DEPARTMENT OF
ECOLOGY
State of Washington

# Guidelines for Development of Local Comprehensive Solid Waste Management Plans and Plan Revisions

February 2010

Publication No. 10-07-005

## Publication and Contact Information

This report is available on the Department of Ecology's website at
www.ecy.wa.gov/biblio/1007005.html

For more information contact:

Waste 2 Resources Program
P.O. Box 47600
Olympia, WA 98504-7600

Phone: 360-407-6900

Washington State Department of Ecology - www.ecy.wa.gov

| | |
|---|---|
| o Headquarters, Olympia | 360-407-6000 |
| o Northwest Regional Office, Bellevue | 425-649-7000 |
| o Southwest Regional Office, Olympia | 360-407-6300 |
| o Central Regional Office, Yakima | 509-575-2490 |
| o Eastern Regional Office, Spokane | 509-329-3400 |

*To ask about the availability of this document in a format for the visually impaired, call the Waste 2 Resources Program at 360-407-6900. Persons with hearing loss can call 711 for Washington Relay Service. Persons with a speech disability can call 877-833-6341.*

# Guidelines for Development of Local Comprehensive Solid Waste Management Plans and Plan Revisions

Waste 2 Resources Program

Washington State Department of Ecology

Olympia, Washington

*This page is purposely left blank*

# Table of Contents

# Chapter 1 - Introduction

These guidelines are intended to assist local governments to develop solid waste plans, plan revisions and amendments. This document should provide insight into developing or updating a plan that not only satisfies the statutory requirements, but also provides an effective framework for the operation and progression of the local solid waste system.

## The Purpose of Solid Waste Planning

Comprehensive planning serves a variety of purposes. In the world of solid waste, we use planning as a tool for public input, financing, capital improvement, market development, oversight and project implementation, all for the sake of public health and the environment.

A jurisdiction's solid waste plan is the "roadmap" to managing a comprehensive solid waste system. The more current your roadmap, the more likely you are to reach your destination. The same holds true for a solid waste plan.

The implementation of waste reduction programs and anticipated need for new facilities and other infrastructure should be well thought out to ensure smooth operation. Population growth and waste generation play an important role in every community in terms of the capacity to manage solid waste. It is important to remember that transfer stations are not built overnight, landfills are not easily sited and recycling programs do not start themselves. Forward thinking is crucial to the success of the system.

Planning ahead is absolutely essential for the sake of public health and safety, and efficiency of a solid waste system. Keeping local plans up to date with the current state of a solid waste system allows local solid waste advisory committees (SWACs) and solid waste managers to make informed recommendations based on current data. Additionally, solid waste facilities must be consistent with the local plan to obtain solid waste handling permits. Also, programs must be identified in the plan to qualify for Coordinated Prevention Grant funding or other Ecology financial assistance programs.

## Legislative and Judicial Changes, 1999-2009

The statute that requires and governs local solid waste planning is Chapter 70.95 of the Revised Code of Washington (RCW) Solid Waste Management – Recycling and Reduction. Since the last guidelines revision in 1999, changes to Chapter 70.95 RCW have mainly focused on permit exemptions regarding beneficial use (RCW 70.95.305), composting bovine carcasses (RCW 70.95.306) and the transport and handling of recyclable material (RCW 70.95.400-440). Also, the tire cleanup tax was reinstated in 2005 (RCW 70.95.510) which resulted in several tire pile cleanups in 2007-08. In 2009, the Legislature again reinstated the tire tax. Statutorily mandated planning requirements have remained the same since 1999.

In the 2005 legislative session, an amendment to Chapter 70.95 RCW passed that required transporter registration and recycling facilities notification with penalties for noncompliance. The purpose of this amendment is to ensure recyclable materials from commercial and industrial facilities are transported to material recovery facilities or companies that reuse or remanufacture recyclable material into usable products, and not to disposal facilities.

In 2006, Ecology began implementing the rule and began a rule adoption process to codify the registration and notification programs. The rule (Chapter 173-345 WAC) was adopted in April 2009. The statute and rule require all transporters of recyclable materials from commercial and industrial generators to register with Ecology. Exemptions to this requirement are spelled out in the law and rule. Transporters are also required to keep records of invoices for two years.

Additionally, all recycling facilities are required to notify Ecology 30 days prior to commencing operation. The legislation gave existing facilities 90 days from the effective date of the bill. Existing facilities have met the requirements of this legislation. The statute and rule provide penalties for noncompliance. Noncompliance with requirements of the rule subjects the violator to penalties up to $1,000 per violation.

In 2009, the Washington State Legislature passed Substitute Senate Bill 5797, *Exemption from Solid Waste Handling Permit Requirements for Anaerobic Digesters***.** The bill provides criteria for exempting certain anaerobic digesters from obtaining a solid waste handling permit. The anaerobic digester must process at least 50 percent livestock manure by volume and no more than 30 percent pre-consumer organic waste derived material. The exemption specifies limits on the use of the digestate. The exemption became law on July 26, 2009.

In 2006, the Washington State Legislature passed Chapter 70.95N RCW, *Electronics Product Recycling*. The law requires manufacturers to provide electronic product recycling services at no cost to households, small businesses, charities, school districts and small governments. Chapter 173-900 WAC, *Electronics Products Recycling Program*, defines how Ecology will implement the program and identifies requirements of this program for manufactures, collectors, transporters, retailers and processors of electronic products covered by the law. The program became fully operational on January 1, 2009.

On July 22, 2007, the *Public Events Recycling Law* (RCW 70.93.093) went into effect in Washington State. The law requires a recycling program at every official gathering and sports facility where vendors are selling beverages in single-use aluminum cans, and/or glass and/or plastic bottles, and there is a commercial curbside recycling collection program in the area. The law's intent is to increase recycling opportunities, and reduce waste at official gatherings and sports facilities statewide. Beverage vendors are responsible to provide and fund the recycling program at the official gathering/sports facility.

Including the Public Events Recycling Law in local planning documents and event permitting requirements is an effective way to ensure events and facilities are aware of their responsibilities. However, the law does not require you to do so. For more information on the details of the law, how to set up an event recycling program, a link to an Ecology brochure on the law, and a FAQs page see http://198.238.211.77:8004/programs/swfa/eventrecycling/.

On April 30, 2007, the United States Supreme Court issued an opinion in case No. 05-1345, *United Haulers Association v. Oneida-Herkimer Solid Waste Management Authority*. This ruling upheld the authority for public solid waste authorities to direct municipal solid waste collected in their jurisdiction to publicly owned facilities. Also known as *flow control*, this practice is necessary in some jurisdictions where hauling solid waste to facilities other than those owned by the solid waste authority may compromise the viability of the public solid waste system. However, this decision does not permit local solid waste authorities to direct the flow of solid waste to a privately owned facility, and does not allow a planning jurisdiction to restrict the import or export of solid waste to privately owned facilities.

# The Beyond Waste Plan

Similar to local planning jurisdictions, the state of Washington is also required to have a Solid Waste and Hazardous Waste Plan. Washington State's integrated Solid and Hazardous Waste Plan is known as the *Beyond Waste Plan*, which was released in November 2004 and updated at the end of 2009. The plan lays out an aggressive vision where waste is viewed as inefficient and most wastes and toxics are eliminated within one generation. To start on the path to achieve this vision, the plan lays out five key initiatives:

- Moving toward Beyond Waste with industries
- Reducing small-volume hazardous materials and wastes
- Increasing recycling for organic materials
- Making green building practices mainstream
- Measuring progress toward Beyond Waste

***Why Beyond Waste?*** *Because preventing waste and the use of toxic substances is the smartest, cheapest, and healthiest approach to waste*

The plan also addresses current hazardous and solid waste issues.

The purpose of the plan is to set a path for waste management in Washington State and provide a guide for local plans. Incorporating *Beyond Waste Plan* recommendations in local plans can help attain significant reductions in wastes and toxic materials, though there is currently no requirement that local governments adopt programs envisioned in the *Beyond Waste Plan.*

**Why do we need to move *Beyond Waste*?** The *Beyond Waste* vision is to use waste as resources thereby eliminating most wastes. Simply put, preventing waste and use of toxic substances is the smartest, cheapest and healthiest approach to waste management.

Over the years, Washington's government, businesses and citizens have put considerable effort into making positive changes in waste management practices, yet problems remain. Every year we still throw away recyclables worth millions of dollars, and toxic substances remain prevalent in our environment.

Beyond Waste can help improve our waste management system and help us solve other problems, including mitigating climate change and protecting Washington waters. Reducing wastes and toxics will lessen environmental and public health risks, and promote economic, environmental and social vitality.

**How can we move *Beyond Waste*?** At the time of publication, the Department of Ecology has received special legislative appropriations for financial assistance through the Coordinated Prevention Grant Program to support the *Beyond Waste Plan* and incorporate the initiatives into local solid and hazardous waste plans. Ecology encourages all local planning jurisdictions to pursue programs that promote the *Beyond Waste* initiatives and vision. However, implementation of such programs is not currently required.

*12-step planning process from the 1999 Guidelines:*

1. *Determine Planning Area and Responsibilities*
2. *Involve the local SWAC*
3. *Develop Scope of Work*
4. *Develop Preliminary Draft*
5. *Public Review*
6. *Ecology Review*
7. *SEPA*
8. *Submit Final Draft to Ecology*
9. *Adopt final Draft*
10. *Submit adopted plan to Ecology*
11. *Implement the plan*
12. *Maintain the plan*

As you progress through these guidelines, consider what your community is capable of and realistic goals to move in the direction of *Beyond Waste*. Also, consider what programs your own government offices can do to lead by example. Whether you are promoting programs to compost food scraps, opening the county's first compost facility, starting a new curbside program, establishing a green building policy for your jurisdiction or bringing all of the facilities in the planning jurisdiction into compliance, it is important to remember all of these steps are key to move in the direction of *Beyond Waste* and create a better Washington.

For more information on the *Beyond Waste Plan*, go to *http://www.ecy.wa.gov/beyondwaste/*. For more details about implementing *Beyond Waste* principles at the local level, see Chapter 11 and Appendix E of these guidelines.

# Using These Guidelines

Read these guidelines thoroughly before beginning the planning process. Even veteran solid waste planners may find some new or clarifying information in this document.

Previous editions of these guidelines provided the user with a **12-step planning process** that focused on basic steps to operate a SWAC and develop a solid waste plan. We included those same elements in these guidelines, but also tried to describe the planning process as more cyclic rather than linear, and provide flexibility for each individual jurisdiction to tailor the process to meet its unique needs.

Most planning jurisdictions that use these guidelines will look to revise an existing plan rather than develop a plan from the ground up. The old method of a strict, linear 12-step process will not always be necessary. We would rather provide planning jurisdictions with a menu of guidance options to choose from that make sense based on the jurisdiction's unique situation.

However, it is important to note this does not open up the planning process to major omissions. For example, SWAC involvement in development of the Waste Reduction and Recycling Element of the plan is required, and you must provide Ecology documentation of that involvement when submitting a preliminary draft plan for review.

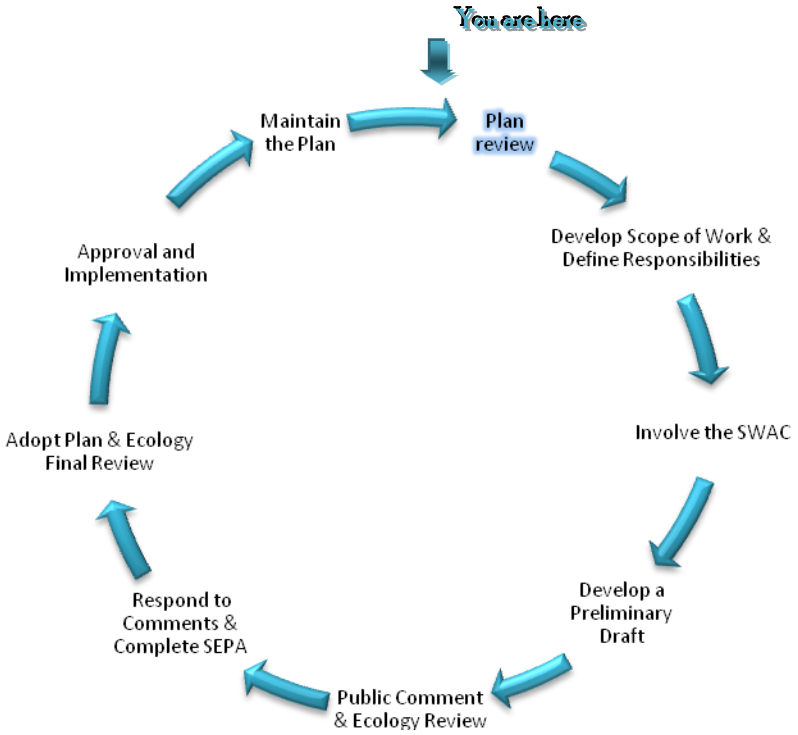
If you choose to adjust the process to fit your unique needs, ensure your process aligns with the statutory requirements. Consulting with an Ecology regional solid waste planner is highly recommended before starting the planning process to ensure all requirements are included in the proposed process.

We have organized these guidelines in sections that address common questions that Ecology's solid waste planners have encountered in planning jurisdictions throughout the state. Each chapter title is a question that corresponds to a step in the planning process. The most common is *It has been five years (since my last revision). . . How do I get started?* This is the title of Chapter 2. We hope this will create a more useable set of guidelines that can answer questions quickly as they arise.

Much like previous editions, these guidelines include appendices that provide planning process guidance and example documents. Other documents such as flow control and service level ordinances, sample scopes of work and complete approved solid waste plans can be found on the Ecology Waste 2 Resources Program local planning website, the Solid Waste Information Clearinghouse or by contacting your local Ecology regional solid waste planner.

# Chapter 2 - "It Has Been Five Years . . . How Do I Get Started?" The Plan Review

Solid waste planning is an ongoing process for most communities. In rare cases, a city or county may choose to create a new plan or "start over" rather than update an existing plan (see the next chapter for more details in this case). Below is a flowchart of what the planning process should look like. This flowchart is a visual aid used throughout these guidelines to show which step in the process we are discussing.




Whether creating a new plan or updating an existing plan, the first step in the planning process is to get the right people involved. The local SWAC and other interested parties should be the first contacts (see Appendix B for SWAC operations guidance). Statute (70.95.110 RCW) requires every Ecology approved plan to be reviewed every five years, at a minimum. Generally, this is a review conducted by the county or city solid waste authority with technical assistance available from an Ecology regional solid waste planner. The review of the solid waste plan should be done with *at least* the statutory requirements in mind.

Two questions every reviewer should ask while going through the plan are:

1. Is this plan reflective of the current state of the local solid waste system?

2. Could this plan make it through the Ecology approval process today with little or no changes?

If the answers to both questions are "yes," the planning authority should submit a letter to Ecology stating that a local review is complete and the plan does not need a revision. The letter must also provide justification for the currency of the plan.[1]

If either or both of the answers are "no," the planning authority should submit a letter to Ecology stating the plan was reviewed and what actions will be taken, whether it is a revision or an amendment. Chapter 10 clarifies what constitutes a revision versus an amendment, and Ecology regional solid waste planners are available to clarify what changes require them.

*Chapter 70.95.110(1) RCW requires that plans shall be maintained in current condition and be revised periodically. Furthermore, the statute goes on to state that plans shall be reviewed and revised, if necessary, at least every five years.*

*In order for a solid waste plan to be considered current, all of the requirements must be satisfied under Chapter 70.95.090 RCW and the plan must reflect the current status of the system. If you have any questions on plan currency, contact your regional solid waste planner.*

Ecology will notify the jurisdiction in writing if Ecology determines a revision or amendment is necessary. The planning authority will then be obligated to fulfill Ecology's request[2]. An Ecology planner may also send a letter to a planning jurisdiction to notify them that the five-year review period is coming up and it is time to review the solid waste plan. If a planning jurisdiction receives one of these letters, they should immediately contact their Ecology regional solid waste planner to discuss next steps.

# What if I am Writing a Plan from Scratch?

All 39 counties in the state already have Ecology approved solid waste plans, but some cities now opt to prepare a plan for integration into the county plan as allowed under RCW 70.95.080(1). If this is the case, the process starts anew.

## The Independent City Plan

A city may prepare a plan independent of the county plan. If a city or town elects to develop an independent city plan, they must first notify the parent county and Ecology of their intentions. An independent city plan must meet all of the planning requirements described in RCW 70.95.090. Simply referencing information in the county plan is unacceptable. This is especially true when a city intends to run their solid waste system completely independent of the county.

[1] In most scenarios, the plan must at least be *amended* in order to update the 6- and 20-year projections as required in 70.95.090(2-3).
[2] Statutory authority: RCW 70.95.110(1)

Each city electing to write an independent plan will have unique circumstances and legal issues that may arise, so cities should work closely with their city attorney and an Ecology regional solid waste planner for guidance on how to proceed. The city may submit their plan to Ecology for review at any time. They are not limited to revising the city plan in conjunction with the county plan.

If the city relies on the county to implement any portion of their plan, e.g. sharing a transfer station, using the county's MRW facility, cooperating on joint education efforts, etc., the city should work more closely with the county to develop their plan.

### Multi-County Regional Plans

In the early 1990s a handful of jurisdictions prepared collaborative multi-county plans. As of 2009, there are no longer any multi-county Ecology approved plans, with exception of a few local hazardous waste plans. If multiple jurisdictions elect to prepare a joint plan, they must notify Ecology and develop a new plan. Ecology encourages this practice where solid waste is managed on a broad, regional scale. Ecology regional solid waste planners can provide more guidance on regional planning efforts.

## The Plan Review – What Exactly Do I Need to Look For?

In many cases, education is the first step in the plan review process. A local SWAC should be well informed on issues facing the local solid waste system and have a general understanding of how the system works. This education component empowers a SWAC to make informed decisions on its own and not completely rely on the solid waste planning authority for recommendations. Ideally, this would be well established long before the five-year review.

When reviewing the plan and determining whether to write an amendment or revision, the solid waste planning authority and the SWAC should review the regulatory requirements described in Chapter 5 of these guidelines and determine if the plan still meets those requirements. This will not usually be the case, since some requirements are time sensitive. For example, each plan must include a current WUTC Cost Assessment, a 20-year projection for solid waste handling needs and a 6-year capital and operational financing projection. Often, updating these elements of the plan will require ***at least*** an amendment.

***Tips to get started:***

*1. Consult with Ecology regional solid waste planner*

*2. Determine next steps: revision vs. amendment, scope, etc.*

*3. Establish your list of stakeholders*

*4. Actively educate and involve stakeholders*

Another item to consider is the status of the last plan's implementation schedule and recommended actions. For example, new projects under consideration or implemented that were not included in the last plan's recommendations should be added. Have the costs associated with managing

solid waste changed? You should include any changes to your solid waste system in your plan amendment or revision to ensure you have a current plan. In very few situations, if any, the review will result in a "no-action" determination. However, if you think your review might qualify for a "no-action" determination, consult with the appropriate Ecology regional solid waste planner.

# My Plan Needs an Update - What Do I Do?

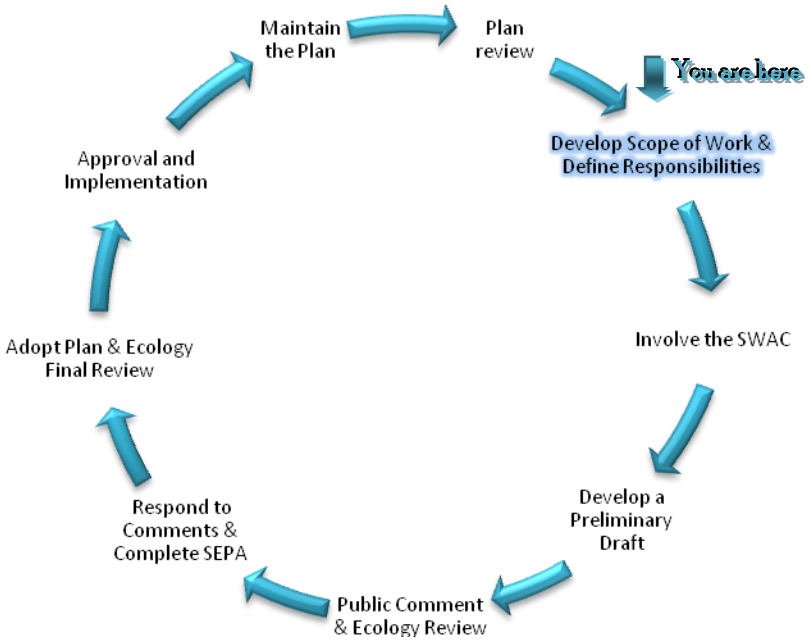
First, a planning jurisdiction should consult the appropriate Ecology regional solid waste planner and negotiate details of the update. An Ecology planner can assist the planning jurisdiction to determine whether a revision or an amendment is appropriate, given the findings of the five-year review. Ecology planners will often attend local SWAC meetings for continuous systems updates, and periodically review approved local plans. This information helps the planner determine when a revision or amendment is necessary.

When the planning jurisdiction and Ecology decide on a best course of action, the next step is to get appropriate parties involved. Coordinate with the local SWAC, Ecology, elected officials, and other interested parties, such as haulers, tribes, recyclers, and various other businesses and individuals that are not on the SWAC. It is important to identify and address all concerns and issues related to participation in the planning process to the extent possible. Please note not all of these parties must participate. The planning jurisdiction should make an educated decision about who to involve in the planning process.

When the SWAC and any other appropriate parties meet, they should get a briefing on the planning process, and goals and objectives. Ecology regional solid waste planners are trained to assist and have educational tools they can provide to the planning jurisdiction to share with stakeholders. Planners are available to educate about the state's Solid and Hazardous Waste Plan, *Beyond Waste*, as well as provide an overview of the local solid waste planning process. Another effective tool is conducting one-on-one interviews with various stakeholders to get a grasp of issues, concerns and system needs.

# Chapter 3 - "Who Does What, and Where?" Scoping and Defining Responsibility

Now it is really time to get the ball rolling! Defining the planning area, developing interlocal agreements, and clearly identifying responsibilities (or lack thereof) of participating municipalities are all part of figuring out "Who does what, and where?"




## The Planning Area

The planning area is defined as the geographical region where the plan will apply. The planning area is generally the boundaries of a county or city, but may not include federal installations and tribal lands. The Department of Ecology strongly recommends that multiple counties collaborate in regional planning efforts when it makes sense to do so. Be sure to include a definition of the planning area in the plan and any interlocal agreements associated with the defined planning area in both the preliminary draft and final plan. Ecology also recommends including a map defining the planning area boundary.

In some special cases, incorporated cities may cross county lines. In this case, it is up to the respective planning jurisdictions to negotiate an arrangement with the city in question. Such agreements may have an impact on flow control, grant funding and local revenues, so be sure to discuss such an agreement with the appropriate council and plan ahead for possible future annexations.

# Planning Responsibility

The most common form of solid waste planning is a cooperative effort between a county and its municipalities. Cities and counties are strongly encouraged to work cooperatively to develop the comprehensive solid waste management plan to ensure the most efficient use of their resources. Interlocal agreements are required if two or more jurisdictions intend to write a joint plan or if a jurisdiction intends to write a plan in which other jurisdictions will participate. A key to successful joint planning is developing an interlocal agreement that clearly assigns duties and responsibilities for both the county government and city. This is discussed later in this chapter.

A city that chooses to manage its own solid waste stream outside the county comprehensive solid waste management plan must develop its own solid waste management plan (SWMP) and meet the planning criteria outlined in RCW 70.95.080. If the city government is still party to a valid interlocal agreement, terms of that agreement will dictate conditions by which the city can operate independently of the county SWMP.

If a city removes itself from the SWMP, it may still be obligated to pay for costs incurred by the county on behalf of the city. A city considering independence from a local SWMP should consult an attorney early in the process. Cities should also be aware that, depending upon the solid waste facilities within their boundaries, they may or may not be eligible for planning financial assistance (RCW 70.95.130).

