbox="1045 102 1304 1944">Improvements in recycling stream characterization are ongoing and will help the county and the cities to focus their education efforts to reduce non-recyclable plastics and other contaminants delivered to the MRFs. Glass is still a challenging material for MRFs to handle, but MRFs serving King County continue to adapt their procedures and technology to improve their ability to minimize contamination of other materials with glass shards. As stated in the plan, discussions among the cities, the county, and the collection companies are underway regarding the best method for handling shredded paper.</p> <p data-bbox="1326 102 1484 1944">Recyclables processing throughout the Pacific Northwest is a private-sector function. Companies that collect recyclables are obligated by contract or ordinance to deliver them to facilities that will recycle the materials. These facilities accept materials from throughout the region, and even materials from elsewhere in the country. When the 2006 MRF study was published, it was anticipated that the private sector would make</p>

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		<p>the investments necessary to expand processing capacity, and these expansions have occurred:</p> <ul style="list-style-type: none"> <li>• In 2007 SP Recycling constructed a 70,000-square-foot, single-stream processing facility</li> <li>• In 2008 Rabanco Recycling did a major upgrade of its 3rd and Lander processing facility</li> </ul> <p>Privately-owned MRF capacity is expected to expand further with increased need.</p>
Fossil fuel use reduction	<ul style="list-style-type: none"> <li>• City of Federal Way</li> </ul>	<p>The county, cities, and haulers are all working to reduce operational fossil fuel consumption. The plan allows individual cities and haulers to pursue strategies that best serve their needs, now and as new strategies are developed over time. For example, cities may choose to move to alternate week collection, while haulers may choose to use compressed natural gas to fuel their collection trucks.</p>
Bulky waste solutions	<ul style="list-style-type: none"> <li>• City of Federal Way</li> </ul>	<p>Curbside collection options may reduce fossil fuel use in handling bulky waste. The City of Renton sets an example of creative solutions with a swap day. Recommendation 2 at the beginning of Chapter 4 addresses the need to continue exploring options to more efficiently deal with bulky waste. City collection contracts are critical to dealing with this issue.</p>
Inventory of solid waste collection programs	<ul style="list-style-type: none"> <li>• Ecology</li> </ul>	<p>An inventory of solid waste collection programs, including customers served, is located in Appendix A, 3.3.1 – WUTC Regulated (G-certificate) Solid Waste Collection Programs, and 3.3.2 – Other (non-regulated) Solid Waste Collection Programs.</p>
Chapter 5: The Solid Waste Transfer System		
Policy TS-5	<ul style="list-style-type: none"> <li>• WCRC</li> </ul>	<p>The policy has been modified – revision in bold, “... on materials that are not easily recycled at the curb <b>or through a readily available producer or retailer-provided program.</b>”</p>
County transfer stations to consolidate and transfer curbside collected organics and recyclables	<ul style="list-style-type: none"> <li>• CleanScapes</li> <li>• Public Health</li> </ul>	<p>Use of county transfer facilities for the consolidation and transfer of materials other than solid waste is consistent with the role of these facilities in consolidating many small loads into larger loads. Space considerations currently limit the ability to collect recyclables at the transfer stations, and Shoreline is the only station currently with the capacity to accept commercial organics. All new recycling and transfer stations will have the ability to transfer organics collected curbside. While recyclables may require</p>