A city that develops its own plan must deliver a copy of the final plan to the county auditor with confirmation of the plan's delivery to the appropriate Ecology regional office. City plans must be integrated with county plans. "Integration" is not defined in the RCW. Ecology has interpreted integration to mean that the city and county should share information on their respective plans and work jointly when possible, but neither plan has precedence over the other.

# Interlocal Agreements to Define Plan and System Responsibilities

Any city that is a signatory to a county plan must enter into an interlocal agreement (ILA) with the county (RCW 70.95.080(2)). ILAs must be developed in accordance with Chapter 39.34 RCW, *Interlocal Cooperation Act.* They are an important tool in defining how to develop and maintain the plan. ILAs should be drafted carefully.

The ILA should:

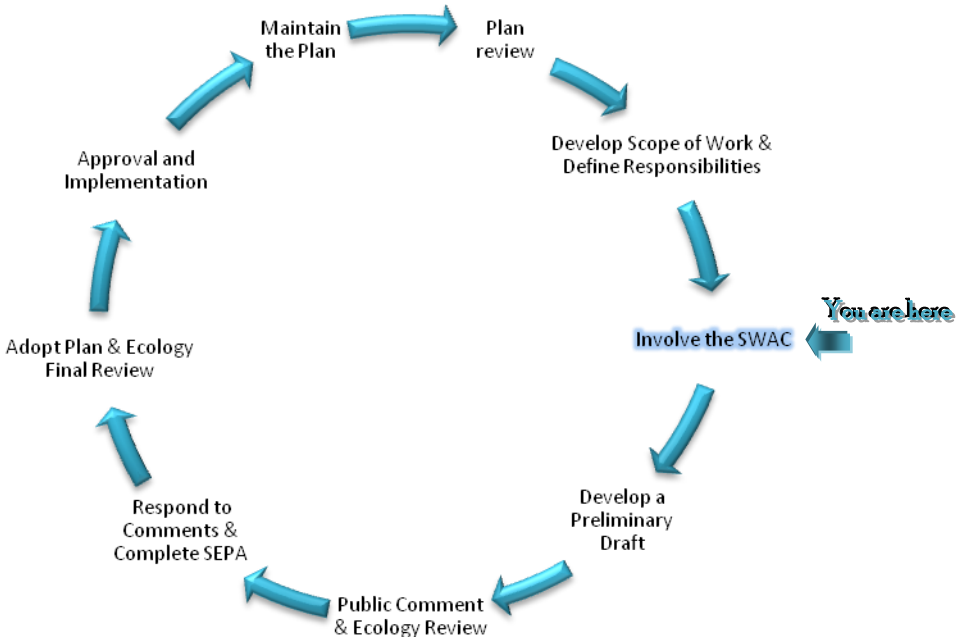
- Establish responsibilities of all parties in a solid waste management system, including but not limited to management, planning, operations and collection services.
- Include a clear effective date and duration, with windows where either party can request a review or renegotiation of provisions of the agreement.

- Outline procedures for final adoption of the plan (by majority or some other mechanism), and for proposing and adopting changes or improvements that affect operation of the solid waste system.
- Define a trigger mechanism for determining what degree of change needs review by all signatories.
- Be consistent with the context of the plan and be included as an appendix to the preliminary draft and final SWMP.
- Extend for at least the life of the plan being implemented.

Also see Appendix D for an example ILA.

# Chapter 4 - "How Does the Solid Waste Advisory Committee (SWAC) Fit into the Process?" The Local SWAC

The local SWAC, mandated by RCW 70.95.165, is an ongoing committee. Initially established to help prepare a solid waste management plan, the law defines duties that are much broader, *". . . to assist in the development of programs and policies concerning solid waste handling and disposal and to review and comment upon proposed rules, policies, or ordinances prior to their adoption."* If the local SWAC is not meeting regularly, now is the time to take action – Get them involved!




## The SWAC "in a Nutshell"

Every local SWAC must consist of at least nine members that represent a **balance** of interests including, **but not limited to** citizens, public interest groups, business, the waste management industry and local elected public officials.

The SWAC is an **advisory** body only and should not be responsible for implementation of solid waste policy. The SWAC should only develop recommendations and provide informed advice that may become policy by will of government officials, such as an executive or legislative body of the planning jurisdiction. **Final public policy decisions should not be left to a local SWAC.**

It is important to note the SWAC is an **ongoing committee**. Regular meetings should be held to discuss issues that arise within the solid waste system, even when a plan revision is not in process. A good strategy is to have less frequent meetings when not revising the plan, but continue to meet to make recommendations and review the plan for consistency on a quarterly or annual basis. It is essential to the cyclic planning process, including implementation of the plan, to hold regular local SWAC meetings.

Ecology's regional solid waste planners may regularly attend SWAC meetings and can provide technical assistance and educate SWAC at the request of the jurisdiction. Local government staff should provide administrative support to the SWAC, and keep the SWAC informed on local solid waste issues and activities.

See Appendix B for more guidance on operating a local SWAC and example bylaws.

***Stakeholders to consider for SWAC:***

*local business*
*solid waste haulers*
*recycling industry*
*county commissioners*
*agricultural industry*
*concerned citizens*
*city government officials*
*local military installations*
*tribal representatives*
*chamber of commerce*
*non-profits*
*building industry*

*. . . and any other parties with an interest in solid waste management.*

# Some Advice for Operating a Local SWAC

Every jurisdiction will have a different situation with relationships between SWAC, local solid waste staff and the governing body. However, there are several elements of a functional SWAC that are universal and will contribute to the overall effectiveness of the local SWAC.

- Develop a charter or set of bylaws and procedures, and abide by them. Clear direction and a level playing field will contribute to fair, effective meetings.
- Ensure every SWAC member is given the opportunity to learn about the operation of the local solid waste system and waste management industry in general. Provide facility tours and other education as necessary for new members.
- Develop an adequate solid waste management plan (SWMP) and use it as a guide. Referring to the SWMP will ensure clear direction and assist the SWAC to provide recommendations and advice to government officials that are consistent with the goals and policies of the solid waste system.
- Ensure the SWAC has a good balance of community representation and reflects the interest of the local citizens and businesses. Actively seek public participation and input at SWAC meetings.
- Work collaboratively with city and county elected officials. Establish an understanding of mutual goals and objectives, and keep communication lines open. Invite elected officials to the local SWAC and appoint someone on the committee to appear before the legislative body when necessary.

- Develop and maintain relationships with other SWACs. Share ideas and experiences. If the opportunity arises, attend other SWACs and tour facilities in other jurisdictions.
- Annually re-examine committee work. Establish an annual work plan and dedicate one meeting every year to evaluate the committee's progress, completion of tasks and day-to-day operations.

Activities to educate the local SWAC may be eligible for financial assistance through Ecology. Planning jurisdiction staff should contact an Ecology regional grant officer to determine eligibility and refer to the Financial Assistance section of these guidelines (Chapter 9).

# The State SWAC

RCW 70.95.040 mandates creation of a State Solid Waste Advisory Committee (state SWAC). This ongoing statewide committee provides consultation to Ecology on solid waste issues. The state SWAC advises Ecology on development of programs and regulations for solid and dangerous waste handling, resource recovery and recycling, and provides recommendations to Ecology on how to supplement and improve existing laws and practices. The state SWAC does not directly interact with local planning efforts; however, a representative of the local SWAC or local solid waste staff are encouraged to seek information for participation on the state SWAC. The state SWAC roster, meeting schedule, agendas, and meeting minutes are on the state SWAC website at http://www.ecy.wa.gov/programs/swfa/swac/.

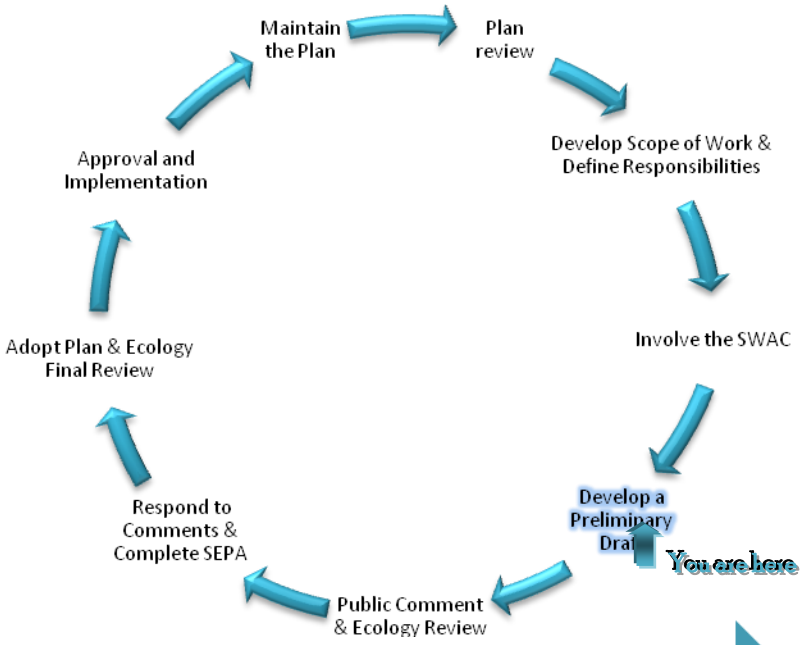
# The SWAC in the Planning Process

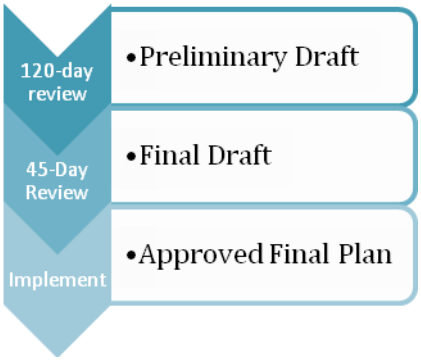
While developing the local solid waste management plan (SWMP), the SWAC should be asked to make recommendations. The planning jurisdiction should provide the SWAC with an overall status report on previous plan recommendations and a current status report on the existing infrastructure and general operation of the solid waste system. The SWAC may use this information to develop a series of alternatives that can be eventually proposed as preferred recommendations in the final plan. Although the SWAC will generally be tasked to develop these recommendations, the appropriate responsible official(s) within the planning jurisdiction will make all final decisions on plan implementation.

In order for a jurisdiction to qualify for financial assistance from Ecology for planning purposes, evidence of SWAC participation in plan development must be provided when the planning jurisdiction submits the preliminary draft to Ecology for a formal review. This can be satisfied with a signed statement from SWAC members, copies of meeting minutes or other means agreed on by the jurisdiction and an Ecology solid waste planner.

# Chapter 5 - "How Do I Meet the Planning Requirements?" Developing the Preliminary Draft

The most demanding step in the planning process is writing the document that will eventually evolve into the final approved plan. In order to reach that final destination, it is important to consider the required elements carefully and ensure the plan adequately represents the solid waste system and the direction it is going. This chapter will assist in development of the preliminary draft from "page one" to submission to Ecology for preliminary review by going over required elements[3], layout and organization recommendations, and procedural requirements. A checklist is in Appendix K to assist in meeting the planning requirements described in this chapter.




## A Brief Discussion on Drafts

The **preliminary draft** plan phase begins with the first draft of the solid waste management plan and ends after review and comment by the public, Washington Utilities and Transportation Commission and Ecology. Once the planning authority addresses comments

[3] The required planning elements are scattered throughout this chapter and are emphasized in their respective sections. For a more succinct list of the planning requirements, refer to Chapter 70.95.090 RCW.

from the preliminary draft phase, the plan becomes a **final draft**. The final draft plan is ready for public review, but should be reviewed by Ecology prior to local adoption (see Chapter 7). Although this Ecology review of the final draft before adoption is **optional**, it can serve as a "fail safe" to prevent the jurisdiction from going through the adoption process multiple times if deficiencies in the preliminary draft review have not been adequately addressed.

After local adoption and completion of SEPA requirements, the final draft plan becomes the **final plan** upon formal Ecology approval. If a final draft plan is submitted to Ecology for final review and no formal notice of approval or rejection is given within 45 days, the plan technically becomes approved on the 46th day.

# Organization

Most local solid waste plans follow the same general outline, and this continues to be the recommended format for developing solid waste plans. The basic components are listed below:

- Review of Pertinent Regulations and Ordinances
- Planning Solid Waste Infrastructure and Operations
  - Waste Generation
  - Waste Diversion
  - Waste Collection
  - Facility Siting
- Financing Solid Waste Infrastructure and Operations
- Surveillance and Control

***What is "Plain Talk"?***

*Plain Talk is an approach to writing that makes documents easier for people to understand, using short sentences, everyday vocabulary, logical sequence of details, active voice and a user-friendly layout. All state agencies were ordered by the Governor in 2005 (EO 05-03) to use these principles in all publications.*

A sample table of contents is in Appendix H. We recommend the planning jurisdiction develop the outline of the plan to ensure required elements are easily identified, and the content is accessible and easily understood by the public. Ecology encourages the use of "plain talk" principles with minimal jargon.

Alternative strategies for organizing the plan are acceptable. Ecology encourages planning jurisdictions to find creative ways to organize their plan to fit their needs.

There is no single "right way" to organize a comprehensive solid waste management plan. To see examples of what other jurisdictions have done, search for solid waste management plans on the Information Clearinghouse under Resources (https://fortress.wa.gov/ecy/swicpublic/UIResource/SearchResource.aspx).

# Review of Pertinent Regulations and Ordinances

**All other county and city plans must be considered for possible impacts on solid waste management activities. Other plans may limit, affect or even define the way local programs can be implemented (RCW 70.95.090(3)).** Other plans to review include, but are not limited to:

- Local hazardous waste plans
- Land use/growth management plans
- Shoreline management plans
- Capital facilities plans
- Watershed plans
- Flood plain management plans
- Emergency management plans

Reviewing these plans can be accomplished by coordinating directly with the agency or department responsible for their implementation. The SWMP should list plans that have an impact on the solid waste management system and identify the specific impacts. Areas of primary concern should include facility siting (geographic restrictions) and emergency response for disposal of large volumes of waste.

Regulations and permits not specifically aimed at solid waste, but protect environmental and public health should also be reviewed for solid waste management application. These regulations and permits may address water and air pollution, fire protection and general public health. While it is recognized that regulations and plans change, this discussion may provide an important educational and reference tool for elected officials, SWAC, the solid waste industry, general public, and new local and state government staff.

The most pertinent regulations will be those governing solid waste itself. Both state and local regulations that specifically address solid waste and recycling facility operation, design and siting should be reviewed and discussed in the context of the operation of existing facilities and construction of future facilities. Principle rules, statutes and ordinances include:

- Chapter 173-350 WAC, Solid Waste Handling Standards
- Chapter 173-351 WAC, Criteria for Municipal Solid Waste Landfills
- Chapter 70.95 RCW, Solid Waste Management - Reduction and Recycling
- Chapter 70.95A RCW, Pollution Control – Municipal Bonding Authority
- Chapter 70.95C RCW, Waste Reduction
- Chapter 35.21 RCW, Cities & Towns Miscellaneous Provisions

- Chapter 36.58 RCW, Solid Waste Disposal
- Chapter 70.93 RCW, Waste Reduction, Recycling, and Model Litter Control Act
- Solid waste regulations adopted by local health authorities
- Local nuisance laws

Other statutes and rules will apply, depending on the specific solid waste activities occurring in your jurisdiction.

# Planning Solid Waste Infrastructure and Operations

Some fundamental solid waste planning parameters for any jurisdiction are size, composition and projected changes of the waste stream for the planning area during the life of the plan. The projected waste stream and its components often have significant impacts on all parts of the plan, from administrative options through recycling and waste reduction, to final disposal.

**The SWMP must include an inventory of existing facilities and define the collection needs of each participating jurisdiction (RCW 70.95.090(5)).** Maps and/or spreadsheets are an effective way to provide this information. The inventory must include:

- Names, addresses, and service areas of all G-certificated haulers
- Participating city operations within the planning jurisdiction and their boundaries[4]
- Population densities of each current city operated collection and franchise area served
- Projected collection needs for cities and county during the next six years

# Estimating and Projecting Collection Needs

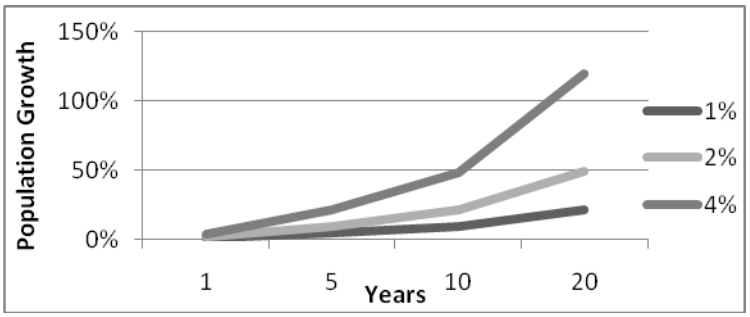
A number of factors and data sources can be used to project city and county collection needs for the next six years. Population and population density are major considerations, as is the percentage of the population that is provided direct services. Recycling and disposal rates can be determined through local records or by using county-specific figures from disposal facility reports collected by Ecology and Ecology's annual recycling survey. The economic forecasts for the state from the Office of Financial Management (OFM) and The Department of Commerce (formerly known as Community Trade and Economic Development (CTED)) will provide more insight into how much employment, population and waste generation growth are expected over the next six years.

[4] Due to annexations, city boundaries may be dynamic; so this map should only be for reference and informational purposes. Refer to the city or county land use plan for official boundaries, and be sure to note this in the solid waste plan.

## Estimating and Projecting Population

Waste generation projections are typically based on the current and projected population of the planning area. In the 1990s every county in Washington State experienced population growth, with increases ranging from less than 5 percent to as high as almost 40 percent in one county. The state population has increased every year since 1973, rising between one and two percent annually between 2004 and 2008.

Washington's population is expected to continue to grow. It has increased approximately 20 percent per decade since the 1960s. The state experienced a population growth of 11.8 percent between 2000 and 2008. OFM projects that rate to grow to 14.8 percent by the end of the decade. A 13.8 percent population growth is projected from 2010 to 2020. The Washington Forecasting Division of OFM annually prepares a *State Population by Age and Sex Forecast*, which currently projects population to the year 2020. However, this document does not estimate population by county. County populations may be found in OFM's annual *Population Trends.* These and other reports are available at http://www.ofm.wa.gov.




Changes in county population will have significant impacts on the amount of waste generated, hauled, recycled and processed. When planning for 20 years, even relatively small annual increases in population are significant. This chart demonstrates the compound growth of population. It shows the impact of one, two, and four percent annual growth compounded for 5, 10 and 20 years.

The chart demonstrates that even a modest annual increase in population, such as 2 percent for 10 or 20 years, increases the total population significantly: 22 percent in 10 years and 49 percent in 20 years. If waste stream generation follows such population increases, in many cases the infrastructure will need to be supplemented or changed to keep pace. For example, within the 20-year planning period there may be a need to increase waste reduction and recycling education staff, increase available landfill capacity, buy new equipment, upgrade collection infrastructure and add recyclables processing capacity.

To properly plan future solid waste infrastructure needs, those needs must be addressed through analysis of waste generation, diversion, and collection. The following sections provide more assistance with each of these components. When performing your local analysis, Ecology recommends expressing waste generation, disposal and recycling figures both per person and by total tonnage. The waste per person figures provide a standardized reflection of the overall solid waste system that can be readily analyzed or extrapolated. The total tonnage figures show the overall picture, which is important when considering issues such as facility siting and capacity.

# Waste Generation

Waste generation is the foundation on which to define solid waste infrastructure needs. Although waste generation can be measured directly, it is much easier to estimate. Typically, waste generation is estimated by adding disposal, recycling and diversion volumes if known, and filling in data gaps with calculated figures based on the resident population, number of homes and/or businesses served or employment numbers for the service area.

Records from landfills, transfer stations, recycling operations and other solid waste facilities and services should be maintained by the jurisdiction or required from associated haulers. County specific information on commercial recycling and diversion volumes can be obtained from Ecology's annual recycling survey. Quality disposal and recycling/diversion data will lead to more accurate generation estimates by reducing any broad assumptions and guesswork associated with unreliable or incomplete data.

## Disposal Quantities

In most planning areas the majority of solid waste accepted into the disposal and recycling system is weighed on scales. The waste weights are typically recorded for billing, government reporting and other general accounting purposes. These records should indicate the origin of the waste, i.e. the county and/or city, commercial or private address of origin and amount of residential (single- or multi-family), industrial and commercial, and total waste delivered to the system in a given period of time.

A historic trend of the total tons of waste disposed can be charted over a period of years. Seasonal variations can be charted by the month. This is how planning authorities account for the size of the solid waste disposal stream within the planning area. In areas where scales are not yet used, standards for conversion should be established and defined in the plan. Common conversion factors for MSW are available from Ecology.

Disposal information is available from the annual reports submitted by each permitted landfill to the jurisdictional health department and Ecology as required in WAC 173-350-400(4)(e), WAC 173-350-410(4)(d) and WAC 173-351-210(11). These annual reports are required to include waste types disposed, quantities disposed and county of origin measured in cubic yards or tons. The information is compiled by Ecology for the Annual Solid Waste Status Report, available at http://www.ecy.wa.gov/programs/swfa/solidwastedata.

## Waste Characterization

Along with the significant amount of data on recycled and diverted materials that exists through Ecology's annual recycling survey, waste characterization is an important starting point for solid waste management because it can help define the untapped local recycling and diversion

potential. Waste characterization studies or waste "composition" studies involve sampling the waste from predefined sectors to determine the material components of the waste stream. These studies are the best way to estimate waste characterization.

Ecology funded statewide waste characterization studies in the late 1980s and early 1990s. An abbreviated study was also done in 2003, which included several counties' data and some additional state-funded sampling. At the time of publication of these guidelines, a statewide waste characterization study is underway and expected to be completed in 2010. Many counties use existing waste characterization studies from similar communities or conduct their own. These studies sort through solid waste to statistically analyze specific components of waste, and often quantify the seasonal variations of waste generation. When these studies are performed at different times of the year, they can be very useful to identify changes in seasonal demands on solid waste systems.

Local planning jurisdictions have also found it useful to conduct successive waste characterization studies (such as conducting a study every five years). This information can verify waste reduction rates, recyclables diversion, changes in the nature and amount of waste generated by individuals, and the overall material composition of those wastes. The study methodology is planned to achieve a desired margin of error, thus providing an estimate of the results of recycling and waste reduction education that is otherwise difficult to quantify. It can also provide an effectiveness check on encouraging the diversion of selected wastes such as yard waste, moderate risk waste and other wastes best handled in a segregated manner. This may lead to new focus for recycling education, potential for waste diversion or steps toward meeting hazardous waste management needs.

If completing a comprehensive waste characterization study is not possible, there are other methods of estimating material generation within the waste stream. For example, there is an opportunity when waste comes across the scales to characterize homogeneous loads. It is common to subdivide the waste accepted into major categories and waste components, which often vary by planning area. This provides a rough estimate of the components of the waste stream sent for disposal.

## Recycling and Diversion Data

The other major factor in estimating waste generation is recycling and diversion. By characterizing and accounting for quantities of waste materials recycled and diverted from disposal, a bigger picture of the waste stream can emerge. Recycling and diversion information are available from Ecology in the annual recycling survey and from annual reports from recycling facilities. Ecology can supply a list of recyclers that are mailed annual surveys and reports, which businesses did not respond but had previously reported recycling or diversion in a particular county, and total tons of materials collected for diversion or recycling by material in a county.

By examining this information over multiple years, trends in types of materials recycled/diverted and recycling/diversion rates may be determined. Typically this information will need to be supplemented by local data and analysis to apply to the planning area and its particular conditions. Local solid waste management data may include some commercial recycling and diversion, but will mostly be limited to data provided by local hauling programs. The information gathered in Ecology's recycling survey and annual reports includes commercial recycling and diversion. However, the county information can be incomplete due to difficulty some facilities have in determining the origin of materials collected. Data can be found at http://www.ecy.wa.gov/programs/swfa/solidwastedata/.

# Waste Diversion

Once components of the waste stream are identified, the fate of that waste can be explored to determine infrastructure needs. Although some of the collected materials will inevitably be landfilled or incinerated, most can be reduced, reused, recycled or otherwise diverted from disposal.

While recycling can save money, provide jobs and provide a cost-effective manner of diverting select components of the waste stream, it is also established by statute as a fundamental aspect of solid waste management. In 2002, when Chapter 70.95 RCW was amended, recycling goals for the state were defined:

- *"It is the state's goal to achieve a fifty percent recycling rate by 2007."*
- *"It is the state's goal that programs be established to eliminate residential or commercial yard debris in landfills by 2012 in those areas where alternatives to disposal are readily available and effective."*
- *"Steps should be taken to make recycling at least as affordable and convenient to the ratepayer as mixed waste disposal."*
- *"Source separation of waste must become a fundamental strategy of solid waste management."*

It is also the goal of the state's *Beyond Waste Plan* to reduce our wastes and toxic substances. Aside from recycling, which is defined as transformation from waste to usable products, Ecology acknowledges beneficial practices that keep wastes from being disposed, called "waste diversion." Overall, diverted materials include those that are recycled and diverted from the disposed (landfilled and incinerated) waste stream, but do not necessarily meet the definition of recycling. For example, reused building materials and source-separated materials such as wood and used oil that are burned as fuel are considered "diversion" although they are not considered "recycling" for measurement and reporting purposes.

Recycling is a form of waste diversion, so when measuring the progress of *Beyond Waste*, as in the Progress Report, the broader definition of diversion includes recycling. For the sake of classifying materials on annual reports and in the recycling survey, Ecology defines diversion by recovered materials beneficially used that do not meet the definition of recycling. Ecology's annual solid waste status report includes a discussion of diversion that includes recycling and a separate analysis of municipal solid waste recycling.

# Waste Reduction

Waste reduction is the most environmentally significant and cost-effective way to impact waste generation. Waste reduction, defined as reducing the amount or toxicity of waste, is the top priority in Washington State's priorities for handling solid waste and is essential to achieve the *Beyond Waste Vision*. The local solid waste management plan must address strategies to implement waste reduction programs. It is recommended to treat waste reduction as a distinct element, not grouped with recycling.

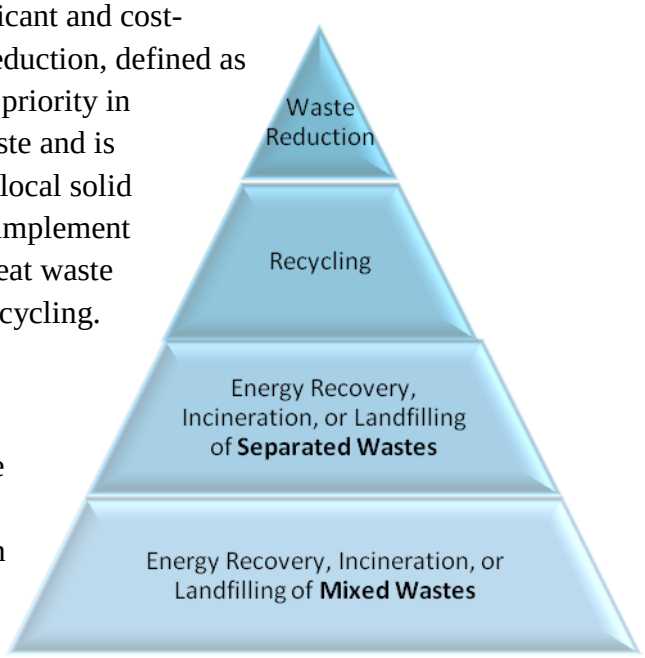



**Figure 1: The solid waste priorities, as described in RCW 70.95.010(8). Note waste reduction is the pinnacle of the pyramid, representing the highest priority.**

Reducing waste is achieved by reducing initial consumption, reusing durable products, retrieving materials from disposal, reducing the toxicity of the waste stream or a combination of these options. Unlike recycling or diversion, most waste reduction methods require no material processing. A key component of both volume and toxicity reduction involves moving "up the pipe" to encourage manufacturers to make less wasteful, less hazardous products.

Each solid waste plan should evaluate all local waste reduction options and prioritize them in accordance with needs and opportunities of the community. It should recommend locally viable waste reduction programs that are action oriented, include specific operations, and address both commercial and residential sectors. As waste reduction can entail statewide strategies, partnerships are useful to support and strengthen these programs.

## Toxicity Reduction

While reducing waste volumes has received most of the public's attention, reducing the *toxicity* of waste generated is a primary goal of the Model Toxics Control Act (which established the State Toxics funding that assists local governments), and is a crucial element in the *Beyond Waste Plan*. Diversion of moderate risk waste (MRW) reduces toxicity of the overall solid waste stream, while the segregation of MRW allows for recycling and reuse of materials such as paint, oil and pesticides.

This part of waste reduction relies to the greatest extent on the MRW programs developed throughout the state. Disposal is the option of last resort. The goal of MRW management is to reduce toxicity of products and what goes to landfills, and move those materials up the waste management hierarchy.

Diversion of MRW from the waste stream is relatively easy to measure. Quantities collected, quantities reused and quantities recycled can all be tabulated by the MRW facility or contractor. Toxics reduction is more difficult to measure, because it involves preventing or limiting the generation of MRW. MRW programs involve education of households, businesses and the public, as well as providing technical assistance to businesses on how they can reduce MRW. Although effects of these educational and technical assistance programs are more difficult to measure than diversion, some local governments have attempted to quantify their efforts through initial and follow-up visits to businesses.

*Planning Tidbit:*
*Local hazardous waste plan (LHWP) revisions can be incorporated into solid waste management plan revisions. Go to Chapter 11 for more information.*

The requirement that every jurisdiction has a local hazardous waste management plan was fulfilled in the early 1990s. The local hazardous waste plans and their implementation are governed by the *Guidelines for the Development of Local Hazardous Waste Plans* (Ecology publication #10-07-006). All the original plans were developed independent from, but related to the solid waste plan in each jurisdiction.

To meet hazardous waste plan requirements, each jurisdiction must plan and implement programs in six areas of toxicity reduction. These required program areas are:

- Household and public education
- Household hazardous waste collection
- Business technical assistance
- Business collection assistance
- Enforcement
- Used oil

For more information about innovative MRW management strategies, toxicity reduction and product stewardship programs, refer to the *Guidelines for the Development of Local Hazardous Waste Plans*.

## Volume Reduction

The other side of waste reduction involves reducing the quantity of wastes. Options might include environmentally preferred purchasing (EPP) policies, bans on use of or limiting quantities of certain materials, reuse of durable goods, deconstruction (allowing greater reuse of building materials), central depots for residential donations for reuse or participation in a program such as 2good2toss (http://www.2good2toss.com). Other volume reduction ideas include education on the value of smart shopping and consumerism. Product stewardship efforts can lead toward more durable, less wasteful products. Any or all of these and other measures can reduce the amount of waste that requires disposal.

It is important for the plan to discuss how to measure the results of waste reduction efforts. This is one of the most challenging estimates to make, because any material "reduced" was not disposed of or recycled, and therefore never entered the waste stream as it is typically measured. The waste generation rate when compared to population growth and economic conditions may allow the effects of waste reduction to be observed. "Before and after" surveys of the implementation area and waste characterization studies can be useful for tracking and projecting impacts of waste reduction programs. Some assistance in measurement methodologies is available from Ecology or the United States Environmental Protection Agency (EPA). Solid waste generation rates projected during plan preparation can be compared with actual generation of waste over the 6- and 20-year planning periods.

# Recycling

Recycling is second in the hierarchy of solid waste, and therefore is the second preference for solid waste diversion. The state's goal of a 50 percent recycling rate by 2007 has not been met (47 percent in 2007), but recycling has been successful overall. Infrastructure and market development continue to present challenges and future opportunity for Washington's recycling system. Since 1987, Ecology has conducted an annual survey to measure the statewide recycling rate. Information is provided by local governments, haulers, recyclers, brokers and other handlers of materials from the recyclable portion of the waste stream. Ecology continues to measure residential and commercial recyclables, including the organic fraction. Ecology includes a detailed analysis of MSW recycling in the appendix of the annual solid waste status report.

Source separation of recyclable materials continues to be the preferred method for recycling. Recyclables can be sorted into many separate bins or collected together in one bin. This "single stream" collection of all recyclables is growing in popularity. As with collection, urban and rural areas must be designated to establish service levels of recycling. Designation of materials for recycling is also required and discussed below. Also below are brief discussions of commercial recycling programs and recycling yard waste.

# Designation of Recyclable Materials

**The local solid waste management plan must designate what recyclable materials will be collected (**RCW 70.95.090(7)(c)**).** In order to provide flexibility, it is highly recommended to define this designation by a process rather than a static list. Materials that typically have stable statewide markets include newsprint, corrugated containers, high-grade paper, PETE and HDPE plastic bottles, tin cans, metals and aluminum cans. However, local conditions can vary greatly across the state. In developing a local list for recycling, criteria for developing that list could include:

- Potential for significant waste stream diversion
- State and local recycling goals
- Local market conditions including market risk
- Continuity in materials collected
- Regional approach to recycling programs regarding education, processing and market development
- New technologies and innovative program approaches

*Consistency in materials collection is important. For this reason, a contingency plan is recommended for when and if a commodity market collapses*. Removing a commodity from collection routes typically confuses residents, which reduces program consistency. Fluctuations in markets can be absorbed, even if it means storing or landfilling the materials for a while. This could preserve support of program participants on a temporary basis. If the market fails to recover in a designated period, collection may have to be curtailed, although it is often very difficult to reinstate a discontinued material once markets improve.

The plan should include a description of the markets for recyclables. This discussion could include:

- A list of:
  - Existing regional recycling centers, including the location of each and materials handled
  - Recycling brokers to whom existing recyclers may sell their recyclables, including locations
  - Processing centers (planned and existing capacity)
  - Possible recycling markets for materials not handled by existing recyclers
- Description of strengths and weaknesses of those markets
- Discussion of the general demand for various materials
- Summary of the general market conditions and their potential future

The plan should discuss the process for potential modification of the list of recyclable materials between plan revisions. If a process for changing the list of recyclable materials is not described in the plan, a plan amendment is required to modify the list of recyclables. An example of an acceptable process is in Appendix F.

# Urban and Rural Designation

**Local governments must develop clear criteria to determine designations for urban and rural areas for disposal and waste reduction and recycling programs** (RCW 70.95.092)**.** Criteria that must be considered are total population, population density and any applicable land use or utility service plans.

Other criteria that should be considered include:

- Anticipated population growth
- Presence of other urban services
- Density of developed commercial and industrial properties
- Geographic boundaries and transportation corridors

Other criteria may be considered as appropriate. Local governments may want to consider using existing urban/rural designations set forth in other planning documents, such as Growth Management Comprehensive Plan urban growth boundaries. A process should be established and outlined in the plan that allows review and adjustment of urban/rural designations as needed. A planning area can be designated as wholly urban or rural.

**In urban areas, recyclables must be collected from single and multiple family residences, unless Ecology approves an alternate program.** Alternative programs must be supported by locally relevant, well-documented research. In rural areas, the recycling program should include (at a minimum) drop-off boxes, buyback centers or a combination of the two at all solid waste transfer stations, processing centers, disposal sites or other locations convenient to county residents (RCW 70.95.090 (7)(b)(i)).

# Nonresidential Waste Stream Monitoring/Commercial Recycling Program

RCW 70.95.090(7)(b)(ii) **requires jurisdictions to monitor the nonresidential waste stream where there is a sufficient density (as defined locally) to sustain a program.** It does not require jurisdictions to establish commercial programs. However, most urban governments have established commercial recycling programs either on their own or in coordination with local recyclers. Ecology encourages local governments to work cooperatively using recycling data already collected for Ecology's annual recycling survey. To see what others have done in their

jurisdictions, search *Commercial Education/Outreach* and *Other Commercial WRR* under the Waste Reduction & Recycling category under Projects on the Information Clearinghouse at https://fortress.wa.gov/ecy/swicpublic/UIProjects/SearchProjects.aspx.

# Yard Waste Collection Programs

It is the state's goal to eliminate yard debris in landfills by 2012 (RCW 70.95 010(9)). **Yard waste collection programs are required where there are "adequate markets or capacity for composted yard waste within or near the service area to consume the majority of the material collected" (**RCW 70.95.090(7)(b)(iii)**).** These qualifiers are somewhat difficult to estimate. Many areas have curbside collection of yard waste, while other communities have drop-off areas. Some materials are chipped and land-applied and some are landfilled, but composting is generally considered one of the highest uses.

Extensive review of organic management systems occurred when Ecology updated Washington's solid waste plan, now referred to as the *Beyond Waste Plan*. The background paper, *Establishing the Organics Cycle in Washington*, is at http://www.ecy.wa.gov/pubs/0304031.pdf. This document shines a light on many opportunities and barriers to increasing organic materials recovery.

The yard waste/organics section became even more important as of January 1, 2007, when outdoor burning became illegal within *any* Urban Growth Area, and certain densely populated communities that do not fall under the Growth Management Act (GMA). Communities that meet the criteria defined under RCW 70.94.743 must develop programs that provide alternatives to burning organic waste. Furthermore, organics recycling has also taken a forefront role in climate change as organic material produces methane, a very potent greenhouse gas, as it decomposes in landfills.

To meet the growing demand for organics management options, building a compost facility may be a feasible option. Start by communicating early and often with the local jurisdictional health district in order to sort out permitting issues. Also, consider some newer technologies now available to abate odors and site compost facilities closer to urban centers.

About 50 percent of Washington's waste stream is biodegradable, carbon-based organic material. This includes yard waste, food scraps, land-clearing debris, food soiled paper and cardboard, and wood waste. Because most yard waste composting programs cannot compost all of those different materials, updated solid waste plans should address other options. Some options are still in the development stages, such as biomass conversion technologies. Other options are tried and true, such as grass-cycling, home composting and education programs promoting "*make less waste."* To see what others have done in their jurisdictions, search the Organics category under Projects on the Information Clearinghouse at https://fortress.wa.gov/ecy/swicpublic/UIProjects/SearchProjects.aspx.

# Education Programs

Education and information are key to successful waste education/recycling programs and a required element of the plan (**RCW 70.95.090(7)(b)(iv)**). Programs should educate and promote concepts of waste reduction and recycling. Partnerships with both public and private institutions can play a vital role in sending information. Messages need to be delivered in a variety of ways to reach the growing diversity of the population.

The plan should contain discussion of the following considerations in program development:

- Objectives of the program
- Demographics of the region
- Target audiences, especially in relation to types of programs to be implemented
- Community groups that can assist
- Department and staff with primary responsibility for the program
- Techniques to be used
- Program costs and funding sources
- Program evaluation criteria and process

The Washington State Solid Waste Information Clearinghouse is a valuable resource for educational programs and materials. It is a web-based database located at https://fortress.wa.gov/ecy/swicpublic/. It helps local government professionals share their experiences, information and resources about solid waste programs and activities with colleagues around the state. Previous CPG-funded projects are posted on the Information Clearinghouse and all materials from those projects are made available to any public agency that would like to use them. Budget data, lessons learned and other information are also available for each project.

# Waste Collection

Waste that is generated, but not reused or recycled, ideally enters the collection system. Population densities and G-certificated designations are key variables affecting collection.

## Population Density

Population densities are crucial in determining collection needs. Most counties have significant variations in population densities in different parts of the planning area. Often the basis for urban/rural designations, population densities are used to determine needs and options for service levels in incorporated and unincorporated areas.

It is best to individualize the various segments of the population, as well as determine the total. The Office of Financial Management (OFM) has up-to-date information and 20-year projections.

In many cases, the county comprehensive plans under the Growth Management Act have a great deal of information needed on various segments of the jurisdiction. In areas where tourism is a large factor, consider using information and projections from the Washington Department of Commerce.

### G-Certificated Designations

G-Certificates are authorized by the Washington Utilities and Transportation Commission (WUTC). Haulers are certified to provide collection in unincorporated areas of a jurisdiction. G-certificated operations and management are required to comply with the solid waste management plan of that jurisdiction. Service levels determined by the jurisdiction must be met, or WUTC may offer the certificate to another hauler. Plans must contain the identity, contact and service information of the hauler or haulers in a jurisdiction. Information on materials collected is also required.

Incorporated areas within a county are free to contract with the hauler of their choice or provide their own solid waste collection services. Federal reservations and tribes can also contract with haulers or provide their own solid waste collection. **The plan must include information about contract collection services in the incorporated areas, as well as all G-certificate information. The SWMP should also contain maps that delineate the boundaries of unincorporated and incorporated areas.**

## The Washington Utilities and Transportation Commission (WUTC)

**WUTC regulates privately owned utilities that serve the public. It is required to review local solid waste cost assessments, unless there are no WUTC regulated waste haulers. In that case, Ecology must perform this function (RCW 70.95.090(8)).** The information provided in the cost assessment is used locally to evaluate program options and used by WUTC to ensure proposed rate structures will support plan implementation. There are written guidelines to assist with the cost assessment process*: Cost Assessment Guidelines for Local Solid Waste Management Planning*, January 1997, Publication No. UTC-228-90-01.

Upon receipt, Ecology will immediately forward the preliminary draft plan to WUTC for review. Comments should be available in approximately 45 days.

## Biomedical Waste

Local solid waste management plans should address management of biomedical wastes, including handling, transport and disposal.

The scope of the planning will depend on the needs. Some jurisdictions will have more biomedical facilities than others and require more detail in outlining the approaches. In many cases, biomedical facilities have detailed plans that include proper transport, treatment and disposal of their waste stream. An education program may be necessary to ensure public health and safety.

# Facility Siting

As communities increasingly shift to long-haul options for disposal, siting a solid waste disposal facility is less important in many areas of the state. However, even if the planning jurisdiction does not propose to site a disposal facility, **the statute requires the plan to include a review of potential areas that meet the criteria in** RCW 70.95.165. Planning jurisdictions need to prepare not only for changes in their own system, but for changes by private industry. While local land use plans and regulations may address location issues, it is doubtful they do in the detail necessary to fully protect environmental and public health. Each SWMP must include a review of areas suitable for siting solid waste disposal, handling and transfer facilities (RCW 70.95.090(9)) according to criteria identified in RCW 70.95.165:

*(a) Geology*

*(b) Ground water*

*(c) Soil*

*(d) Flooding*

*(e) Surface water*

*(f) Slope*

*(g) Cover material*

*(h) Capacity*

*(i) Climatic factors*

*(j) Land use*

*(k) Toxic air emissions*

*(l) Other factors as determined by the Department*

Goals and policies should be developed for future private and public facility siting. At a minimum, the plan should list the siting considerations in RCW 70.95.165 and discuss each one in the context of specific characteristics of that county. Specific standards can be found in Chapters 173-350 and 173-351 WAC.

Municipalities operating under the GMA should also review the critical public facilities siting process to ensure consistency. Applicable local governments are to identify facilities that are "essential public facilities" and adopt regulations that provide a permitting and siting process for them. Applicable jurisdictions must identify criteria that must be met for siting a facility and/or the zones where they are allowed. Consider including a policy discussion in the solid waste plan that works toward establishing clear criteria for specific facilities, zones where those facilities are allowed and the permit process required.

A method to address this requirement is to develop a process in which proposals for solid waste disposal facilities are evaluated in the context of Chapter 70.95.165 RCW. The process could include a ranking or scoring methodology for proposals based on existing natural resources and site characteristics. Because the local jurisdictional health department (JHD) must ensure conformance of a permit application with the approved solid waste plan, they would be the likely mechanism for conducting such a review. A local land use planning agency and/or planning commission could also serve as a review instrument.

Ecology recommends these agencies and committees work closely together to develop such a process. Inclusion of land use and JHD representatives on local SWACs is very advantageous in this regard. Goals and policies on the use of the process should be developed, and implementation may require the adoption of local ordinances.

The solid waste plan could take the process described above one step farther by identifying specific prime or undesirable locations for facilities. This could be accomplished by including a map in the plan identifying these areas in general terms. Shorelines and flood zones are examples of easily identified areas in which development may be restricted or prohibited.

Sources of further information regarding county physical characteristics include:

- Local land use agency
- Washington State Department of Natural Resources
- Washington State Department of Ecology
- United States Geological Survey (USGS)
- Local conservation district
- National Flood Insurance Program

# Financing Solid Waste Infrastructure and Operations

Tipping fees, supplemented by state financial assistance, have been the traditional method to finance solid waste programs and operations, including debt service and waste diversion efforts. However, the more successful waste reduction and recycling become, the less revenue tipping fees will generate. A study conducted by the Solid Waste Policy Forum in fall 1997 found that disposal fees statewide were covering 83 percent of the operational costs of solid waste programs, including reduction, recycling and hazardous waste. These services typically represent a third or more of all solid waste expenditures. Alternative funding mechanisms have become increasingly important as non-disposal costs of the systems increase.

Relying on tipping fees and state financial assistance to support non-disposal solid waste programs, essentially taxes a shrinking resource to provide for a growing one. Another system funding mechanism that already exists is the authority of county government to create special districts. There are two types of solid waste districts: *disposal districts* and *collection districts*. A brief, non-legal summary of these districts follows. Specifics of solid waste systems, local ordinances, taxing authority and other issues vary greatly between counties. They need to be explored with the aid of county legal counsel.

## Disposal Districts

The legislative authority of a county with a population of less than one million may create one or more disposal districts in the unincorporated portions of the county (RCW 36.58.100-160). After county commissioners decide to create a district, there is a specific legal process involved to create a disposal district, which is one form of a junior taxing district.

To create a disposal district, county commissioners typically identify the need, hold public hearings and pass an ordinance to create the district.

Once created the disposal district may:

- Charge for services
- Levy and collect an excise tax within the district
- Apply liens on property for nonpayment of taxes
- Establish an annual levy with voter approval
- Issue general obligation bonds for capital purposes
- Issue revenue bonds to fund activities

Incorporated cities within the county can choose to join or work cooperatively with the county's taxing district to create an equitable system. This is accomplished through interlocal agreements. Disposal districts have a district board comprised of elected officials to manage the system.

Once revenue is generated, it may be used to support any reasonable solid waste system costs except direct solid waste collection services.

There are restrictions regarding taxing limits that apply to potential revenue streams. For instance, annual property taxes can only be increased by a certain percentage of all taxes assessed in a county. Counties can incur only a limited amount of aggregate debt. A solid waste disposal district is potentially in competition for the taxing authority with other junior taxing districts such as ports, fire, utility and others.

## Collection Districts

A county legislative authority may establish a solid waste collection district(s) that must be consistent with the local solid waste plan (Chapter 36.58A RCW). Key to establishing a collection district is an official finding by the local health agency that mandatory collection of solid waste is necessary for public health reasons.

When this occurs, a notice is sent to WUTC. *Note: The county, not WUTC, determines the need.* WUTC must determine whether existing haulers are willing and able to provide the required services. If existing collection companies are unwilling or unable to provide service, WUTC may issue a certificate of need. The private sector is then solicited to provide the required levels of collection service. If no qualified hauler(s) are found, the county could provide the required services, but only in the area the authorized hauler(s) are unable or unwilling to provide the required services.

Any company that receives approval from WUTC becomes responsible to collect waste in the defined district. WUTC may establish the certificate area boundary without regard to the county boundaries. WUTC must notify the county within 60 days after making its findings and taking actions.