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	additional infrastructure, the division will continue to consider the advantages and costs of developing that infrastructure as it proceeds with the capital improvement program.		
Materials to be collected at transfer stations	The plan reflects the level of service criteria developed collaboratively with the cities, which were used during the transfer system planning process.	<ul style="list-style-type: none"> <li>City of Bothell</li> </ul>	
Factoria closure during construction	The Factoria Transfer Station replacement is being designed so that full closure of the facility will not be required. However, there may be some disruptions to service and it may be necessary to relocate the household hazardous waste service during the construction period.	<ul style="list-style-type: none"> <li>City of Issaquah</li> </ul>	
Houghton closure	<p>The plan reflects the division's intention to follow the adopted <i>Solid Waste Transfer and Waste Management Plan</i>, which states that the Houghton Transfer Station will remain open as a full service facility until a new northeast recycling and transfer station is open.</p> <p>The division recognizes that traffic is a concern around transfer facilities in King County and will perform studies and work with stakeholders to mitigate for traffic as necessary.</p>	<ul style="list-style-type: none"> <li>City of Bellevue</li> </ul>	
Stop the transfer system renovation program and proceed with alternative technologies	<p>The plan for renovation of the transfer system was cooperatively developed by the county and cities that are part of the King County solid waste system, with input from other stakeholders including solid waste industry representatives and interested citizens. As documented in chapters 2 and 5 of the plan, the current solid waste system was analyzed, with consideration of a variety of options, through four iterative reports that culminated in the <i>Solid Waste Transfer and Waste Management Plan</i> (Transfer Plan), which was approved by the King County Council in December 2007.</p> <p>A key consideration in the Transfer Plan was the ability to facilitate a greater level of diversion from disposal. As such, all new stations will focus on separation of yard waste, scrap metal, clean wood, and other materials that make up a large portion of the recyclables that are present in the waste stream today. Another factor, the ability to compact waste was also a consideration – compacting waste will reduce traffic and fossil fuel use and will decrease long-term operating costs.</p> <p>There is no intent on the part of the county, nor is it accurate to imply, that renovation of the transfer system will tie the region to land filling. Compacted materials, municipal solid waste and organics, and separated recyclables could be</p>	<ul style="list-style-type: none"> <li>Summit Biofuels</li> </ul>	

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Use of Shoreline station by Seattle Public Utilities	<ul style="list-style-type: none"> <li>CleanScapes</li> </ul>	<p>directed to a range of facilities, including waste-to-energy facilities that use multiple or specific materials.</p> <p>The Shoreline Recycling &amp; Transfer Station currently has additional capacity. King County would discuss use of Shoreline by the City of Seattle were the City to express an interest.</p>
Shoreline Recycling & Transfer Station address	<ul style="list-style-type: none"> <li>City of Bothell</li> </ul>	The address has been revised.
<b>Chapter 6: Landfill Management &amp; Solid Waste Disposal</b>		
Early waste diversion	<ul style="list-style-type: none"> <li>City of Bellevue</li> </ul>	Under this plan, the division proposes evaluating early waste diversion, including waste export, considering the effects on system costs versus benefits ( <i>Landfill Management and Solid Waste Disposal</i> Recommendation 2). This will provide the opportunity to assess other options before the need to choose a final vendor(s). The Screening and Evaluation Criteria for Disposal Options (page 6- 15) would be applied during the procurement process.
Closed landfills	<ul style="list-style-type: none"> <li>Ecology</li> <li>Public Health</li> </ul>	<p>Text on page 6-17 regarding listing of closed landfills under the state's Model Toxics Control Act has been revised.</p> <p>At the Hobart landfill, there have been exceedances of arsenic, a naturally occurring contaminant of groundwater, in a monitoring well upgradient of the slurry wall. "Downstream" of the slurry wall, federal primary drinking water and state groundwater quality regulatory standards have not been exceeded, although aesthetic standards, primarily those for pH, are not met. Language on page 6-17 regarding Hobart Landfill has been changed, and information about current studies has been added..</p>
Explore alternatives to landfilling, including waste-to-energy and other alternative technologies	<ul style="list-style-type: none"> <li>CleanScapes</li> <li>GSB Law</li> <li>Hans Nelsen</li> <li>City of Issaquah</li> <li>Summit Biofuels</li> </ul>	<p>When the Cedar Hills landfill reaches capacity and closes, the county will no longer own or operate a landfill. The county is not considering the development of a replacement landfill either in King County or in another county.</p> <p>The division is committed to the exploration of disposal alternatives such as waste conversion technologies and incineration with energy and resource recovery. The plan recommends monitoring options for disposal once the Cedar Hills Regional Landfill reaches capacity and closes, considering not only waste export to an out-of-county</p>