## Six-Year Capital and Operational Financing

**Plans are required to contain a six-year construction and capital acquisition program for public solid waste handling facilities (**RCW 70.95.090(3)(c)**).** This would include development, construction or purchase of publicly financed solid waste management facilities. **The legislation further requires plans to contain a means to finance both capital costs and operational expenditures of the proposed solid waste management system (**RCW 70.95.090(3)(d)**).** Any recommendation for development, construction, and/or purchase of public solid waste management and recycling facilities or equipment should be included in this discussion. Financing operational expenditures should also be added to this discussion.

A simple way to meet this requirement in the solid waste plan is to develop a table or matrix.

**Sample Expense Matrix**

| Activity | Projected Cost | Funding Mechanism | Implemented |
|---|---|---|---|
| Purchase baler | $93,500 | 65% Grants<br>35% Tipping Fee ($.44/ton)<br>OR<br>100% Tipping Fee ($1.25/ton) | 2010 |
| Maintenance for Baler | $400/year | 100% Tipping Fee | 2010-2015 |
| Operate baler 4 hours twice each week (Salary) | $1,800/year | 100% General Fund | 2010-2015 |

- **Activity**: List the program, facility, or equipment. Indicate if the activity is an operational expense.
- **Projected Cost**: Provide a cost estimate or a projected range for the cost. Operational costs should be presented on an annual basis.
- **Funding Mechanism**: How will the activity be funded? Tipping fee, hauler charge, industrial development bonds, general obligation bonds, revenue bonds, enterprise funds, public works trust funds, grants or general funds are some possible options. Provide a dollar amount and a percentage breakdown if a combination of sources will be used. If grant funds are indicated as a funding source, a backup source should be identified in case grants are decreased or no longer available.
- **Year Implemented**: This is the year acquisition or construction is expected to occur. All construction and acquisition activities proposed for the six years following plan adoption should be included. It is also advisable to include interest, bonding, inflation, administrative and any other appropriate costs in projecting the capital and operating costs of the solid waste system in this section. The required level of complexity will vary considerably between planning areas.

# Twenty-year Projected Needs for Solid Waste Handling

**Each county and city solid waste plan must include estimated long-range needs for solid waste handling facilities projected 20 years into the future (**RCW 70.95.090(2)**).** This analysis should be a synthesis of population and waste reduction, disposal and recycling trends; infrastructure needs (transfer stations, recycling facilities, landfills, education programs, HHW collection, major equipment replacement and repair, etc.); operating and capital costs; debt service; landfill post-closure account funding and expenditures; and other program and budget estimates for 20 years.

If the solid waste infrastructure is partly or wholly privately owned and operated, the plan may have less financial details about that part of the solid waste system needs. For parts of the solid waste handling system that are publicly owned or operated, the 20-year solid waste handling cost projections should be provided using the best information available.

Twenty-year solid waste handling needs are often represented with a spreadsheet that lists the programs and categories of significant expenditures related to implementation of those programs. A *partial* summary example of how this might look is in Appendix I.

Programs, activities and projections shown in Appendix I are only one possible way to represent a 20-year solid waste handling needs estimate. For a large, complex solid waste system, a number of more detailed spreadsheets would be expected in support of this summary information. For a small, less complex, largely privatized solid waste system, the details may come primarily from tables in the body of the plan. Certain parts of the systems often require different levels of analysis based on the nature of the local solid waste system. This is a best estimate exercise to evaluate future needs for solid waste handling and financing the solid waste system. This analysis is needed for counties and cities to create a reasonable long-range capital needs and staffing plan.

# Surveillance and Control

All health authorities are required to adopt local ordinances or regulations implementing the local solid waste plan (RCW 70.95.160). The ordinances must be *at least* as stringent as the state rules for solid waste handling. A surveillance and control program is designed to provide ongoing efforts to permit solid waste facilities and eliminate illegal accumulation or dumping of solid wastes at sites that are not permitted. Surveillance is the effort to identify, investigate and inspect illegal solid waste accumulation and solid waste facility operations. Control involves educating citizens and facility operators, and bringing residences and facilities into compliance.

**Solid waste plans must address surveillance and control program development and implementation (**RCW 70.95.090 (4)**).** Applicable state and local regulations and ordinances should be at least referenced. It is preferable to include local ordinances in the plan as an appendix.

## Illegal Dumping

Local ordinances regulating illegal dumping can be obtained from the local health authority. Local building and planning departments also adopt ordinances addressing nuisance issues as they relate to accumulation of solid waste. State statute outlines penalties for disposing of waste without a permit (RCW 70.95.240). The local solid waste plan should identify applicable local regulations. Include copies of regulations where appropriate and identify program areas in need of improvement.

A discussion of local and state regulations for litter reduction and unsecured vehicle loads should also be discussed. Refer to Chapter 70.93 RCW for state litter and unsecured vehicle load regulations[5].

## Facility Permitting

Local regulations or ordinances must be adopted that ensure solid waste handling and disposal facilities are located, maintained and operated in order to properly protect public health, prevent air and water pollution, and avoid creation of nuisances. Local regulations can be more stringent than state requirements or may simply adopt state requirements by reference. Local health agencies are the designated permitting authority and therefore their governing body must adopt these regulations. The solid waste plan should discuss the permitting system and applicable regulations, including copies of all pertinent ordinances.

*Planning Tidbit:*
*WAC 173.350.710(3)(a)(iii) requires all permitted solid waste handling facilities to be consistent with the approved local solid waste and/or hazardous waste plan.*

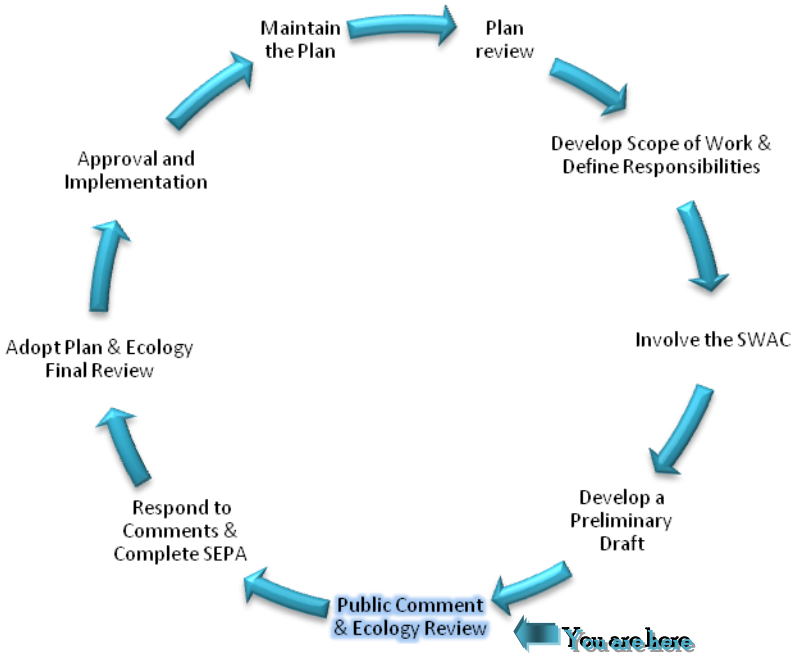
## Collection

Local laws in some areas specify minimum levels of service for garbage collection, recycling services and other solid waste activities. These vary by jurisdiction. For instance, in some solid waste plans designate certain areas to be served by curbside recycling. Following such plan recommendations, local boards of health have adopted ordinances. For example, local ordinances have included requirements that all solid waste service in a specific area have at least weekly residential garbage pickup and include curbside recycling as a required service level. In some jurisdictions local ordinances focus on yard waste, tires, moderate risk waste or other problematic wastes by banning or discouraging landfill disposal. Solid waste service levels and other ordinances must be consistent with the local solid waste plan.

[5] Information on Ecology's litter program can also be found at http://www.ecy.wa.gov/programs/swfa/litter/.

# Chapter 6 - "What Do I Need to Do With My Completed Preliminary Draft?" Public Comment and Ecology Review

A completed preliminary draft is a very significant accomplishment in the planning process. Now you should work toward a final draft and eventually, your final plan. In accordance with the law, the preliminary draft must go through a formal public review process and a review by Ecology and WUTC in order to become a final draft. This chapter will guide you through the process of the preliminary draft review, and help ensure a complete submittal packet and smooth public participation process.




## Public Comment

Copies of the preliminary draft should be sent to the local SWAC members, planning, health and public works departments, and participating jurisdictions. Furthermore, the document should be made available to the public for review. A comment period of a minimum of 30 days after the notice of publication should be provided for written comments. Make copies available at locations such as major local government offices and libraries during the entire 30-day period. They can also be posted on local government websites.

During the comment period, the planning jurisdiction's legislative body should hold one or more public meetings or workshops on the preliminary draft plan to answer questions, collect testimony and respond to issues. Give notice of the time, place and purpose of any public involvement in a newspaper of general circulation in the planning area at least five days prior to the event.

Revise the preliminary draft plan as necessary to address comments received. If there are substantial changes to the plan in response to public comment or Ecology review, the public comment period should be repeated.

Additionally, it is recommended that you work with your local State Environmental Policy Act (SEPA) official to develop a SEPA process strategy. Public review, integral to both SEPA and the preliminary draft plan development, can potentially be addressed simultaneously.

# Ecology Review

After the preliminary draft plan is revised in response to public comment[6], it is ready for Ecology's review. A *complete* submittal packet (see list below) must be submitted to Ecology in order for the preliminary draft review period to begin. Ecology will provide a written response to the planning jurisdiction confirming receipt of the *complete* preliminary draft plan and notification of the start of the preliminary review period. If Ecology determines the packet is incomplete, Ecology will return the plan to the planning jurisdiction with an explanation of why the plan was rejected for preliminary review.

Ecology has up to 120 days from the date a complete submittal packet is received at the appropriate regional office to complete a preliminary review, including WUTC cost assessment (RCW 70.95.094(1)). Regional solid waste planners are committed to a timely review. Ecology is required to review the preliminary draft plan for compliance with state laws and rules, and send two copies to WUTC for their mandatory 45-day review. WUTC will review the draft plan's cost assessment and provide any comments to the planning jurisdiction and Ecology.

When the preliminary draft review is completed, Ecology will provide in writing all issues to address to receive final draft plan approval. It is strongly recommended that local officials and Ecology's regional planner meet to discuss the comments and establish an understanding about what work remains undone. The local jurisdiction then revises the preliminary draft plan as necessary.

[6] This may also be done concurrently with the public review period. Ecology requests that a summary of the comments collected from the public be supplied to the reviewing regional planner prior to the end of the 120-day Ecology review.

A plan may go through multiple preliminary reviews at the request of the local government, or because substantial changes to the draft plan occur after Ecology's previous review. To avoid multiple preliminary reviews, it is strongly encouraged that you include your regional solid waste planner throughout your process. After the preliminary draft review is complete, the plan is in its "final draft" stage.

Prior to Ecology's review period, the planning jurisdiction may also want to consult the checklist in Appendix K and/or ensure the plan meets requirements prescribed in RCW 70.95.090-092.

## The Complete Submittal Packet

Ecology will not accept a preliminary draft plan unless all of the following elements are included:

- Three (3) copies of the preliminary draft plan
- Transmittal letter requesting preliminary draft review
- Interlocal agreements from all participating jurisdictions
- Evidence of SWAC participation (for financial assistance purposes)
- Preliminary SEPA documents
- WUTC Cost Assessment

As stated above, the planning jurisdiction must provide three (3) copies (duplex printed preferred) of the preliminary draft plan to Ecology for the packet to be deemed complete. The planning jurisdiction has the option to submit the preliminary draft plan electronically for review; however, three hard copies are still required for document retention purposes.

Please note the submittal packet should be sent to the regional solid waste planner at the appropriate Ecology Regional Office. If you are unsure who to send the packet to, visit the Ecology Waste 2 Resources (W2R) Program local planning website at http://www.ecy.wa.gov/programs/swfa/localplan.html.

## Electronic Document Option

A lot of progress in electronic document management and navigability was made in the last 20 years. It has become the preferred way for government agencies to share documents. If a planning jurisdiction prefers to submit the preliminary draft plan by email or has the document available on an internet or FTP site, Ecology will accept it.

Ecology prefers an electronic form to supplement the required three (paper) copies as long as the document format is supported by agency software. Please note three (3) paper copies are still required if submitting by electronic document. A transmittal letter *or email* from an authorized official is required. If the document must be downloaded from the internet or an FTP site, you must provide clear instructions on accessing the document in the transmittal letter or email.

## "Stopping the Clock"

For various reasons, local governments have requested to suspend the 120-day review period after Ecology has already accepted the plan as a complete submittal packet and prior to receiving formal comments. Generally, this is triggered by a necessary major change to the plan, problems with the WUTC cost assessment, or other problems encountered with the plan. In many cases, this will save the planning jurisdiction from having to go back to Ecology for a second preliminary draft review due to significant changes to the original preliminary draft.

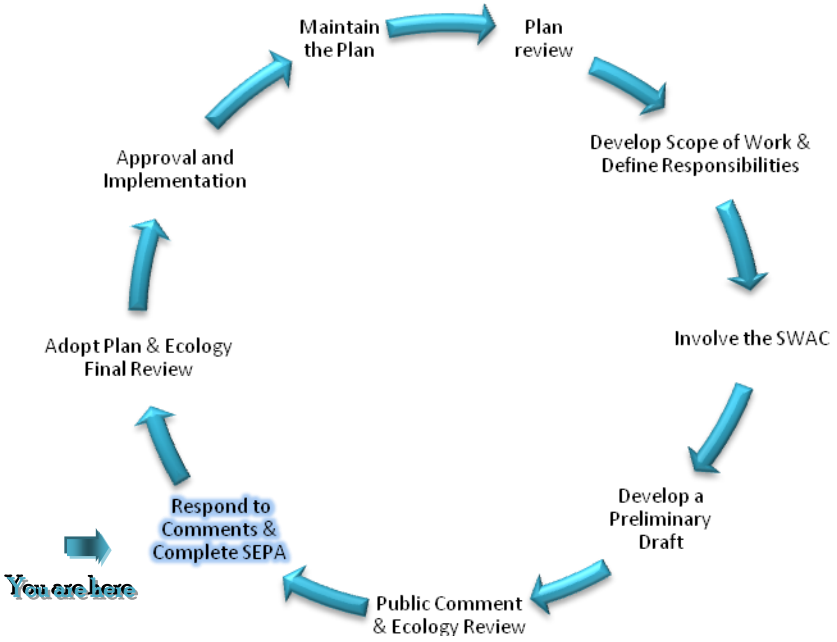
In order to suspend the 120-day review period, the planning jurisdiction must submit a formal request to the reviewing Ecology regional planner (see Appendix C for a boilerplate request letter). Upon receipt of the request, Ecology may suspend the 120-day review period and respond formally to the request.

After discussing the issue(s) with the reviewing planner, Ecology may give the planning jurisdiction appropriate time to revise the plan and formally resubmit it for a continuation of the 120-day review period. Upon receipt of the resubmitted preliminary draft plan, Ecology will formally acknowledge resubmittal of the plan, submit the resubmittal to WUTC (if necessary) and restart the 120-day review period from the day it was suspended.

For example, if the plan was 65 days into review when the suspension request was made, Ecology will have 55 days to comment on the resubmitted plan. However, if the plan requires significant changes, Ecology's regional planner may request a new preliminary draft review. If this is the case, the 120-day review period will reset to day 1. This is to ensure thorough review of a significantly different plan. It is important to note this process may also be used in the final draft review to remedy problems that could result in Ecology not approving a plan.

# Chapter 7 - "Ecology Sent Me Comments, Now What?" Comment Response & SEPA

The public, Ecology and WUTC had their opportunity to comment. Now it is time to work on transitioning the plan to a final draft. However, some important elements are required to make that happen. This chapter focuses on the comment response process, completion of SEPA, and any additional reviews that may be necessary to get to the last stage of the approval process.




## Comment Response

After the public, WUTC and Ecology have provided their written comments and the necessary public hearings are conducted, it is time to work on responding appropriately. In many cases, local governments bring the comments before the SWAC to discuss and come up with appropriate responses to each comment. However, it is up to the responsible official(s) within the planning jurisdiction's administration to make final decisions on comment responses and associated changes to the plan. If the planning jurisdiction decides changes are necessary, the appropriate changes should be made and included in the final draft plan. Ecology will generally provide comments divided into three categories:

1. Items that must be addressed prior to plan approval
2. Highly recommended changes
3. Miscellaneous other comments

WUTC will generally limit their comments to issues regarding solid waste collection and associated costs. Ecology regional planners are also available to discuss comments with the SWAC and local staff.

Once the planning jurisdiction has determined actions to take in response to each comment provided, a response summary is prepared. The summary includes all comments received by the planning jurisdiction and actions taken in response to each comment. **This summary must be included with the final draft plan to be considered a complete submittal packet.**

# State Environmental Policy Act (SEPA) Compliance

If the SEPA process was not completed prior to submittal of the preliminary draft, it must be completed prior to submittal of a final draft for review. A local SEPA responsible official should go through the SEPA checklist and issue the appropriate SEPA document (DNS, MDNS, or EIS). All SEPA documents must be provided with the final draft plan to be considered a complete submittal packet.

For more information on the State Environmental Policy Act, visit the Department of Ecology SEPA Unit's webpage at http://www.ecy.wa.gov/programs/sea/sepa/e-review.html.

# Additional Review Periods

In the event significant changes are made to the plan in response to public, Ecology or WUTC comments, an additional 120-day preliminary draft review period and additional public comment period may be necessary. Examples of items that may trigger an additional preliminary draft review include, but are not limited to:

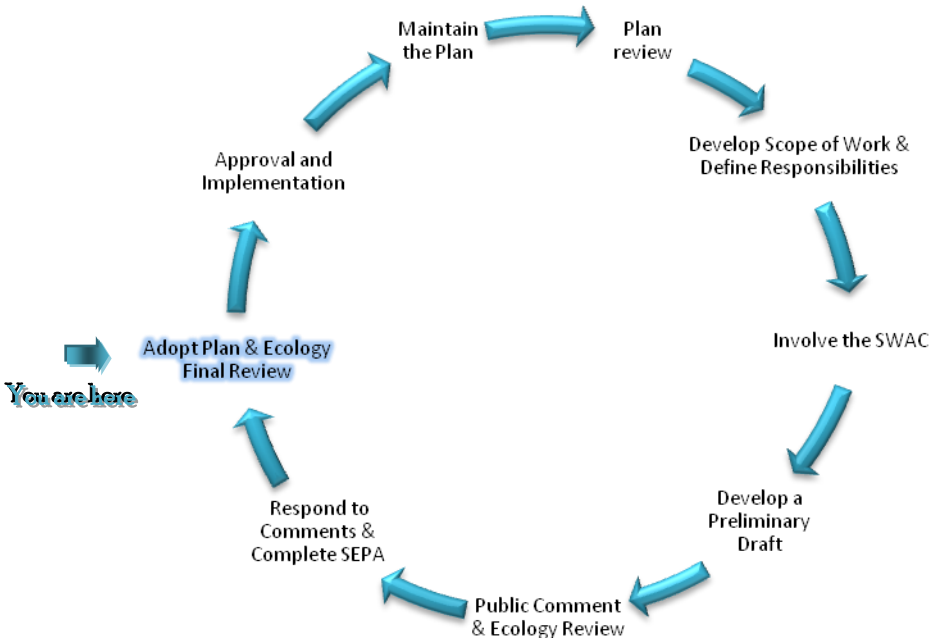
- Major changes to the cost assessment
- Changes to recommended actions
- Major omissions in the previous draft

An Ecology regional solid waste planner will advise the planning jurisdiction whether an additional preliminary draft review is necessary.

An *optional* review is also available. Ecology planners have committed to offer an unofficial informal review of the final draft plan if requested by the planning jurisdiction. This review is conducted within 45 days, and comments limited to items previously commented on in the preliminary draft review and significant additional revisions made in the plan. It is important to note this comment period *is not* the same as the 45-day final draft review and approval process. It will simply provide the planning jurisdiction with advice on meeting the required planning elements and reduce chances the plan will be rejected.

# Chapter 8 - "How do I Navigate the Adoption Process?" Local Adoption & Final Ecology Approval

Prior to final approval, the plan needs to be adopted at the local level. This chapter provides guidance to properly adopt the plan and submit the adopted final draft to Ecology for final review.




## Local Adoption

Prior to submitting the final draft plan to Ecology for review and approval, it must be adopted by all participating jurisdictions[7] and the planning jurisdiction. The interlocal agreements with the participating jurisdictions and the plan itself should define the adoption process.

Historically, adoption has been carried out by resolution (see Appendix J for an example) or through letters of concurrence. If a jurisdiction refuses to adopt the plan and all efforts to resolve the conflict are exhausted, the planning jurisdiction must explain the circumstances surrounding the issue(s) when they submit their final draft plan. Ecology will then contact the participating

[7] "Participating jurisdictions" refers to municipalities that are signatories to the plan. Military installations and federally recognized Indian tribes are not prohibited from being signatory to the plan, but are also not required to formally adopt the plan. Each jurisdiction should work with these entities to determine the best course of action.

jurisdiction that did not adopt the plan and inform them of their options. In most cases, options will be limited to conflict resolution with the planning jurisdiction or for the participating jurisdiction to write their own plan.

# Final Ecology Review

The final step in the Ecology review process is a 45-day review of the final draft plan. Within the review period, an Ecology regional planner will review the plan to ensure all issues identified in the preliminary draft review are adequately addressed and planning requirements are satisfied. Any comments provided in this review will be limited to issues identified in the preliminary draft review and significant additional revisions made after the preliminary draft was reviewed by Ecology. If the Ecology regional planner determines the final draft plan meets the planning requirements, it will receive Ecology's approval. Furthermore, if the planning jurisdiction receives no response from Ecology prior to the end of the 45-day review period, the plan is automatically approved.

If Ecology determines the final draft plan does not satisfy the planning requirements, Ecology will formally notify the planning jurisdiction with specific findings to support the disapproval. If the plan is disapproved, the planning jurisdiction will need to address insufficiencies prior to resubmission for final approval. SEPA and the adoption process may need to be revisited if further changes are necessary.

In order for a plan to be considered for final review, the following items must be included in the final submittal packet:

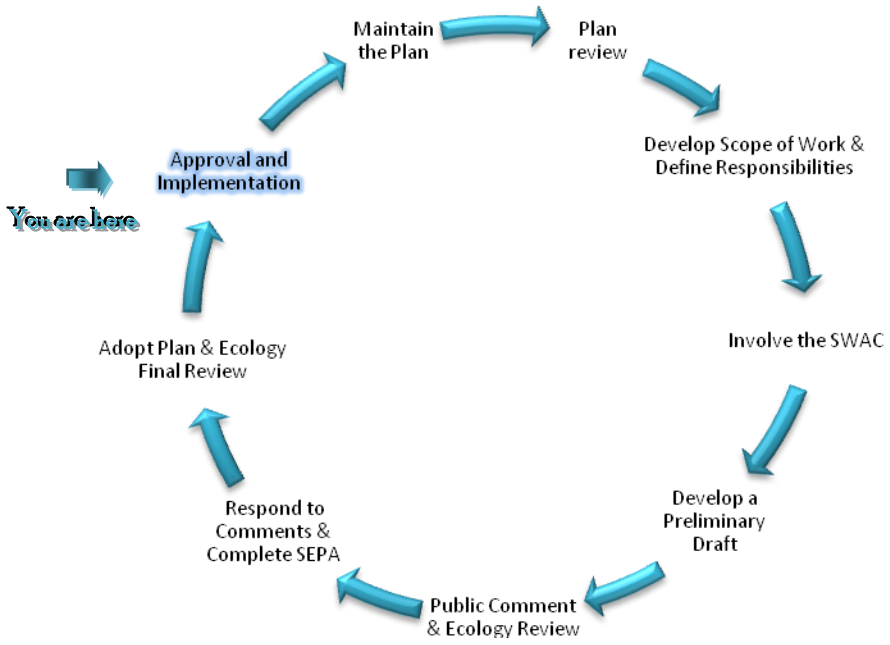
- Three (3) copies of the final draft plan
- A transmittal letter formally requesting final plan review
- All SEPA documentation
- Summary of changes from the draft plan submittal (response summary)
- Copies of all interlocal agreements
- Resolutions of adoption from all participating jurisdictions
- Recommended but not required: Electronic copy of the plan (compatible with agency software)

Ecology will start the 45-day review upon receipt of a complete submittal packet. Ecology will provide formal notification of receipt of the plan to the planning jurisdiction and set an end date for the review period.

# Chapter 9 - "What Do I Do With This 'Ecology Approved Plan?" Implementation

Congratulations! After several months – maybe years – there is finally a tangible product born from the hard work of the planning jurisdiction, participating jurisdictions and local SWAC. Now it is time to put that product to work!

Implementation is obviously the most important step in the process. The plan provides you with a series of activities the planning jurisdiction should carry out with an implementation schedule to go along with it. This chapter provides some guidance to implement the plan; apply for financial assistance; and the specific roles of the local SWAC, planning jurisdiction, jurisdictional health department and participating jurisdictions in implementation.




## The Local SWAC's Role

The local SWAC essentially serves as the progress monitor. The local SWAC should continue to meet regularly throughout the five years between plan reviews and ensure programs are implemented as described in the plan. The SWAC should make regular recommendations to the legislative body or other responsible official(s) regarding implementation of programs recommended in the plan. However, SWAC members should always keep in mind the local SWAC is an advisory body and does not create policy. The planning jurisdiction is not statutorily bound to implement all programs in the plan, but the SWAC can be useful to prioritize programs that should be addressed.

## The Planning Jurisdiction's Role

The planning jurisdiction is responsible to implement programs designated in the plan as "recommended actions" and for the general operation of the solid waste system. In some cases, activities described in the plan are delegated to participating jurisdictions, but the planning jurisdiction should remain up-to-date on the status of all plan implementation. The planning jurisdiction should monitor performance toward goals and objectives, evaluate program success and adjust program efforts as necessary.

## The Jurisdictional Health Department's Role

The JHD is responsible to implement the surveillance and control element of the solid waste plan. The JHD should conduct regular facility inspections; review plans of operations and issue permits, variances, deferrals and exemptions; respond to complaints; and issue citations for mismanagement of solid waste. In addition, the JHD shall issue permits in accordance with the approved local solid waste plan and ensure all facilities are consistent with the approved solid waste plan. In some jurisdictions, the JHD is also tasked with some educational efforts in the community, such as business outreach programs like EnviroStars.

## Participating Jurisdictions' Role

Participating cities are responsible for solid waste collection, and perhaps recycling and waste reduction programs within the city limits. Cities generally will collect solid waste via a city utility service or contract a private hauler to collect solid waste. Some planning jurisdictions are now delegating pollution prevention, waste reduction and other educational efforts to the cities as well.

## Financial Assistance

At the time of publication of these guidelines, Ecology provides funding to local governments to develop and implement solid waste management plans through the Coordinated Prevention Grant (CPG) Program. This program includes at least one cycle every biennium.

The regular cycle is based on a base plus per-capita allocation for each planning jurisdiction with an additional fixed amount of approximately $100,000 per JHD for enforcement. When funds are available, a second cycle may also be offered – the offset cycle, where funds are distributed through a competitive application process.

*WAC 173-312-040 (3): "Eligibility for solid waste implementation grants. Counties whose solid waste plans are adopted and approved by the department as required by chapter 70.95 RCW are eligible to apply for coordinated prevention grants to help pay for the implementation of waste reduction and recycling projects in the most recently approved and adopted plan, provided that those projects are eligible as defined in WAC 173-312-050. This eligibility also extends to cities that are eligible for funding to do local solid waste plans or updates …"*

In the 2007-09 Biennium, CPG funding totaled $25,500,000 from the Local Toxics Control Account. The funding included $15,600,000 for the regular cycle planning and implementation grants; $3,900,000 for regular cycle enforcement grants; $4,000,000 awarded through the offset cycle for programs consistent with the Beyond Waste initiatives; and $2,000,000 in competitive funds awarded through the regular cycle for programs that provide alternatives to burning organic materials. To see a list of all CPG funded projects, click on the Search button at the bottom of the projects page at the Information Clearinghouse website at (https://fortress.wa.gov/ecy/swicpublic/UIProjects/SearchProjects.aspx).

The rules that govern the CPG program are Chapters 173-312 WAC and 173-313 WAC. WAC 173-312-040(3) states:

> *". . . counties whose solid waste plans are adopted and approved by the Department (Ecology) as required by Chapter 70.95 RCW are eligible to apply for coordinated prevention grants to help pay for the implementation of waste reduction and recycling projects in the most recently approved and adopted (solid waste) plan . . .* "

WAC 173-312-040(5) also states:

> *"Local governments with Department-approved local hazardous waste plans as required by Chapter 70.105 RCW are eligible to apply for coordinated prevention grants to help pay for the implementation of projects in the plan . . ."*

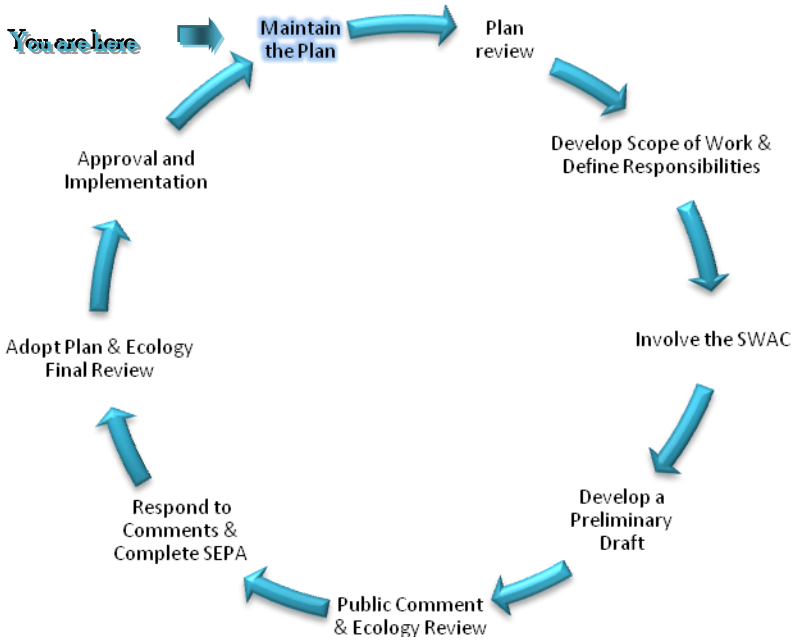
For more information regarding CPG eligibility and solid and hazardous waste planning, consult the current edition of the Coordinated Prevention Grant Program Guidelines on the CPG website or contact your region's CPG officer.

At the time of publication, other grant programs available to implement programs in the solid waste management plan include the Community Litter Cleanup Program (CLCP), Public Participation Grant (PPG) Program, and the Remedial Action Grant and Loan Program. CLCP funds may be used for development of litter cleanup programs such as summer youth crews and cleanup crews from the local corrections department. PPG funds are available to community and nonprofit organizations involved in remedial action cleanup activities in their communities, and for development and implementation of education and outreach programs consistent with initiatives identified in the *Beyond Waste Plan*. To see a list of previous and active PPG-funded projects, check the PPG Funding box on the Project search page on the Information Clearinghouse at https://fortress.wa.gov/ecy/swicpublic/UIProjects/SearchProjects.aspx.

Currently, these funds are used for a variety of projects ranging from public participation in site remediation to green building education programs. Lastly, Remedial Action Grants and Loans provide funding to local governments to assist in contaminated sites cleanup. For more information on financial assistance programs available through Ecology's Waste 2 Resources Program, go to http://www.ecy.wa.gov/programs/swfa/grants/.

# Chapter 10 - "What if Things Change?" Maintaining the Plan

Five years can seem like a lifetime in the world of solid waste. New facilities, changes in service levels, fluctuating commodity prices, annexations and drastic changes in waste generation and population can have a significant impact on the solid waste system. The planning jurisdiction and SWAC should regularly revisit the plan to ensure the current status of the system is adequately outlined in the plan. On occasion, the plan will need adjustment to account for various changes, sometimes before the five-year review is due. This chapter provides guidance to keep the plan current and consistent with the status of the local solid waste system.



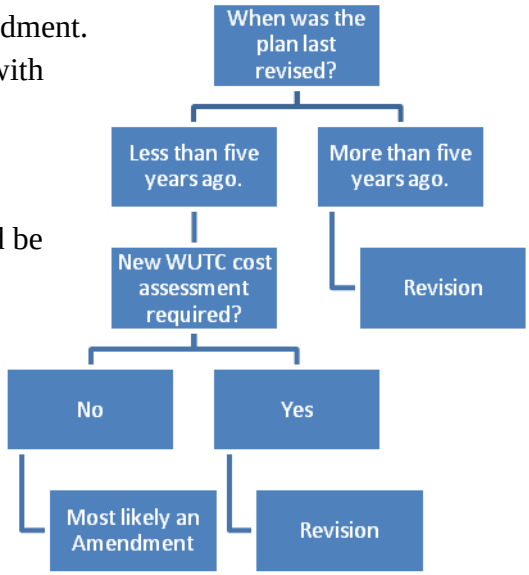

## Criteria for Current Plans

RCW 70.95.110(1) requires that all plans must be kept "current." Furthermore, some forms of Ecology grant programs require a current plan in order to be eligible for funding. A plan is considered functionally current if it adequately represents the existing:

- Planning area
- Service level
- Disposal facilities and their operation
- Systems for permitting facilities and enforcement
- Funding levels and sources

# Amendment vs. Revision

Plans can be modified in two ways – by revision or an amendment. These two very different processes should not be confused with each other. Ecology has developed a clear threshold to determine the two processes. The decision tree on the right represents steps to take to determine if an amendment or a revision is necessary. However, some considerations should be made outside of what is depicted in the graphic shown here. Before starting the amendment or revision process, we recommend that the planning jurisdiction contact an Ecology regional planner for guidance.




# Amending the Plan

Minor adjustments to the plan within the five-year planning window are sometimes necessary to keep the plan up to date and ensure permits can be properly issued, grant funding can be secured and the appropriate commodities collected for recycling. Amendments usually consist of, but are not limited to:

- Changing the designated recyclables list (only if separate process is not defined in the plan).
- Adjusting implementation schedules.
- Changing the priority of alternative strategies and/or projects.
- Making changes to levels of service that do not significantly affect the cost to collect and dispose solid waste.
- Updating the priorities of the plan based on the results of a previously pending feasibility study.
- Major residential or commercial development or the emergence of a new major industry.

Generally, most changes that do not require a WUTC cost assessment review and are inside the five-year planning window[8] can be processed as amendments. A plan amendment does not alter the five-year planning cycle. A plan created in 2010 is still considered a 2010 plan that will need a review and possible revision by the end of 2015, even if it is amended in the interim. However, amending your plan is beneficial because it results in a plan that more accurately reflects your system and direction, does not restrict grant funding or permitting and will be easier to revise when the time comes.

[8] This is based on the assumption that jurisdictions outside of the 5-year planning window will require a new WUTC cost assessment. There may be circumstances where this will not be the case, such as independent city plans. If a jurisdiction feels they may be an exception to this rule, Ecology should be contacted prior to beginning the revision or amendment process.

The amendment process should be defined in the local solid waste plan and interlocal agreements with participating jurisdictions. **Local governments are free to develop their own process for developing and adopting an amendment to the plan internally, but all amendments must be submitted to Ecology within 45 days of adoption.** If a planning jurisdiction does not define their own process for developing and adopting amendments in an approved solid waste plan, the planning jurisdiction should contact an Ecology solid waste planner to determine the appropriate steps to take.

Upon adoption of the amendment, all future copies of the plan should include the amendment and note the amendment date on the cover (ex. Washington County Comprehensive Solid Waste Management Plan; Revised July 2009; Amended April 2011).

# Revising the Plan

A plan revision can be generally defined as any change to the solid waste plan outside the five-year review period (see Chapter 2) and any change that requires a new or revised WUTC cost assessment. The logic behind this is that WUTC has the opportunity to review revisions, but not amendments. If a revision is necessary, the planning jurisdiction should start with the process described in Chapter 2 and follow these guidelines through Chapter 9. Other major changes such as disposal facility construction and changes in disposal methods may also require a plan revision. Contact an Ecology regional planner for assistance to determine what course of action to take.

# Chapter 11 - Additional Planning Issues

## Combining Local Hazardous Waste and Solid Waste Plans

Over the years, some jurisdictions have written a chapter into their solid waste plan that refers to handling moderate risk waste (MRW). This has primarily been done to fill planning voids in order to qualify for CPG funding. In 2008 Ecology made a decision that the guidelines should address a standard procedure to address this issue. The following conditions are now in effect for combined local hazardous waste and solid waste plans[9]:

- The local hazardous waste section of the combined plan must meet all of the planning requirements prescribed in the Local Hazardous Waste Planning Guidelines, RCW 70.105.220 and RCW 70.95I.020.
- Combined plans will follow the review process outlined in RCW 70.95.094.
    - The 120-day preliminary draft review will include an informal review of the local hazardous waste plan (LHWP) section. This informal review must be requested in the transmittal letter for the preliminary draft solid waste plan.
    - The 45-day final review of the solid waste management plan will also include a truncated final review of the LHWP (normally a 90-day review).
- The transmittal letter for final approval must request approval of the plan in accordance with the planning requirements listed in RCW 70.105.220 and RCW 70.95I.020, in addition to the solid waste planning requirements in RCW 70.95.090.
- All previous versions of the local hazardous waste plan will no longer be in force upon approval of the new combined plan.
- Any future revisions of the solid waste management plan must include the existing LHWP, regardless if it is also revised or not. This will ensure the LHWP is not buried in an old solid waste management plan that is no longer current.

Ecology planners are also available to provide guidance and technical assistance to meet these requirements.

[9] Counties and cities that are actively drafting a plan revision on the date these guidelines are released will be allowed two (2) years to complete their plan and will be exempt from having to meet the new criteria for combined plans. Counties and cities that meet the exemption may include an MRW section in their plan and still qualify for CPG funding, but must reference their existing LHWP and will need to follow the criteria above in their next plan revision.

# Requesting an Extension to the Five-year Planning Window

In some cases, extenuating circumstances prevent a planning jurisdiction from revising their solid waste plan. For instance, a pending permit for a landfill expansion or a new transfer station may delay the process and make it impossible to make accurate projections. If a planning jurisdiction feels that they will not be able to achieve a plan review and revision/amendment when the five-year window elapses, they should first contact the appropriate Ecology regional planner to discuss the issue and negotiate the appropriate course of action. Generally, extensions can be granted by the regional Waste 2 Resources Program Section Manager with a letter of approval.

# Incorporating *Beyond Waste* Principles

In 2004, Washington State adopted a new solid and hazardous waste plan, the *Beyond Waste Plan*. This plan established a vision for the state of Washington where in a single generation waste will be viewed as inefficient, and most waste and toxic substances will be eliminated from the waste stream. The plan identified five key initiatives as starting points:

- Moving toward Beyond Waste with industries.
- Reducing small-volume hazardous materials and wastes.
- Increasing recycling for organic materials.
- Making green building practices mainstream.
- Measuring progress toward Beyond Waste.

The plan also addresses current hazardous and solid waste issues.

Each initiative section contains 30-year goals, recommended actions to move toward the goals and five-year milestones to gauge progress. A five-year plan update will be completed by the end of 2009, and the second set of five-year milestones will have been developed. More information on the *Beyond Waste Plan*, including status of the original milestones can be found on the *Beyond Waste* website at http://www.ecy.wa.gov/beyondwaste/.

Incorporating *Beyond Waste* into local plans and setting goals at the local level consistent with the *Beyond Waste Plan* are critical to help us all reach the defined *Beyond Waste* vision. Local government will be a significant driving force in the success in reaching the vision; however, in some cases confusion about what incorporating *Beyond Waste* principles means may make it difficult to include programs consistent with the *Beyond Waste* vision.

The easiest way to define "moving in the direction of *Beyond Waste*" is to refer to the top of the waste hierarchy described in 70.95.010(8) RCW, Waste Reduction. The ultimate goal of *Beyond* Waste is waste reduction and all that it entails. Taking steps up the waste hierarchy helps move in the direction of *Beyond Waste*. Specific areas to address include organic materials, green building and reduced use of toxics.

As so much of our waste comes from products, environmentally preferable purchasing and support for producer responsibility are key waste reduction strategies to include. A key role of government is to lead by example with "in-house" waste reduction programs such as composting, non-toxic cleaners and building green.

For examples of projects consistent with the key initiatives in the *Beyond Waste Plan*, refer to Appendix E, the Ecology local solid waste planning website or consult with an Ecology regional solid waste planner.

# Appendix A: Glossary of Terms and List of Acronyms

**Amendment:** Amendments can be made to make minor changes to a solid waste plan within the five-year planning window. Amendments can be used to change the implementation schedule, recommended actions and other specific details of the plan. Local governments can develop their own criteria for amendment development and approval at the local level, but this process must include Ecology notification within 30 days of implementation.

**Anaerobic Digestion:** The process by which organic material is broken down by micro-organisms in the absence of oxygen. This process results in emission of a $CO_2$- and methane-rich biogas that can be collected and used as an energy source. The digestate can then be landfilled or composted. Advantages of this process include volume reduction of landfilled organic waste, as well as decreased landfill gas production.

**Beyond Waste:** The ultimate message behind the State Solid Waste Management Plan. Beyond Waste focuses on achieving a state where waste is viewed as inefficient and toxic substances have been eliminated. The *Beyond Waste Plan* lays out key initiatives to address as the state moves in the direction of *Beyond Waste*. These initiatives are:

1. Moving toward *Beyond Waste* with industries.
2. Reducing small-volume hazardous materials and wastes.
3. Increasing recycling for organic materials.
4. Make green building practices mainstream.
5. Measuring progress toward *Beyond Waste.*

**Built Green®:** A market-driven green building program usually administered by local homebuilders association chapters. The focus of this program is to promote and certify green construction in the residential sector. For a list of Built Green chapters in Washington State, go to www.builtgreenwashington.org.

**Collection District:** A county legislative authority may establish a solid waste collection district, or districts, which must be consistent with the local solid waste plan (RCW 36.58A). Key to establishing a collection district is an official finding by the local health agency that mandatory collection of solid waste is necessary for public health reasons.

When this occurs, a notice is sent to WUTC. *Note: The county, not WUTC, determines the need.* WUTC must determine whether the existing haulers are willing and able to provide the required services. If existing collection companies are unwilling or unable to provide service, WUTC may issue a certificate of need. The private sector is then solicited to provide the required levels of collection service. If no qualified hauler(s) are found, the county could provide the required services, but only in the area the authorized hauler(s) are unable or unwilling to provide the required services.

Any company that receives approval from WUTC becomes responsible for collecting waste in the defined district. WUTC may establish the franchise boundary without regard to the county boundaries. WUTC, after making its findings and taking actions, must notify the county within 60 days. Only Grays Harbor and Whatcom counties have established collection districts in Washington State.

**Commercial Solid Waste:** All types of solid waste generated by stores, offices, restaurants, warehouses and other non-manufacturing activities, excluding residential and industrial wastes.

**Commingled Recycling:** A method of recovery and/or collection where recyclable commodities are mixed together and sorted at a material recovery facility (MRF).

**Composting:** The biological degradation and transformation of organic solid waste under controlled conditions designed to promote aerobic decomposition. Natural decay of organic solid waste under uncontrolled conditions is not composting.

**Comprehensive Solid Waste Management Plan (CSWMP):** A plan that outlines the operations, finances and future needs of a solid waste system. RCW 70.95.080 requires that all counties (and cities, in some cases) must have an Ecology-approved CSWMP. The requirements for these plans are outlined in RCW 70.95.090. Every five years, each county (or city) is to review the CSWMP and revise the plan when needed. For more information on the CSWMP, see RCW 70.95.080-110.

**Conditionally Exempt Small Quantity Generator (CESQG):** A dangerous waste generator whose dangerous wastes are not subject to regulation under Chapter 70.105 RCW, Hazardous Waste Management, solely because the waste is generated or accumulated in quantities below the threshold for regulation and meets the conditions prescribed in WAC 173-303-070 (8)(b).

**Construction, Demolition and Land-clearing Debris (CDL):** The waste material that results from construction, demolition and land clearing, largely comprised of inert and organic material. Consists of, but is not limited to the following materials: wood waste, concrete, asphalt, gypsum wallboard, glass and scrap metal.

**Coordinated Prevention Grants (CPG):** A grant program that supports the development, implementation and enforcement of local comprehensive solid waste management plans. For more information, refer to Chapter 173-312 WAC, Chapter 173-313 WAC and the CPG website at http://www.ecy.wa.gov/programs/swfa/grants/cpg.html.

**Dangerous Waste:** Discarded, useless, unwanted or abandoned substances, including but not limited to certain pesticides, or any residues or containers of such substances which are disposed of in such quantity or concentration as to pose a substantial present or potential hazard to human health, wildlife or the environment because such wastes or constituents or combinations of such wastes:

a) Have short-lived, toxic properties that may cause death, injury or illness or have mutagenic, teratogenic or carcinogenic properties; or

b) Are corrosive, explosive, flammable or may generate pressure through decomposition or other means.

**Designated Recyclables:** Wastes separated for recycling or reuse, such as paper, metals and plastics that are identified as recyclable material pursuant to a local comprehensive solid waste plan. Prior to the adoption of the local comprehensive solid waste plan, adopted pursuant to RCW 70.95.110(2), local governments may identify recyclable materials by ordinance from July 23, 1989.

**Disposal District:** An independent "taxing district" which may be formed by the county legislative authority for disposal of solid waste. Disposal districts only include unincorporated areas of the county in which they are formed, unless a city passes a resolution to be included into the district. Disposal districts may only be formed in counties with a population of less than 1 million. For more information on disposal districts, see RCW 36.58.100-150.

**Diversion:** Any method of recycling, energy production or beneficial use that prevents disposition of material in landfills or incinerators.

**Drop Box Facility:** A facility used for placement of a detachable container including the area adjacent for necessary entrance and exit roads, unloading and turnaround areas. Drop-box facilities normally serve the public with loose loads and receive waste from offsite.

**E-Waste (Electronic Waste):** Waste products produced as a result of spent, unusable or unwanted electronics. Examples of these products include computer monitors, televisions, and desktop or laptop computers.

**Energy Recovery:** A process operating under federal and state environmental laws and regulations for converting solid waste into usable energy and reducing the volume of solid waste. This is also sometimes referred to as "Waste-to-Energy" (WTE).

**Environmental Impact Statement (EIS):** A detailed statement of the environmental impacts that are a result of the project in question. The EIS is a result of the SEPA review process yielding a determination of significance. For more information on the SEPA review process. See Chapter 197-11 WAC.

**Ex-Officio:** In the context of the SWAC, a member that is part of the committee by virtue of their position or status. The ex-officio status is most commonly defined as a non-voting member. This position is usually designated to jurisdictional health department representatives, county solid waste department representatives and Ecology planners.