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		<p>landfill, but also other options, such as waste-to-energy and other disposal or conversion technologies, which could handle all or a portion of the county's waste. This includes the possibility that a combination of disposal methods for specific components of the waste stream could be utilized. A cost/benefit analysis, along with a thorough evaluation of environmental, social, economic, and other criteria, would precede any disposal decision.</p>
Lifespan of the Cedar Hills Landfill	<ul style="list-style-type: none"> <li data-bbox="456 1249 483 1423">• Kay Palmer</li> </ul>	<p>The July 2010 Final Environmental Impact Statement for the Cedar Hills Regional Landfill Site Development Plan determined that there would be no significant unavoidable adverse environmental impacts, including to human health, during the construction or operation of any of the proposed landfill alternatives. Cedar Hills' closure date is an estimate based upon current and forecast tonnage, as well as operational considerations such as landfill density. The estimated closure date has changed, and will continue to be updated, as these factors change. The division is committed to meet or exceed environmental and public health standards and to work with neighbors to identify and mitigate impacts of landfill operations on the community.</p> <p>The division is dedicated to continuing the open and transparent collaborative process that was used to develop the plan when the time comes to make a decision about early waste diversion and disposal after Cedar Hills' closure. Policy DS-2 confirms the division's intent to maximize the capacity and lifespan of the landfill, subject to environmental constraints, operating costs, and stakeholder interests.</p> <p>As mentioned on page 6-9 and discussed in detail throughout <i>Chapter 3, Waste Prevention and Recycling</i>, the division is exploring myriad avenues to maximize waste reduction/prevention and recycling. The section <i>Turning Wastes to Resources</i> (beginning on page 3-25) discusses the division's steps toward pursuing Zero Waste of Resources by working to eliminate the disposal of all materials for which there is economic value and a viable market.</p>
Landfill gas collection at Cedar Hills	<ul style="list-style-type: none"> <li data-bbox="1229 1192 1256 1423">• Summit Biofuels</li> </ul>	<p>The Cedar Hills Regional Landfill has received national recognition for its operations, including the Solid Waste Association of North America's Gold Award for Excellence in Landfill Gas Control for its innovative gas collection system. Gas collection efficiency at Cedar Hills is estimated to be at least 90 percent; this is consistent with the latest research (Sullivan, 2010) on landfills employing active gas collection techniques such as those used at Cedar Hills.</p> <p>The gas collection system at the Cedar Hills exceeds regulatory requirements:</p>

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		<ul style="list-style-type: none"> <li>Federal regulations require gas well installation within one year of an area being closed, while at Cedar Hills horizontal gas extraction wells are installed in the active disposal areas and operated prior to area closure</li> <li>Monitoring indicates no migration of methane gas and surface emissions of far below the allowable 500 parts per million (ppm) – the division monitors for and acts upon any methane level of over 100 ppm</li> </ul> <p>Landfill gas is sold to Bio Energy (Washington), LLC for conversion to natural gas which goes into the Puget Sound Energy grid. As of the end of 2012, the facility is generating enough natural gas to heat about 30,000 homes.</p>
Waste export preferable to waste-to-energy as a disposal option	<ul style="list-style-type: none"> <li>WCRC</li> </ul>	<p>General: Under this plan, waste export will still be considered when seeking options for disposal. The Screening and Evaluation Criteria for Disposal Options (page 6-15) are intended to address concerns, including compatibility with waste prevention and recycling, environmental effects such as human health and climate change, residue disposal requirements, and safety record. The division is continuing to track existing and emerging technologies and related developments, such as regulations, for consideration in the future. This planning period will include evaluating specific alternatives for partial early waste diversion and post-Cedar Hills disposal.</p> <p>Waste considered: The recommendation that adds consideration of waste-to-energy and other disposal or conversion technologies is intended to address waste being disposed at Cedar Hills, not waste that may otherwise be recycled.</p> <p>Facility siting: Facility siting is one of the criteria (page 6-16) that would be considered in the evaluation of alternative disposal options.</p> <p>Comparative costs: The word "slightly" has been removed.</p> <p>Bypass waste: The definition of a conversion technology given in the Conversion Technologies report (quoted on page 6-13 of the plan) recognizes the need for landfill disposal of residual and bypass waste.</p>
Chapter 7: Solid Waste System Finance		
Product stewardship definition	<ul style="list-style-type: none"> <li>WCRC</li> </ul>	Text on page 7-10 has been revised – “Product stewardship shifts the management of materials at the end of their life to the product manufacturer <del>or retailer</del> .”