**Feedstock:** Can be generally defined as the raw material required to carry out an industrial process. In the world of solid waste, this can be the incoming organic waste to a compost facility, municipal solid waste (MSW) to a waste-to-energy facility or the incoming materials to a material recovery facility (MRF). Solid waste feedstocks in Washington State are categorized by the following criteria in Chapter 173-350 WAC:

*"**Type 1 feedstocks**" means source-separated yard and garden wastes, wood wastes, agricultural crop residues, wax-coated cardboard, preconsumer vegetative food wastes, other similar source-separated materials that the jurisdictional health department determines to have a comparable low level of risk in hazardous substances, human pathogens, and physical contaminants.*

*"**Type 2 feedstocks**" means manure and bedding from herbivorous animals that the jurisdictional health department determines to have a comparable low level of risk in hazardous substances and physical contaminants when compared to a type 1 feedstock.*

*"**Type 3 feedstocks**" means meat and postconsumer source separated food wastes or other similar source-separated materials that the jurisdictional health department determines to have a comparable low level of risk in hazardous substances and physical contaminants, but are likely to have high levels of human pathogens.*

*"**Type 4 feedstocks**" means mixed municipal solid wastes, post collection separated or processed solid wastes, industrial solid wastes, industrial biological treatment sludges, or other similar compostable materials that the jurisdictional health department determines to have a comparable high level of risk in hazardous substances, human pathogens and physical contaminants.*

**Final Draft CSWMP:** A plan becomes a final draft once comments from the preliminary draft plan are addressed and the plan is adopted by the county and participating municipalities. The final draft is the plan submitted to Ecology for final approval. Once Ecology approves the plan or 45 days elapse from the time it was submitted to Ecology for final approval, the final draft plan becomes the final CSWMP.

**Flow Control:** A term that generally describes a local or state government having the authority to direct MSW to certain facilities. This is a tool governments may use to ensure financial viability of the local solid waste system. Some commonly referenced Supreme Court cases that affected the ability to control flow include C&A Carbone, Inc. v. Town of Clarkstown, and (more recently) United Haulers Association, Inc. v. Oneida-Herkimer Solid Waste Management Authority.

**Foodwaste:** Organic waste derived from food products.

**G-Certificate:** A certificate of public convenience and necessity issued by the Washington Utilities and Transportation Commission under the provisions of Chapter 81.77 RCW for the operation of solid waste collection. This certificate defines the territory and level of service required for solid waste collection in unincorporated areas of Washington State.

**Green Building:** According to the USGBC, green building can be simply defined as the optimization of the built environment. Green building usually refers to reducing the physiological and environmental effects caused by the construction, operation, maintenance and demolition of buildings with emphasis on indoor environmental quality, water efficiency, energy efficiency, material selection and site selection.

**Growth Management Act (GMA):** Common reference to Chapter 36.70A RCW. The GMA requires state and local governments to manage Washington's growth by identifying and protecting critical areas and natural resource lands, designating urban growth areas, preparing comprehensive plans and implementing them through capital investments and development regulations.

**Hazardous Substance:** Any liquid, solid, gas or sludge, including any material, substance, product, commodity or waste, regardless of quantity, that exhibits any of the characteristics or criteria of hazardous waste as described in rules adopted under Chapter 70.105 RCW.

**Hazardous Waste:** All dangerous and extremely hazardous waste, including substances composed of both radioactive and hazardous components.

**Household Hazardous Waste (HHW):** Those substances identified by the Department (Ecology) as hazardous household substances in the guidelines developed under RCW 70.105.220 (LHWMP Guidelines).

**Incineration:** Reducing the volume of solid wastes by use of an enclosed device using controlled flame combustion.

**Industrial Solid Waste:** Solid waste generated from manufacturing operations, food processing or other industrial processes.

**Inert Waste:** Inert wastes are characterized as inert in accordance with WAC 173-350-990. Listed inert wastes include, but are not limited to cured concrete that has been used for structural and construction purposes, including embedded steel reinforcing and wood, that was produced from mixtures of Portland cement and sand, gravel or other similar materials; asphaltic materials that have been used for structural and construction purposes (e.g., roads, dikes, paving) that were produced from mixtures of petroleum asphalt and sand, gravel or other similar materials -- waste roofing materials are not presumed to be inert; brick and masonry that have been used for structural and construction purposes; ceramic materials produced from fired clay or porcelain; glass, composed primarily of sodium, calcium, silica, boric oxide, magnesium oxide, lithium oxide or aluminum oxide -- Glass presumed to be inert includes, but is not limited to window glass, glass containers, glass fiber, glasses resistant to thermal shock and glass-ceramics (glass containing significant concentrations of lead, mercury, or other toxic substance is not presumed to be inert); and Stainless steel and aluminum.

**Inert Waste Landfill:** A landfill that receives only inert wastes.

**Interlocal Agreement:** An interlocal agreement is a formal agreement between any two or more public agencies to work cooperatively. In the world of solid waste planning, this usually refers to an agreement where the county and participating cities enter into an interlocal agreement to designate the county as the solid waste planning authority. For more information, see RCW 70.95.080 and RCW 39.34.030.

**Intermediate Solid Waste Handling Facility:** Any intermediate use or processing site engaged in solid waste handling which is not the final site of disposal. This includes material recovery facilities, transfer stations, drop boxes, baling and compaction sites.

**Intermodal facility:** Any facility operated for the purpose of transporting closed containers of waste and the containers are not opened for further treatment, processing or consolidation of the waste.

**Jurisdictional Health Department (JHD):** City, county, city-county or district public health department. In most cases, the JHD is the responsible agency for the enforcement of solid waste regulations.

**Landfill:** A disposal facility or part of a facility at which solid waste is permanently placed in or on land including facilities that use solid waste as a component of fill.

**Leachate:** Water or other liquid within a solid waste handling unit that has been contaminated by dissolved or suspended materials due to contact with solid waste or gases.

**LEED:** Acronym for "Leadership in Energy and Environmental Design." LEED is a green building rating and certification system developed by the United States Green Building Council. The LEED system is generally considered one of the most comprehensive and stringent certification systems for the development of green commercial and residential structures. For more information, see www.usgbc.org.

**Limited purpose landfill:** A landfill that is not regulated or permitted by other state or federal environmental regulations that receives solid wastes limited by type or source.

Limited purpose landfills include, but are not limited to landfills that receive segregated industrial solid waste, construction, demolition and land clearing debris, wood waste, ash (other than special incinerator ash) and dredged material. Limited purpose landfills do not include inert waste landfills, municipal solid waste landfills regulated under Chapter 173-351 WAC, Criteria for municipal solid waste landfills, landfills disposing of special incinerator ash regulated under Chapter 173-306 WAC, special incinerator ash management standards, landfills regulated under Chapter 173-303 WAC, Dangerous waste regulations, or chemical waste landfills used for disposal of polychlorinated biphenyls (PCBs) regulated under Title 40 CFR Part 761, Polychlorinated Biphenyls (PCBs) Manufacturing, Processing, Distribution in Commerce, and Use Prohibitions.

**Local Hazardous Waste Management Plan (LHWMP):** Pursuant to RCW 70.105.220, each county is required to prepare a Local Hazardous Waste Management Plan that meets the requirements listed in the law. In order to receive grant funding from Ecology for MRW projects, the scope of the project must be consistent with the LHWMP. There is no requirement for regular maintenance of the LHWMP. For more information on the LHWMP, see Chapter 70.105 RCW and the *Guidelines for Development of Local Hazardous Waste Plans* (Ecology pub. #10-07-006)

**Long-haul System:** A system composed of one or more intermediate solid waste handling facilities where MSW is collected, consolidated and then transported by means of truck, train or barge to a permanent disposal site outside the system coverage area.

**Material Recovery Facility (MRF):** Any facility that collects, compacts, repackages, sorts or processes for transport source separated solid waste for recycling.

**Model Toxics Control Act (MTCA):** MTCA is the legislation that created the toxics accounts that now fund a significant portion of solid waste management at the state and local level. More detail on the Act can be found in Chapter 70.105D RCW.

**Moderate Risk Waste (MRW):** Solid waste that is limited to conditionally exempt small quantity generator (CESQG) waste and household hazardous waste (HHW) as defined in Chapter WAC 173-350.

**Municipal Solid Waste (MSW):** A subset of solid waste that includes unsegregated garbage, refuse and similar solid waste material discarded from residential, commercial, institutional and industrial sources and community activities, including residue after recyclables have been separated. Solid waste that has been segregated by source and characteristic may qualify for management as a non-MSW solid waste at a facility designed and operated to address the waste's characteristics and potential environmental impacts. The term MSW does not include:

- Dangerous wastes other than wastes excluded from the requirements of Chapter 173-303 WAC, Dangerous waste regulations, in WAC 173-303-071 such as household hazardous wastes;
- Any solid waste, including contaminated soil and debris, resulting from response action taken under Section 104 or 106 of the Comprehensive Environmental Response, Compensation and Liability Act of 1980 (42 U.S.C. 9601), Chapter 70.105D RCW, Hazardous waste cleanup -- Model Toxics Control Act, Chapter 173-340 WAC, the Model Toxics Control Act cleanup regulation or a remedial action taken under those rules; nor
- Mixed or segregated recyclable material that has been source-separated from garbage, refuse and similar solid waste. The residual from source-separated recyclables is MSW.

**Plain Talk:** Plain talk in Washington State government was established through Executive Order 05-03. The purpose of plain talk is to provide the public with clear and concise instructions and information. Documents written in Plain Talk include:

- Clear language that is commonly used by the intended audience;
- Only the information needed by the recipient, presented in a logical sequence;
- Short sentences;
- Sentences, written in active voice, that make it clear who is responsible for what; and
- Layout and design that help the reader understand the meaning on the first try. This includes adequate white space, bulleted lists, helpful headings and other proven techniques.

More information on Plain Talk at the Government Management Accountability and Performance (GMAP) website: http://www.accountability.wa.gov/plaintalk/default.asp

**Planning Area:** The geographical boundaries in which a solid waste plan will be implemented.

**Planning Authority:** In solid waste planning, the planning authority is generally the county solid waste authority or other county government program responsible for the management of solid waste. The planning authority is responsible for the development of the comprehensive solid waste management plan and the general day-to-day operations of the solid waste system.

**Preliminary Draft Plan:** The draft plan initially submitted to Ecology prior to local adoption. This draft should be put through a public review process, Ecology review and WUTC review prior to local adoption.

**Recyclable Materials:** Solid wastes that are separated for recycling or reuse, including, but not limited to papers, metals and glass that are identified as recyclable material pursuant to a local comprehensive solid waste plan.

**Recycling:** Transforming or remanufacturing waste materials into usable or marketable materials for use other than landfill disposal or incineration. Recycling does not include collection, compacting, repackaging and sorting for the purpose of transport.

**Resolution of Adoption:** In solid waste planning, a resolution passed by the local executive or legislative authority to adopt the local solid waste management plan. A combination of an interlocal agreement and a resolution of adoption are generally required for all participating jurisdictions in order for a solid waste management plan to be approved by Ecology.

**Revised Codes of Washington (RCW):** A compilation of all Washington State laws now in force, created and modified through bills passed by the Legislature.

**Revision:** A plan revision is required anytime a plan needs to be updated outside of a five-year planning window, when a new WUTC cost assessment is needed, or when any other major change is to be made to the plan. A revision must follow the guidance provided in these guidelines and be submitted to Ecology and adopted locally prior to plan approval.

**Solid Waste:** All putrescible and nonputrescible solid and semisolid wastes including, but not limited to garbage, rubbish, ashes, industrial wastes, swill, sewage sludge, demolition and construction wastes, abandoned vehicles or parts thereof, contaminated soils and contaminated dredged material, and recyclable materials.

**Solid Waste Advisory Committee:** An advisory committee established at the local level within each planning jurisdiction and at the state level. The local SWAC should assist in development of programs and policies concerning solid waste handling and disposal and to review and comment on proposed rules, policies, or ordinances prior to their adoption. Such committees shall consist of a minimum of nine members and represent a balance of interests including, but not limited to citizens, public interest groups, business, the waste management industry and local elected public officials.

The members shall be appointed by the county legislative authority. The state SWAC holds similar responsibility, but should make recommendations to Ecology on statewide solid waste issues. The state SWAC shall consist of at least 11 members representing a balance of interests.

**Source Separation:** The separation of different kinds of solid waste at the place where the waste originates.

**State Environmental Policy Act (SEPA):** A way to identify possible environmental impacts that may result from governmental decisions. These decisions may be related to issuing permits for private projects, constructing public facilities, or adopting regulations, policies or plans. For more information on SEPA, visit the Ecology SEPA webpage at http://www.ecy.wa.gov/programs/sea/sepa/e-review.html

**Transfer Station:** A permanent, fixed, supplemental collection and transportation facility used by persons and route collection vehicles to deposit collected solid waste from offsite into a larger transfer vehicle for transport to a solid waste handling facility.

**Update:** For the purpose of these guidelines this term refers to either a revision or an amendment.

**Vector:** A living animal, including, but not limited to insects, rodents and birds that are capable of transmitting an infectious disease from one organism to another.

**Vermicomposting:** The controlled and managed process by which live worms convert organic residues into dark, fertile, granular excrement.

**Washington Administrative Code (WAC):** Regulations of executive branch agencies are issued by authority of statutes. Like legislation and the Constitution, regulations are a source of primary law in Washington State.

**Waste Characterization:** The composition and ratio of materials in the total waste stream. Also sometimes referred to as a "waste audit."

**Waste Hierarchy:** The waste hierarchy is a representation of the priorities described by the Legislature in Chapter 70.95 RCW. These priorities are listed below, starting with the most preferred methodology for management of solid waste:

1. Waste Reduction
2. Recycling Source-Separated Waste
3. Energy recovery, incineration, and/or landfilling source-separated waste
4. Energy recovery, incineration and/or landfilling mixed waste

**Waste Reduction:** Also sometimes referred to as "precycling." Waste reduction is the practice of minimizing waste through responsible purchasing and consumerism. Essentially, removing waste from the waste stream by not creating it in the first place.

**Wood Waste:** Solid waste consisting of wood pieces or particles generated as a byproduct or waste from the manufacturing of wood products, construction, demolition, handling and storage of raw materials, trees and stumps. This includes, but is not limited to sawdust, chips, shavings, bark, pulp, hogged fuel and log sort yard waste, but does not include wood pieces or particles containing paint, laminates, bonding agents or chemical preservatives such as creosote, pentachlorophenol or copper-chrome-arsenate.

**Yard Waste/Debris:** Plant material commonly created in the course of maintaining yards and gardens and through horticulture, gardening, landscaping or similar activities. Yard debris includes, but is not limited to grass clippings, leaves, branches, brush, weeds, flowers, roots, windfall fruit and vegetable garden debris.

# List of Acronyms

| | |
|---|---|
| **CDL** | Construction, Demolition, and Land-clearing Debris |
| **CLCP** | Community Litter Cleanup Program |
| **CPG** | Coordinated Prevention Grant |
| **CSWMP** | Comprehensive Solid Waste Management Plan |
| **EPA** | US Environmental Protection Agency |
| **GMA** | Growth Management Act |
| **ILA** | Interlocal Agreement |
| **JHD** | Jurisdictional Health Department |
| **LHWP** | Local Hazardous Waste Plan |
| **MRW** | Moderate Risk Waste |
| **MSW** | Municipal Solid Waste |
| **MTCA** | Model Toxics Control Act |
| **OFM** | Office of Financial Management |
| **PPG** | Public Participation Grant |
| **RAG** | Remedial Action Grant |
| **RCW** | Revised Codes of Washington |
| **SEPA** | State Environmental Policy Act |
| **SWAC** | Solid Waste Advisory Committee |
| **SWMP** | Solid Waste Management Plan |
| **W2R** | Waste 2 Resources Program |
| **WAC** | Washington Administrative Code |
| **WUTC** | Washington Utilities and Transportation Commission |

# Appendix B: Guidance for Operating a Local SWAC

## Sample Bylaws

**BYLAWS**

**OF THE**

**JEFFERSON COUNTY SOLID WASTE ADVISORY COMMITTEE**

### NAME

The Committee shall be known as, "The Jefferson County Solid Waste Advisory Committee," hereafter SWAC.

### OBJECTIVES

The objectives of the SWAC, as set forth in Jefferson County Board of Commissioners (Board) Resolution No. 46-86, shall be to assist in the development of programs and policies concerning solid waste handling and disposal, and to review and comment upon proposed rules, policies or ordinances prior to their adoption by the Board.

### COMPOSITION AND TERMS

The SWAC consists of a minimum of nine (9) members appointed by the Board. Members appointed to SWAC shall serve for two (2) years.

### OFFICERS AND DUTIES

There shall be a Chair and Vice Chair. Officers will be elected by the SWAC sitting in regular, open, public meetings.

Officers of the SWAC shall serve for one year from the date of election. No officer shall serve for more than two consecutive terms.

The Chair will preside over SWAC meetings and coordinate development of the agenda with staff representatives of the Jefferson County Public Works Department. The Chair will sign all correspondence originated by the SWAC.

The Vice Chair will preside over SWAC meetings in the absence of the Chair.

The SWAC may remove any officer whom they elect by the following procedure:

> Any member of the SWAC may offer a motion for removal at a meeting. If the motion is seconded, it will be considered and voted on at the next regular meeting of the SWAC. Approval of a motion to remove will require a two-thirds majority of the members present and voting.

### COMMITTEES

The Chair may appoint such standing and ad hoc sub-committees as may be considered useful and appropriate to investigate any matter of interest to the SWAC.

**ABSENCES**

A SWAC member who accrues three (3) consecutive, unexcused absences from regular meetings may be recommended to the Board for removal from the SWAC by the Chair with the concurrence of a majority of the members.

**MEETINGS**

All regular and special meetings of the SWAC shall be held in a place that is open and easily accessible to the public. The SWAC is subject to, and will conform with the provisions of RCW 42.30, the State Open Meetings Act.

**QUORUM**

A quorum is required to be present before an official, regular or special meeting of the SWAC can take place. A simple majority of the appointed members of the SWAC shall constitute a quorum.

**REPORTS, RECOMMENDATIONS AND CORRESPONDENCE**

Reports, recommendations and correspondence submitted to the Board shall be forwarded on behalf of a majority of the members over the signature of the Chair. Minority reports, if any, shall be attached to, and forwarded with such reports, recommendations or correspondence without comment.

**CONDUCT OF MEETINGS**

The SWAC hereby adopts Roberts Rules of Order for the conduct of its meetings.

The meeting agenda will be constituted as follows:

1. Call to Order
2. Roll Call
3. Minutes of Previous Meeting(s)
4. Committee Reports
5. Staff Reports
6. Old Business
7. New Business

Committee and Staff reports may be held in abeyance if they relate to old or new business items.

No new agenda item(s) will be taken up **ONE (1) HOUR AND THIRTY (30) MINUTES AFTER COMMENCEMENT OF THE MEETING.**

ADOPTED THIS __25th____ DAY OF ___June_____, 1998.

SOLID WASTE ADVISORY COMMITTEE

_____
Diane Perry-Thompson, Chairperson

ADOPTED THIS ___6th____ DAY OF ___July_____, 1998.

JEFFERSON COUNTY BOARD OF COMMISSIONERS

_____
Glen Huntingford, Chairman

_____
Dan Harpole, Member

_____
Richard Wojt, Member

# BOARD OF YAKIMA COUNTY COMMISSIONERS

| | | |
|---|---|---|
| IN THE MATTER OF ESTABLISHING THE YAKIMA COUNTY SOLID WASTE ADVISORY COMMITTEE AND ADOPTING COMMITTEE BY-LAWS | ) ) ) ) | Resolution No. 459-2007 |

WHEREAS, it is the intention of the Board of County Commissioners of Yakima County, Washington to establish a Solid Waste Advisory Committee as required by RCW 70.95.165 ; and,

WHEREAS, the Solid Waste Advisory Committee shall be established to assist the Board of County Commissioners of Yakima County, Washington in the development of programs and policies concerning solid waste handling and disposal, in the preparation of solid waste management plans and by reviewing and commenting on proposed rules, policies or ordinances relating to solid waste prior to adoption in accordance with the attached by-laws and organizational structure; now, therefore,

BE IT HEREBY RESOLVED by the Board of County Commissioners of Yakima County, Washington that the Yakima County Solid Waste Advisory Committee is established, and the attached by-laws are adopted for the aforesaid Solid Waste Advisory Committee.

Dated this 18th day of September, 2007

Michael D. Leita, Chairman

Ronald F. Gamache, County Commissioner

J. Rand Elliott, County Commissioner
*Constituting the Board of County Commissioners for Yakima County, Washington*

ATTEST:

Christina Steiner, Clerk of the Board

Tiera L. Girard
Deputy Clerk of the Board

# YAKIMA COUNTY
# SOLID WASTE ADVISORY COMMITTEE
# BYLAWS
## Adopted by Resolution No. 459-2007

## I. ORGANIZATION – COMPOSITION AND PURPOSE

The Yakima County Solid Waste Advisory Committee (SWAC) shall consist of up to thirteen (13) members appointed by the Board of Yakima County Commissioners and any number of ex-officio members. The SWAC shall assist the Yakima County Board of Commissioners in the development of programs and policies concerning solid waste handling and disposal, in the preparation of solid waste management plans and by reviewing and commenting on proposed rules, policies or ordinances relating to solid waste prior to their adoption.

## II. OFFICERS/MEMBERSHIP

A. **Members** – The SWAC shall be composed of thirteen (13) members, each having one vote. Membership is as follows:

1. Yakima County Board of Commissioners (1)
2. City of Yakima (1)
3. Two Cities with Population exceeding 5,000 (2)
4. Three Cities with Population under 5,000 (3)
5. Yakima Valley Conference of Governments (1)
6. Business and Industry Representative (1)
7. Waste Industry Representative (1)
8. Recycling Industry Representative (1)
9. Agriculture Industry Representative (1)
10. Public Health and Safety Representative (1)

B. **Ex-Officio Members** – The Yakima County Board of Commissioners may appoint non-voting ex-officio members to the SWAC.

C. **Appointments** – Members shall be appointed by the Board of County Commissioners.

D. **Terms** – Members shall serve a term of two (2) years commencing from the appointment date. Members may be reappointed to serve consecutive terms. Reappointment shall be subject to confirmation by the Yakima County Board of Commissioners.

E. **Chair** – The initial Chairperson shall be appointed for a two (2) year term by the Board of County Commissioners. Subsequent chairpersons shall be elected by the SWAC sitting in regular, open public meetings. The Chair will preside over committee meetings and coordinate development of the agenda with the Yakima County Public Services – Solid Waste Division Manager. The Chair will sign all correspondence originated by the SWAC on behalf thereof.

F. **Vice Chair** – A majority of the SWAC shall elect one of its members as Vice Chair. The term of the Vice Chair shall be for two (2) years. The Vice Chair will preside over SWAC meetings in the absence of the Chair.

G. **Secretary** – The Yakima County Public Services – Solid Waste Division Manager, or designate, shall act as Secretary to the SWAC.

H. **Attendance** – A SWAC member who accrues three (3) consecutive, unexcused absences from regular meetings may be removed from the SWAC by the Board of County Commissioners with the concurrence of two-thirds majority of the SWAC members.

## III. MEETINGS

A. **Regular Meetings** – Meetings of the SWAC shall be called when necessary by the Chair. It is anticipated that meetings will be held monthly during active review of Solid Waste Management Plan Updates and at a minimum not less than semi- annually during off-planning years. At least fourteen (14) days prior notice shall be given.

B. **Minutes/Agendas** – Minutes of all meetings shall be kept by the Secretary and distributed to the members within three (3) weeks after a meeting. Agendas shall be prepared by the Solid Waste Division staff with input and verbal approval by the Chair and distributed to the SWAC members at least seven (7) days in advance of any regularly scheduled meeting. Meeting minutes will be approved by the SWAC at the next regular meeting.

C. **Public Access** – All regular meetings of the SWAC shall be held in a place that is open and easily accessible to the public. Provision shall be made for public comment at each meeting. Approved meeting minutes shall be available to the public on request. The SWAC is subject to, and will conform with, the provisions of RCW 42.30, the State Open Meeting Act.

D. **Quorum** – A quorum is required to be present before an official, regular meeting of the SWAC can take place. A simple majority of the voting members of the SWAC shall constitute a quorum.

## IV. RECOMMENDATIONS

The role and purpose of the SWAC shall be to advise and make recommendation to the Yakima County Board of Commissioners on matters within their scope and charge as provided for in SWAC By-Laws. Written reports, recommendations and correspondence submitted to the Yakima County Board of Commissioners shall be forwarded on behalf of a majority of the members over the signature of the Chair. Minority reports, if any, shall be attached to, and forwarded with such reports, recommendations or correspondence without comment by the Chair.

## V. WAIVER OF RULES

Any of the above rules or procedures may be waived by a majority vote of the quorum provided further that the reason therefore be included in each motion for waiver.

## VI. AMENDMENT OF BYLAWS

Any of the By-Laws may be amended or repealed, and new By-Laws may be adopted, by two-thirds majority vote of the quorum and approval by the Yakima County Board of Commissioners. Prior notice of thirty (30) days shall be given to the SWAC before undertaking amendatory action.

# Local SWAC Reference Sheet

# Your Local Solid Waste Advisory Committee (SWAC)

***The role of the SWAC*** *is to provide informed advice to the legislative and administrative body of the county or city regarding waste management issues.*

The local solid waste advisory committee, mandated by RCW 70.95.165, is an ongoing committee. Initially established to help prepare a solid waste management plan, the law defines duties that are much broader, "to assist in the development of programs and policies concerning solid waste handling and disposal and to review and comment upon proposed rules, policies, or ordinances prior to their adoption." The committee is an advisory body only. It makes recommendations to the local governing body, which will then make final decisions after considering those recommendations and other available information.

## *Requirements of a SWAC (RCW 70.95.165(3))*

The Washington State Department of Ecology requires that a SWAC:

- Is an ongoing committee of at least nine appointed members who represent a balance of interests.
- Assists in the development of programs and policies involving solid waste reduction, handling and disposition.
- As an advisory body, reviews proposed solid waste related rules, policies or ordinances and develops recommendations prior to their adoption.
- Actively assists and participates in the review, revision or amendment of both a comprehensive solid waste (CSWMP) and hazardous waste management plan (HWMP).
- Also follows RCW 70.95.167 to conduct specific stakeholder and review meetings during the development of the waste reduction and recycling element of the CSWMP.

**RCW 70.95.165 (3)**

*Each county shall establish a local solid waste advisory committee to assist in the development of programs and policies concerning solid waste handling and disposal and to review and comment upon proposed rules, policies, or ordinances prior to their adoption. Such committees shall consist of a minimum of nine members and shall represent a balance of interests including, but not limited to, citizens, public interest groups, business, the waste management industry, and local elected public officials. The members shall be appointed by the county legislative authority. A county or city shall not apply for funds from the state and local improvements revolving account, Waste Disposal Facilities, 1980, under chapter 43.99F RCW, for the preparation, update, or major amendment of a comprehensive solid waste management plan unless the plan or revision has been prepared with the active assistance and participation of a local solid waste advisory committee.*

## *Benefits of a Strong SWAC*

A strong SWAC is a partner of its local government, representing local stakeholder interests, community interests, and providing review and insight. This public participation is vital for the following reasons:

- Allows informed decision-making by policy makers.
- Empowers local citizenry and allows for creative synergies and greater cooperation.
- Supports accountability that the Comprehensive Solid Waste Management Plan is kept current.
- Helps ensure compliance with chapters 70.95 RCW and 173-312 WAC.
- Helps to avoid litigation.
- Helps reduce the risk of Coordinated Prevention Grant funding ineligibility.

A strong SWAC is at minimum "active" and "balanced."

## *FAQs*

**Q: What is an "active" SWAC?**

A: "Active" means members keep abreast of current issues and are actively researching and giving input to current topics. An "active" SWAC meets as often as is necessary "to assist in the development of programs and policies concerning solid waste handling and disposal and to review and comment upon proposed rules, policies, or ordinances prior to their adoption." This includes work on the Comprehensive Solid Waste Management Plan.

**Q: What is a "balanced" SWAC?**

A: "Balanced" SWACs have at least nine members, representing a wide range of interests including, but not limited to citizens, public interest groups, business, the waste management industry and local elected public officials. When a person could potentially represent more than one interest, the appointing county must consider all potential interests. For example, a member of the waste management industry who is also a member of a local environmental group could potentially speak for either group during a meeting. As such, the county legislative and appointing authority must consider SWAC representation as a whole, and appoint as necessary to ensure as equal representation as possible.

For example, "Acme" County has a well-balanced SWAC consisting of nine members. Membership includes a citizen representative from each of three Board of Commissioner jurisdictions, two from the solid waste industry, one from Navy Region Northwest, one representative of the Sierra Club, one businessperson and one City Commissioner.

**Q: Will Ecology accept a CSWMP without SWAC review?**

A: No. As stated above, per RCW 70.95.165 (3), a role of the local SWAC is "to review and comment upon proposed rules, policies, or ordinances prior to their adoption." Furthermore, WAC 173-304-011 states *". . . Each local plan shall be prepared in accordance with RCWs 70.95.080, 70.95.090, 70.95.100, and 70.95.110. Additionally, the Department has available "Guidelines for the development of local or regional solid waste management plans and plan revisions" to be followed by local government. RCW 70.95.165 also requires counties to establish a local solid waste advisory committee to assist in the development of programs and policies concerning solid waste handling and disposal and to review and comment upon proposed rules, policies, or ordinances prior to their adoption."*

**Q: What authority does the SWAC have?**

A: A Solid Waste Advisory Committee has the authority to offer advice or input on solid waste issues to local staff and elected officials. The SWAC may also reasonably seek information related to solid waste from local staff. In the end, all policy decisions are made either by the elected officials or at the administrative level of the local government. Additional SWAC authorities or duties may be outlined in the individual SWAC's bylaws.

**Q: What should local government provide for SWAC?**

A: Suggested responsibilities of the local solid waste staff are to:

- Provide technical assistance, reports, data, maps, local ordinances and other documents to SWAC members as requested or required within budgetary and time constraints. Solid Waste staff should provide your SWAC with adequate information upon which to make informed and reliable recommendations to the local legislative authority.
- Provide administrative support for the SWAC. Facilitate review and revision or amendment of the CSWMP or HWMP, coordinate facilities for meetings, prepare and distribute agendas and minutes, and comply with the Open Public Meetings Act.
- Attend SWAC meetings and present data as requested.

**Q: Are all SWACs the same statewide?**

A: No. Each local legislative authority has the power to organize a SWAC within the instruction of the law to meet local needs. For example, several county commissioners have elected to include equal division of commissioner districts as one of the representation criteria. A few counties include tribal seats to address the balanced representation requirement.

## *Suggestions for a Strong, Functioning SWAC*

Because the situation in each jurisdiction may be different, the relationship of each SWAC to its local governing authority and to local solid waste staff will vary. However, there are several tasks the committee can implement to make it more efficient and effective.

1. Develop and adopt bylaws and procedures, and abide by them. Committee meetings are most effective when a few rules of business are observed. Rules should be designed to facilitate fair and productive meetings.
2. Refer to the local comprehensive solid waste (CSWMP) and hazardous waste management plans (HWMP), and assist in their implementation by making recommendations consistent with each plan. Use them as your guiding documents. Participate in both the maintenance of the current CSWMP and HWMP and the development of updated plans as needed.
3. SWACs are intended to represent community interests. Actively seek public input to find out how things are going and what people want done (if anything).
4. Develop a constructive working relationship with the local legislative authority, assess your mutual objectives and exchange ideas. Provide them with regular updates on the committee's work.
5. Work closely with elected officials. Meet periodically with the city council or county board or invite them to meetings to share information and promote communication and support. Appoint a committee representative to appear before the governing body when it is necessary to explain or promote a recommendation. This is especially important when the committee's advice differs from local solid waste staff. After conferring with staff, make your recommendations directly to the local legislative authority.
6. Develop and maintain relationships with other SWACs. Share ideas and experiences. On occasion attend other SWAC meetings, tour other county facilities and talk with other SWAC members.
7. Become as knowledgeable as possible on waste management issues. Attend conferences and other training opportunities. Ask questions.
8. Educate the public on the committee's work and the purpose for planning. Let the people you represent know what you are doing. Make information, data and maps available to them when requested. If possible, include a link from the county's website to a SWAC webpage to facilitate public accessibility and information exchange.
9. Take time to orient new committee members to the job. Help new members by introducing them to critical players, planning documents, county facilities, terminology, policies, etc. Develop an orientation packet that includes enabling ordinance, SWAC charter, SWAC operating norms, CSWMP, HWMP, SWAC roles and responsibilities, etc. Provide each member with a reference notebook to update at each meeting with meeting schedules, minutes, contact information, etc.

10. Annually re-examine committee work, evaluate whether tasks are being accomplished progress and how the process can be improved. Devote one meeting each year to evaluate the previous year and plan for the next. The chairperson should work with local solid waste staff to develop an annual work plan.

*References:* "The Job of the Solid Waste Advisory Committee, Fourteen Ways to Build a Better SWAC" (adapted from "The Job of the Planning Commissioner" by Albert Solnit), "The Role, Responsibilities, and Relationships of the Local Solid Waste Advisory Committee," by WA State Dept. of Ecology, March 23, 1994, "Pierce County Solid Waste Advisory Committee Reinvigoration," Prepared for Pierce County Department of Public Works and Utilities by EnviroIssues, October 2005.

# Appendix C: Boilerplate Letters

**Sample: Local Government Request to Stop 120-day-review Clock**

(Ecology Planner)
Waste 2 Resources Program, (regional office)
Department of Ecology
(Address)

Re: XX County Request to Suspend Ecology review of Preliminary draft SWMP submitted on (date)

Dear (Planner's name)

As of (insert date), the county would like to request Ecology suspend the 120-day review of its preliminary draft solid waste management plan until further notice.

Please acknowledge your receipt of this letter and Ecology's response to this request. We will be in contact soon to arrange a meeting to discuss next steps.

Sincerely,

(Name, Title)
(Organization)

**Sample: Local Government Request for Preliminary Draft Review**

(date)

(Ecology Planner)
Waste 2 Resources Program, (regional office)
Department of Ecology
(Address)

Re: (County name) Draft SWMP request for Ecology Preliminary Draft Review

Dear (Planner's Name)

At this time, (county name) would like to request Ecology's preliminary review of our draft plan. Enclosed are the following per your request:

- Three copies of the county's draft SWMP dated (date).
- Evidence of SWAC participation

- Copy(s) of inter-local agreement(s) with (list jurisdictions)
- Completed WUTC cost assessment questionnaire, completed on (date)
- Evidence of compliance with SEPA (is it enclosed or will it be submitted with a final draft--if by separate mailing later, remove this bullet and state so in a separate paragraph).

Please acknowledge your receipt of this package and advise when we can expect your comments.

Sincerely,

(Name, title)
(Organization)

**Sample: Local Government Request for Final Draft Review**

(date)

(Ecology Planner)
Waste 2 Resources Program, (regional office)
Department of Ecology
(address)

Re: (County name) Draft SWMP request for Ecology Final Draft Review

Dear (Planner's name):

At this time, (county name) would like to submit the final draft of the (plan title) for final review. Please find all of the following enclosed with this letter:

- Three (3) copies of the "final draft" (plan title)
- Resolutions of adoption from the following jurisdictions: (jurisdiction names)
- Interlocal agreements from all participating jurisdictions listed above
- Final SEPA documents
- A response summary addressing all comments provided in the public review process, Ecology's preliminary draft review and from the Washington Utilities and Transportation Commission.

Please respond to this letter to confirm receipt of the plan, and contact me if you have any questions.

Sincerely,

(Name, title)
(organization)

# Appendix D: Sample Interlocal Agreement

**INTERLOCAL AGREEMENT KC-184-08**
**BETWEEN KITSAP COUNTY AND CITIES OF BAINBRIDGE ISLAND, BREMERTON, PORT ORCHARD, POULSBO / SUQUAMISH, PORT GAMBLE S'KLALLAM, TRIBES**
**DESIGNATING KITSAP COUNTY AS THE LEAD AGENCY**
**FOR THE REVISION OF THE**
**COMPREHENSIVE SOLID WASTE MANAGEMENT PLAN**

WHEREAS, RCW 70.95.020 assigns primary responsibility for solid waste planning to local government; and

WHEREAS, RCW 70.105.007(3) assigns responsibility for moderate risk waste planning to local government; and

WHEREAS, RCW 70.95.010 states that solutions to the state's solid waste management problems require regional solutions by local governments as well as intergovernmental cooperation; and

WHEREAS, RCW 70.95.090 requires the comprehensive solid waste management plan to include the estimated long-range planning needs for solid waste handling facilities projected twenty years into the future; and

WHEREAS, RCW 70.95.110 requires all solid waste management plans be maintained in a current condition to be reviewed and revised periodically; and

WHEREAS, RCW 70.95.080 requires counties, in cooperation with the various cities located within such county, to prepare a coordinated, comprehensive solid waste management plan; and

WHEREAS, RCW 70.95.080 also requires each city to (1) prepare and deliver to the county, an independent solid waste management for integration into the county plan; or (2) enter into an agreement with the county to participate in the preparation of a joint city-county plan for solid waste management; or (3) authorize the county to prepare a plan for the city's solid waste management for inclusion in the comprehensive county solid waste management plan; and

WHEREAS, RCW 70.105.220 requires each local government to prepare a local hazardous waste management plan which may be amended as the needs arises; and

WHEREAS, local governments may choose to either include a moderate risk waste element of their solid waste plans, or develop moderate risk waste plans separately from their solid waste plans, recognizing that if the local government chooses not to combine the two plans, both plans should be coordinated; and

WHEREAS, Kitsap County has established a Solid Waste Advisory Committee (SWAC) in accordance with RCW 70.95.165 to assist in the development and review of programs and policies concerning solid waste handling and disposal, consisting of representatives of each of

the incorporated cities, Indian tribes, federal facilities, County Commissioner's districts, business, and the solid waste industry; and

WHEREAS, the 1999 Kitsap County Comprehensive Solid Waste Management Plan, as adopted by the Kitsap County, the incorporated cities and Indian tribes within the county and approved by the Washington State Department of Ecology, incorporates both solid waste and moderate risk waste plans; and

WHEREAS, for solid waste and moderate risk waste planning purposes, Kitsap County attributes to a federally-recognized Indian tribe the same status as a city, as referred to in Chapter 70.95 RCW and Chapter 70.105 RCW; and

WHEREAS, it is necessary for grant application purposes to designate the lead solid waste planning agency and for local governments participating in the solid waste management planning process to agree to the planning process;

NOW, THEREFORE, in consideration of the mutual promises and covenants contained herein, it is hereby agreed:

I. PURPOSE OF AGREEMENT

It is the purpose of this agreement to provide for the updating of the Kitsap County Comprehensive Solid Waste Management Plan as mandated in Chapters 70.95 and 70.105 RCW, for collection, recycling and disposal of solid and moderate risk waste produced or generated within the boundaries of Kitsap County, pursuant to the Department of Ecology Planning Guidelines.

II. AUTHORITY AND RESPONSIBILITIES

A. Kitsap County shall act as lead agency for review of the 1999 Kitsap County Comprehensive Solid Waste Management Plan, and for preparation of the 2009 revised Comprehensive Solid Waste Management Plan (CSWMP), incorporating both solid waste and moderate risk waste elements.
B. It is understood that the planning effort will be coordinated through the Solid Waste Advisory Committee (SWAC), and that the Department of Ecology will consider approval of the revised CSWMP only after all local jurisdictions participating in the planning process have adopted the revised CSWMP by resolution.
C. Responsibilities for implementation of solid waste programs (including moderate risk waste) will be delineated in the adopted CSWMP.
D. No separate entity is being created by this Agreement.

III. FINANCING AND BUDGET

The County shall maintain a Solid Waste Management Fund as a special fund within the County budget. All revenues and expenses in connection with the Solid Waste Management Program subject to this Agreement shall be budgeted and accounted for through this fund. Receipts deposited in the Solid Waste Management Fund shall be used only for solid waste management purposes unless otherwise required by law, grant,

regulation or separate contract. Funding for the CSWMP update process will be provided solely through the Kitsap County Solid Waste Management Fund. Funding for plan implementation will be as stated within the Plan.

## IV. PROPERTY RIGHTS

Title to all property acquired with funds from the Solid Waste Management Fund shall vest in Kitsap County. In the event of sale of any surplus property, such funds shall be deposited in the Solid Waste Management Fund unless otherwise required by law, grant, regulation or contract. However, if the Solid Waste Management Fund does not require the revenue generated by the sale of such property, it shall be disbursed to participating jurisdictions by an agreed upon formula to be worked out at time of sale.

## V. DISPUTE RESOLUTION

Any disputes arising under the terms of this agreement shall be resolved through negotiation and consensus; provided that should negotiation and consensus fail to resolve the issue, it shall be submitted to a mediation panel consisting of the SWAC membership for resolution. Final authority to resolve disputes shall rest with the Board of County Commissioners subject to court review by writ of certiorari for arbitrary and capricious action; provided that the writ is filed within thirty (30) days of the BOCC decision.

## VI. ADMISSION OF NEW PARTIES

Additional municipal entities may be added to this Agreement upon such terms and conditions as the participating governments and the new party agrees upon in writing.

## VII. PLAN ADOPTION

The Kitsap County Comprehensive Solid Waste Management Plan and any subsequent plan updates shall be deemed to have been adopted when the plan(s) have been approved by governing bodies (county commission, city/town councils) representing 75% of the population (as set forth by the Washington State Office of Financial Management) of Kitsap County.

## VIII. AMENDMENTS

This document may be amended at any time following the recommendation of the Solid Waste Advisory Committee and approval by governing bodies (county commission, city/town councils) representing 75% of the population (as set forth by the Washington State office of Financial Management) of Kitsap County. The process for adopting an amendment to this agreement shall be the same as that followed for its original adoption.

## IX. TERM

Commencing on the date this Agreement is last executed, it shall continue for a term of ten (10) years.
Any party hereto may withdraw and terminate its rights and obligations under this Agreement if it is their intention to establish their own Plan, satisfying all requirements to

do so under the applicable laws of the State of Washington. In such cases, twelve (12) months' notice of intent to withdraw shall be given to all parties hereto.

X. EFFECTIVE DATE

This Agreement shall be effective upon its execution by the Kitsap County Board of Commissioners after execution by all other participating governments.

XI. FILING

This Agreement shall be filed with the Kitsap County Auditor as required by RCW 39.34.040.

This Agreement shall be effective upon execution by the parties.

Dated this day 23rd of Dec 2008.

**BOARD OF COMMISSIONERS**
**KITSAP COUNTY, WASHINGTON**

BOARD OF COMMISSIONERS STATE OF WASHINGTON KITSAP COUNTY

**STEVE BAUER, Chair**

**JOSH BROWN, Commissioner**

**JAN ANGEL, Commissioner**

**ATTEST:**
Opal Robertson
**Opal Robertson, Clerk of the Board**

Ecology's Note: The agreement goes on to include signatures from the cities of Bremerton, Bainbridge Island, Port Orchard, and Poulsbo. The Port Gamble S'Klallam Tribe also opted to sign the ILA. The Suquamish tribe included a letter of support, but declined to sign the ILA. This is a good example of the options available to federally recognized Indian tribes. Kitsap County also has several military installations within the county; each of these installations opted not to sign the ILA and manage their solid waste independently.

# Appendix E: Beyond Waste Project Examples[10]

## Beyond Waste Plan and Background

Information on the Beyond Waste Plan, including background information can be accessed at http://www.ecy.wa.gov/beyondwaste/

## Beyond Waste Examples and Resources

This appendix contains examples of programs that complement the Beyond Waste vision. These examples are based on recommendations in the Beyond Waste Plan, specifically in the Small Volume Hazardous Materials and Wastes (or MRW), Green Building and Organics initiatives, and the solid waste issues section.

Many additional resources can help you generate other program ideas beyond those listed here, including the Solid waste Information Clearinghouse at https://fortress.wa.gov/ecy/swicpublic/. The examples and resources below are provided to show how the *Beyond Waste* vision can be included in local solid waste plans and help reduce both the amount and toxicity of waste to manage at end of life.

### Solid Waste System Issues

The Solid Waste Issues section of the Beyond Waste Plan addresses planning, recycling, waste reduction and disposal for the past, present and future.

***How can I Incorporate Solid Waste System Issues into our Solid Waste Plan?***

1. **Recycling**

   Recycling is an essential component of a solid waste management system. It is hoped that every county can provide some level of recycling service, be it curbside, drop off or both. It is also hoped that recycling amounts and materials collected will increase over time.

   a) **Set goals to improve the recycling rate:** Establish a goal to increase recycling rate by a certain percentage by a certain time. An example goal is to increase recycling by x% by 20__.

[10] Some projects listed in this table may not be eligible for grant funding through the Department of Ecology. Please consult with an Ecology grant officer before applying for any financial assistance through Ecology.

b) **Find markets to collect new materials:** Plastics are a particularly ripe area for this. There are nontraditional ways to increase the number of recyclable materials collected, such as promoting retail take-back collections for compact fluorescent light bulbs (CFL) or plastic bags, for example.

c) **Outreach to specific sectors:** Provide targeted recycling outreach and education to commercial generators, multifamily residents or homeowners to increase recycling. Support and build on the event recycling law.

Resources:

- California Integrated Waste Management Board multi-family recycling: http://www.ciwmb.ca.gov/LgCentral/Programs/MultiFamily/Default.htm
- King County Business Recycling: http://your.kingcounty.gov/solidwaste/business/
- American Forests and Paper Association Recycling Case Studies: http://www.paperrecycles.org/case_study/index.html

### 2. Solid and Hazardous Waste Plan Updates

Add *Beyond Waste* elements into your plan, especially programs that address MRW, organics and green building. It is required to update Solid Waste plans every five years. That is good timing for Hazardous Waste Plan updates as well.

### 3. Rates and Fees

Variable rates and fees can be a powerful way to encourage waste reduction and recycling. It can also ensure long-term costs are included in the fees. Techniques include:

- Pay-as-you-throw waste pricing and other incentive fees for waste reduction, recycling and composting (http://www.epa.gov/waste/conserve/tools/payt/index.htm)
- Full cost accounting in disposal rates (http://www.epa.gov/waste/conserve/tools/fca/index.htm)

### 4. Data Collection

Local governments play a key role in collecting good data on recycling, disposal and CPG funded programs. If you plan to do a waste characterization study, please consider coordinating with Ecology's statewide study efforts in order to make the data as consistent and broadly usable as possible. Other data collection efforts can be useful to share, as well.

**5. Closed and Abandoned Landfills:**

Closed and abandoned landfills litter our state and pose potential risks to human health and the environment. We lack inventories of these sites. In many cases, 'old timers' are some of the best sources for information on locations of old landfills. Time is of the essence to get this historical knowledge into a written inventory. Consider creating an inventory of these sites and marking them on public records. Potential goals include:

- Identify all closed/abandoned municipal landfills and dump sites by 20__.
- Address half of the closed municipal landfill and dump sites by 20__.
  - ✓ Tacoma / Pierce County Health Department Closed and abandoned landfill study: http://www.tpchd.org/files/library/0adcbd61557ae6a9.pdf
  - ✓ Clark County closed landfill list: http://www.clark.wa.gov/recycle/documents/SWMP/SWMP08/Appendix%20L%20Abandoned%20and%20Closed%20Disposal%20Sites.pdf

## Waste Reduction

Reducing waste generation and toxics is both a key principle of the Beyond Waste Plan and Chapter 70.95 RCW. That is because avoiding waste and use of toxic chemicals is the smartest, cheapest and healthiest approach. There are many ways to encourage waste reduction, and a few of the more established program ideas are listed below. The impacts of waste reduction programs can be challenging to measure. Nonetheless, these programs are vital.

***How can I Incorporate Waste Reduction into our Solid Waste Plan?***

**1. Waste Reduction Goals**

Establish a goal to reduce waste. Examples of goals include reducing waste generation by a certain percentage by a certain time; or diverting a chosen amount of waste materials from disposal by a chosen timeframe.