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County solid waste fees and cost of capital program	<ul style="list-style-type: none"><li>Summit Biofuels</li></ul>	<p>Fees among jurisdictions vary for a wide range of reasons – wages, for example, may be higher in the Puget Sound region than in Oklahoma. And some jurisdictions may choose to fully support or subsidize their solid waste operations through property or other taxes, while others, like King County and Seattle, are self-supporting. So, while in other parts of the country solid waste fees may be lower, it is a fact that King County's transfer station disposal fees are lower than some others in the region. As pointed out in the comment, this is in part because King County does own and operate its own landfill and, as stated in the plan, it is expected that a transition to some other disposal method will be more expensive, as shown below.</p> <p>A comparative cost analysis of potential disposal options (R.W. Beck 2007) estimated the following costs per ton (net present value, \$2016):</p> <table><tr><td>Mass Burn</td><td>\$42-\$58</td></tr><tr><td>RDF</td><td>\$59-\$74</td></tr><tr><td>Advanced Thermal Recycling</td><td>\$54-\$70</td></tr><tr><td>Waste Export</td><td>\$43-\$47</td></tr></table> <p>Using the same methodology, the division estimated cost per ton for disposal at Cedar Hills would be \$31-\$34 per ton (net present value, \$2016).</p> <p>The cost of renovating the transfer system is included in rates and the amount of debt service will increase. The additional per ton cost is dependent on a range of factors, including interest rates, timing and length of bonds, as well as actual land and development costs.</p>	Mass Burn	\$42-\$58	RDF	\$59-\$74	Advanced Thermal Recycling	\$54-\$70	Waste Export	\$43-\$47
Mass Burn	\$42-\$58									
RDF	\$59-\$74									
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General/Multiple Chapters										
Formatting	<ul style="list-style-type: none"><li>City of Bothell</li></ul>	Page numbers have been added to the policy and recommendation pages.								
Sustainability	<ul style="list-style-type: none"><li>City of Auburn</li></ul>	A definition of sustainability has been added to the list of common terms, a description of the division's focus regarding sustainable development is provided in Chapter 1, and references to the sustainable aspects of various operations and programs have been added throughout the plan.								
Enforcement	<ul style="list-style-type: none"><li>Ecology</li></ul>	References to permitting and enforcement (including surveillance and control) have been strengthened in several areas of the plan, including:								

Topic by Chapter	King County Solid Waste Division Response	Commenter
	<ul style="list-style-type: none"> <li>Regional responsibilities for coordinating illegal dumping enforcement, clean up, and prevention and litter control on pages 1-10 to 1-11</li> <li>Permitting responsibilities for solid waste handling facilities in Table 2-1 on page 2-4</li> <li>Regulatory and enforcement responsibilities for operating solid waste handling facilities in Chapter 5 on page 5-4</li> </ul>	
Designation of urban and rural areas	<p>The urban growth area boundary designates urban and rural areas of King County; the current boundary has been added to Figure 1-1 on page 1-2. The urban growth area boundary is reviewed and adjusted through the King County Comprehensive Plan; language has been added to page 2-14.</p>	<ul style="list-style-type: none"> <li>Ecology</li> </ul>
Reference to Health Code	References throughout have been changed to "Code of the King County Board of Health."	<ul style="list-style-type: none"> <li>Public Health</li> </ul>





## King County

Department of Natural Resources and Parks

### Solid Waste Division

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