**2. Environmentally Preferable Purchasing (EPP)**

Environmentally Preferable Purchasing (EPP) means purchasing products and services that cause less harm to humans and the environmental than other products and services that serve the same purpose. You can develop EPP programs for your own jurisdiction (in-house), for businesses and the public.

**a) In-house EPP programs:** By purchasing environmentally preferable goods and services, government can help drive innovation towards less wasteful, safer products.

- Develop an EPP program for your jurisdiction or partner with other jurisdictions to enhance your buying power.
- Establish EPP goals, such as increase government purchasing of environmentally preferable products by x% by 20__.
- Put policy in place supporting the purchase of environmentally preferred products.
- You can focus EPP policies and goals in specific areas, such as electronics, pesticides, automotive products and vehicles, building materials, and cleaning products or on a wide variety of products.

  Along with policy and goals, you will also need outreach and education materials. Many local governments have developed policies and programs you can adapt for your own jurisdiction. The links below offer more information on establishing EPP programs:

  ✓ Responsible Purchasing Network: http://www.responsiblepurchasing.org/

  ✓ King County Procurement and Contract Services: http://www.kingcounty.gov/operations/procurement/Services/Environmental_Purchasing/Policies.aspx

  ✓ Rethink Recycling, from the Solid Waste Management Coordinating Board, MN: http://www.rethinkrecycling.com/government/eppg

  ✓ Stop Waste. org, from Alameda County: http://www.stopwaste.org/home/index.asp?page=439

**b) Public EPP programs:** Provide education and outreach to the public on how and why to buy environmentally preferable products. Education can be targeted to specific types of products (i.e. cleaners) or groups of people (i.e. teens). Here are links to some shopping guides for the public:

- Dept of Ecology Toxic Free Tips: http://www.ecy.wa.gov/toxicfreetips/shoppersguide.html#labels
- Thurston County Environmental Health: http://www.co.thurston.wa.us/health/ehhm/saferproducts.html
- The Green Guide, National Geographic: http://www.thegreenguide.com/
- Greener Choice, Consumer Reports: www.greenerchoices.org

**c) Standards and certification programs:** Standards and certification programs can be useful when developing environmentally preferable product programs. Standards establish specific human health, environmental and social criteria that products and services must meet to qualify for certification. Standards can be incorporated into policies, and purchasers can incorporate EPP standards into bid documents directly or by reference to make the procurement process easier. Here are links to more information on standards and certifications:

- U.S. Environmental Protection Agency EPP site: http://www.epa.gov/opptintr/epp/index.htm
- Dept of Ecology, EPP standards: http://www.ecy.wa.gov/beyondwaste/epp/stand_certifications.html
- Ecologo Third-Party Certification: http://www.ecologo.org/en/greenproducts/consumers/

**Additional Environmentally Preferable Purchasing Resources:**

- Dept of Ecology EPP: http://www.ecy.wa.gov/beyondwaste/epp.html
- Dept of General Administration: http://www.ga.wa.gov/PCA/Forms/EPP-Manual.pdf
- U.S. EPA EPP: http://www.epa.gov/epp/pubs/about/about.htm

## 3. Product Stewardship

Product Stewardship means whoever designs, produces, sells or uses a product takes responsibility to minimize the product's environmental impact throughout all stages of the product lifecycle. This includes end-of-life management. The greatest responsibility lies with whoever has the most ability to affect the full lifecycle environmental impacts of the product. This is most often the producer of the product, though all within the product chain of commerce have roles. The terms Product Stewardship and Extended Producer Responsibility (EPR) are often used interchangeably.

The Northwest Product Stewardship Council (NWPSC) is a coalition of government organizations in Washington and Oregon. The mission of the NWPSC is to work with governments, businesses and nonprofit groups to integrate product stewardship principles into the policy and economic structures of the Pacific Northwest. The Council is working to shift Washington and Oregon's product waste management system from one focused on government funded and ratepayer financed waste disposal and waste diversion, to one that relies on producer responsibility to reduce public costs, increase accessibility to services, attain higher environmental benefits and drive improvements in product design that promote sustainability.

In 2008, the Northwest Product Stewardship Council and California Product Stewardship Council released Joint Framework Principles for Product Stewardship Policy (link to the document at http://www.productstewardship.net/PDFs/Joint_PS_Framework_Principles.pdf The principles are intended to guide development of product stewardship policies and legislation that govern multiple products. They are primarily aimed at state legislation, but also intended as a guide for local and federal policy.

Product Stewardship principles were the driving force behind Washington State's Electronics Recycling Bill, which passed in the 2006 Legislative Session. This program makes electronic manufacturers responsible to collect and properly manage electronics in Washington State. Visit the program website at www.ecyclewa.org .

You can support product stewardship efforts through local policy adoption and/or involvement in associations working on these issues.

**a) Join the NWPSC:** There is strength in numbers and the Northwest Product Stewardship Council welcomes new members. There are three different levels of membership, and membership does not have to take any additional staff time. See http://www.productstewardship.net/.

**b) Take-It-Back networks:** Participate in and promote take-back projects provided by retailers (i.e. promote Home Depot taking back compact-fluorescent bulbs or CFLs for recycling).

- Home Depot CFL recycling program; http://www6.homedepot.com/ecooptions/index.html?cm_mmc=Thd_marketing-_-Eco_Options_Site_07-_-Vanity-_-Home
- Take it Back Network: http://www.takeitbacknetwork.org/

**c) Local ordinances:** Pass an ordinance or establish a policy that encourages product stewardship. Examples can be found at http://www.recyclenow.org/EPR_Final_Report.pdf.

**Additional Product Stewardship Resources:**

- Northwest Product Stewardship Council: http://www.productstewardship.net/
- Product Stewardship Institute: http://www.productstewardship.us/
- California Product Stewardship Council: http://www.calpsc.org/
- Product Policy Institute: www.productpolicy.org
- Sonoma County Extended Producer Responsibility Implementation Plan: http://www.recyclenow.org/EPR_Final_Report.pdf

## Moderate Risk Waste and Safer Alternatives

The goal of this initiative is to reduce exposure to and demand for hazardous products, improve end-of-life management options, and increase demand for and availability of safer alternatives. Providing safer alternatives to hazards materials and products is a key component of reducing moderate risk waste.

***How can I incorporate Moderate Risk Waste and Safer Alternatives into our Solid Waste Plan?***

**1. Set Goals**

- Provide x% of community households with MRW prevention information (define) by 20__.
- Provide x% of small quantity generators (SQGs) with MRW at least one technical assistance visit by 20__.
- Provide outreach to __ sectors of SQGs by 20__.

**2. Education**

To help reduce use and disposal of hazardous materials, it is vital that outreach information not only focus on proper disposal, but also on safer alternatives. For this education to be compelling, it must include the reasons why we need safer alternatives. This means educating about the risks of hazardous substances. Collection events and your MRW collection facility should always include information on safer alternatives to hazardous products. Use the web, brochures, and outreach events to teach about safer alternatives. A lot of educational material already exists and can be shared via the Information Clearinghouse or other means. There are many ways to direct your education efforts.

**a) Education and outreach to specific groups on specific products or product categories:** You can target education campaigns to specific products and audiences. The *Beyond Waste Plan* has some specific products to focus on, including pesticides, paints, electronics and hazardous substances that have safer alternatives available. Other products needing education on options for safer alternatives or safe management include cleaning products, home repair products, personal care products, auto products and medications.

Audience and delivery opportunities will vary depending on the products of focus. Some successful opportunities include driver's education classes for auto products and health classes for personal care products. Green cleaning is a particularly good topic to address, as it reaches many audiences, and there are numerous resource and alternatives available.

**General MRW Educational Resources:**

- Ecology's Toxic Free Tips has a plethora of resources regarding moderate risk waste that would be useful when developing education and outreach programs: http://www.ecy.wa.gov/toxicfreetips/index.html

- Oregon's Hazardless Home Handbook: http://www.metro-region.org/files/living/hazardless_home_handbook_2006.pdf

- Thurston County's Healthy Home Companion: http://www.co.thurston.wa.us/health/ehkids/pdf/healthy_home.pdf

- Washington Toxics Coalition: http://www.watoxics.org/publications

- Local Hazardous Waste Management Program of King County: http://www.govlink.org/hazwaste/house/index.cfm

**Green Cleaning Resources:**

- Ecology's Toxic Free Tips for Green Cleaning: http://www.ecy.wa.gov/pubs/0804011.pdf

- Washington Toxics Coalition green cleaning campaign: http://www.watoxics.org/homes-and-gardens/cleaning-products

**b) Commercial Education and Outreach:** Provide small business education and technical assistance programs on hazardous waste reduction and alternatives, especially in MRW Initiative targeted areas such as mercury, electronics, PBDE, paints, building materials and pesticides. Focus on specific sectors, such as dentists (mercury and silver wastes), auto wreckers (mercury switches, fluids), or lawn care companies and garden stores (pesticides in lawn and garden products).

- Thurston County's' SQG assistance program: http://www.co.thurston.wa.us/health/ehhw/sqg.html

- Thurston County's technical assistance program: http://www.co.thurston.wa.us/health/ehhw/techasst.html

- Local Hazardous Waste Management Program of King County Business Hazardous Waste: http://www.govlink.org/hazwaste/business/does.html

- Envirostars Business Recognition Program: http://www.envirostars.org/categories.cfm

### 3. Focus on PBTs, Such as Lead and Mercury

The *Beyond Waste Plan* has chosen a few chemicals to specifically focus on, including mercury, lead and other persistent bio-accumulative toxics (PBTs). PBTs build up in our bodies and the environment, posing serious risks. Both the Legislature and *Beyond Waste Plan* call for reduction of PBTs. There are many potential program ideas.

- Provide collection programs, such as for auto switches.
- Develop take-back partnerships with retailers and manufacturers.
- Support Ecology sector campaigns to reach out to businesses that use PBTs and promote alternatives.
- Support product stewardship programs for products containing PBTs, such as compact fluorescent light bulbs.
- Develop and distribute outreach materials related to prevention, stewardship or PBT awareness. Specific products and audiences include:
    - Mercury thermometers, mercury switches and thermostats, auto switches and fluorescent lamps. Work with dentists, auto wreckers, builders and hardware stores.
    - Lead paint found in older residences. Work with landlords, renters and homeowners on lead hazards and resources available to address hazards, including do-it-yourself lead hazard assessment. Also work with local health care providers to reflect new information on the hazards of lead.

Ecology has many PBT resources online:

- PBTs: fhttp://www.ecy.wa.gov/programs/swfa/pbt/
- Mercury Chemical Action Plan: http://www.ecy.wa.gov/mercury/
- Lead Chemical Action Plan: http://www.ecy.wa.gov/programs/swfa/pbt/lead.html
- Other PBT Chemical Action Plans: http://www.ecy.wa.gov/programs/swfa/pbt/caps.html

### 4. Integrated Pest Management

An important way to reduce pesticide use is to promote Integrated Pest Management (IPM). IPM is based first and foremost on preventing problems and provides a process to decide whether pest problems need to be treated. IPM promotes learning about pests in order to select the best pest control methods with the least effect to people, pets and the environment.

- Promote IPM as part of natural yard care education efforts (see below).
- Work with your jurisdiction to adopt IPM policy for your grounds maintenance.

- Some school districts have adopted IPM polices, which is not only better for children but can reduce reporting requirements. Encourage local school districts to follow suit.
- Work with landscape companies to learn about and use IPM techniques.

For more information about IPM, follow these links:

- WSU Pesticide Safety Education: http://pep.wsu.edu/
- Urban Pesticide Education: http://www.ecy.wa.gov/programs/swfa/upest/what.html
- Schools IPM policies: http://www.ecy.wa.gov/programs/swfa/upest/schoolExamples.html

## Organics Recycling

Organic wastes represent a significant portion of the waste stream. When disposed in a landfill, not only do they take up valuable space, but they also create methane, a very potent greenhouse gas. However, these materials can be used to create beneficial products if they are diverted from disposal. These products, which can actually serve to reduce greenhouse gas emissions, include compost and other soil amendments, as well as bio-energy and fuels.

***How can I incorporate organics recycling into our Solid Waste Plan?***

### 1. Set Goals

Put organics reductions goals in your plan. Potential goals include:

- Reduce generation or disposal of organic waste by x% by 20__.
- X % of population has access to composting collection.
- X% of population composts yard waste and/or food waste.

### 2. Home Composting

Ideally, every county would have some sort of home composting program available to its residents. Home composting is an easy, affordable solution that works across the state. There are many levels of programs and potential partners.

- Establish home composting programs for both yard and food waste, with some or all of following elements:
  - How-to Information (print and on-line).
  - Low cost compost bins.
  - Free compost workshops.
  - Master Composter volunteers.

Provide curbside collection of yard and food waste if facilities are available for processing. For more information:

- ✓ Thurston County Composting: http://www.co.thurston.wa.us/wwm/Recycling_and_Disposal/Recycle/Composting/Compost_home.htm
- ✓ California Integrated Waste Management Board Home Composting: http://www.ciwmb.ca.gov/organics/Homecompost/
- ✓ National Master Composter website: http://www.mastercomposter.com/
- ✓ Seattle Public Utilities Backyard Composting: http://www.cityofseattle.net/util/Services/Yard/Composting/index.asp
- ✓ Kitsap County Home Composting: http://www.kitsapgov.com/sw/compost.htm

### 3. Commercial Composting Assistance

Commercial facilities such as lawn care companies and grocery stores create lots of organic waste. Any operations that serve food – restaurants, schools, prisons, hospitals, etc. – also have significant opportunities to divert organic wastes from disposal. Here are a few ideas to promote:

- Collection and hauling of yard and food waste is a great option if there is a compost or digester facility in your area; however, currently these are limited.
- Onsite compost systems, such as Earth tubs, can work at some facilities, especially at schools.
- Develop and carry out organics diversion programs, such as sending usable food to food banks or old produce to chicken or hog farmers.

For more information:

- ✓ Clark County School Composting: http://www.co.clark.wa.us/recycle/school/sos.html
- ✓ Ecology's guide to Managing Food Scraps and institutions and agencies: http://www.ecy.wa.gov/pubs/0607033.pdf
- ✓ Kitsap County Food Donation: http://www.kitsapgov.com/sw/ww_tips_f.htm
- ✓ WA Dept. of Health Food Donation guidelines: http://www.doh.wa.gov/ehp/food/guide-charitydonations.pdf

### 4. Organics Diversion Infrastructure

Composting and other organics diversion infrastructure (such as anaerobic digesters and construction and demolition debris processors) is needed. Consider ways to help establish more infrastructure in your area.

- Partner with private interests to create compost facilities or digesters.
- Clarify land use regulations to allow for citing of organics processing infrastructure in your jurisdiction.
- Help create and support markets for organic byproducts for infrastructure that does exist.

### 5. In-House Organics Management

It is important to lead by example, and organics management offers two great opportunities to do so.

- Establish food composting at local government offices with onsite compost systems, or commercial collection if programs and facilities exist.
- Create policies to maximize use of recycled organic materials on public grounds, street and road projects.
  - ✓ Ecology's guide to Managing Food Scraps and institutions and agencies: http://www.ecy.wa.gov/pubs/0607033.pdf
  - ✓ COOL2012 procurement policies: http://www.cool2012.com/community/markets/#procurement
  - ✓ Landscape uses: http://www.buildingsoil.org/

### 6. Natural Yard Care

In caring for our yards and gardens, we often overuse chemicals that are bad for the environment and our families' health. We also use water inefficiently, and produce a lot of yard waste. Natural yard care is a way to maintain your lawn and garden without risking damage to the surrounding environment.

Composting is a vital component of natural yard care. It increases organics diversion from disposal, and reduces the need for fertilizer and pesticide use. Integrated pest management (see above) can be promoted in a yard campaign as an additional way to reduce pesticide use.

Natural yard care helps reduce organics and moderate risk waste, and encourages production and use of compost, mulch mowing and efficient watering. This is an extremely valuable program to promote, as there are so many benefits, resources and interested parties to partner with.

- Set up and implement a natural yard care program in your jurisdiction. Partner with master gardeners and composters, and/or stormwater programs. Informational brochures, websites and how-to workshops can be used as educational tools to support the program. Ecology has a Natural Yard Care Brochure available for use by local governments. For more information, follow these links:

  ✓ Ecology Natural Yard Care Brochure: http://www.ecy.wa.gov/biblio/0807064.html

  ✓ Columbia Springs: http://www.naturallybeautifulbackyards.org/

  ✓ Local Hazardous Waste Management Program of King Co: http://www.govlink.org/hazwaste/house/yard/

  ✓ Thurston County Environmental Health: http://www.co.thurston.wa.us/health/ehcsg/5stepslawn.html

  ✓ Vancouver, B.C. Composting: http://www.metrovancouver.org/services/solidwaste/composting/Pages/naturalyardcare.aspx

## Green Building

Green building refers to both the practice and product of creating buildings that are better for our health, environment and economy. The green building movement has three main goals:

- Prevent negative impacts to our environment and improve its health.
- Ensure a healthy, productive indoor environment for occupants to work and live.
- Reduce operating costs and increase profitability for building owners through energy and resource conservation.

Green buildings rely on an integrated design approach that considers building location and orientation, site preparation, energy and water efficiency, material selection and indoor environmental quality.

Green Building relates to solid waste as a large percentage of the waste stream is construction and demolition debris. There are also many opportunities to use salvaged or recycled-content building materials. Green building supports the use of less or non-toxic alternatives, for both the health of the environment and the building occupants.

***How Can I Incorporate Green Building into our Solid Waste Plan?***

**1. Set Goals**

- Divert x% of construction and demolition(C&D) waste from disposal by 20___.

- X% of contractors are trained on green building techniques.
- Integrate green building training into building-related trade programs at each vocational and community college by 20__.

**2. Policy and Permitting Incentives**

- Set policies to adhere to green building standards for your local public buildings.
- Establish low-impact development policies for your jurisdiction.
- Create permitting incentives to encourage green building. Remove barriers and disincentives.

  ✓ King County green building ordinance: http://your.kingcounty.gov/solidwaste/greenbuilding/program/ordinance.asp

  ✓ King county green building permitting incentives: http://your.kingcounty.gov/solidwaste/greenbuilding/incentives/unincorporated.asp

  ✓ Portland green building policy: http://www.portlandonline.com/bps/index.cfm?c=41590

**3. Provide Education**

Partner with local building groups to provide education to homeowners and builders in your area.

- Promote residential and/or commercial green building. Programs can include workshops, websites and tours of green buildings in your area. Provide industry specific education on green building to your building community. Potential topics for programs include:

  o What is green building?

  o Energy and/or water saving features.

  o Healthy home maintenance.

  o Green home remodel.

  o Green home landscaping.

- Encourage local colleges to incorporate green building coursework into their curricula.

For more information follow these links:

✓ Ecology Green Building: http://www.ecy.wa.gov/programs/swfa/greenbuilding/

✓ Built Green of Washington: http://www.builtgreenwashington.org/

- ✓ EcoHaus: http://www.environmentalhomecenter.com/
- ✓ Northwest Ecobuilding Guild: http://www.ecobuilding.org/
- ✓ Pharos Green Building materials: http://www.pharosproject.net/
- ✓ Ecology Environmentally Preferred Purchasing: http://www.ecy.wa.gov/beyondwaste/epp.html

**4. Construction and Demolition Waste**

Construction and demolition (C&D) waste makes up to a third of our waste stream. Many of these materials could be recycled or reused if sufficient programs and infrastructure existed. There are ways local governments can help decrease C&D waste.

- Establish building materials reuse programs. Provide education on reusing building materials. Set up a website or facilities to reuse old building materials. The Washington-based exchange website (2good2toss.com) was designed for this reason. Habitat for Humanity and other groups may have building reuse facilities established in your area. If so, promote their efforts to reduce C&D waste.
- Promote C&D recycling opportunities. Learn about options in your area and promote their use. Ideas and resources can be found at these links:

  - ✓ 2good2toss exchange website: http://www.2good2toss.com/.
  - ✓ Thurston County C&D recycling: http://www.co.thurston.wa.us/wwm/recycling_and_disposal/recycle/construction/Construction_Recycle.htm
  - ✓ King County Construction Recycling Resources: http://your.kingcounty.gov/solidwaste/greenbuilding/construction-recycling/index.asp
  - ✓ Guide to Salvage and Reuse: http://www.ecy.wa.gov/pubs/0704017.pdf
  - ✓ Find recycling and reuse opportunities in your area using Ecology's online database: 1-800 Recycle

**This is just a small sample of ideas on how to integrate the Beyond Waste Plan and Vision into your local solid waste management plan. For more information, contact your Ecology regional solid waste planner.**

# Appendix F: Example Designation of Recyclables

The designation of recyclable materials has taken on more importance with adoption of Chapter 173-350 WAC, which defines recyclable materials as being those materials *"that are identified as recyclable materials pursuant to a local comprehensive solid waste plan."* Market conditions for recyclables can also change drastically in a short amount of time. This is a problem for a long-range document such as this plan. Hence, the list of designated materials is accompanied by a description of the process to revise that list.

The following list (see Table 1.1) is not intended to create a requirement that every recycling program in Example County collect every designated material. Instead, the intent is that through a combination of programs offered throughout the county, residents and businesses should have an opportunity to recycle all of the designated materials through at least one program. In other words, if plastics are on the designated materials list, then at least one program in the county must collect plastics. In this case, the list is prioritized, meaning residents and businesses should have better access to the high-priority materials.

**Table 1.1: Designated Recyclable Materials for Example County[11]**

| Material | Priority Level[12] | Amount in the Waste Stream (tons per year) |
|---|---|---|
| Cardboard | High | 10,000 |
| Newspaper | High | 3,250 |
| Office paper/other high-grade paper | High | 9,500 |
| Magazines, catalogs and phone books | High | |
| Mixed waste paper | High | |
| Clear glass | Medium | 2,000 |
| Colored Glass | Low | 3,500 |
| Aluminum | High | 7,000 |
| Ferrous scrap metal | Medium | 6,500 |
| Tin Cans | High | 4,000 |
| PET and HDPE (1&2) Plastics | High | 3,450 |
| 3-7 Plastics | Medium | 2,500 |
| Yard debris | High | 25,000 |
| Used motor oil | Medium | N/A (data not available) |
| Latex Paint | Low | 20,000 |
| Automobile batteries | Medium | 300 |

[11] This is only a sample of materials that should be considered. Each county should evaluate the materials specific to their local programs

[12] High-priority means that the material should be collected through local curbside programs, Medium means that opportunities must exist in the county (i.e. Drop boxes), and low priority means that the materials are hard to recycle and can be recycled where markets are available. Prioritization of recyclables in the SWMP is helpful, but not always necessary.

Changes in technology, political climate and markets may necessitate changes in the designated recyclables. Some possible scenarios that would warrant a change include, but are not limited to:

- The market price for an existing material becomes so low it is no longer feasible to collect, process and/or ship to markets.
- Local markets and/or brokers expand their list of acceptable items based on new uses for materials or technologies that increase demand.
- New local or regional processing or demand for a particular material develops.
- No market can be found for an existing recyclable material, causing the material to be stockpiled with no apparent solution in the near future.
- The potential for increased or decreased amounts of diversion.
- Legislative mandate.
- Other conditions not anticipated at this time.

Any proposed changes to the designated recyclables list must be made to the solid waste director of Example County and taken to the SWAC for review. The SWAC will make a recommendation on whether to add or remove the material from the designated recyclables list. The SWAC's recommendation will be brought before the county Board of Commissioners for their review and approval. If approved, the designated recyclables list will be updated and submitted to Ecology. However, this process does not require the 45-day Ecology review as prescribed in the amendment process described in Chapter 10. In theory, changes to the designated recyclables list should take 30-60 days, depending on the frequency of regular SWAC meetings.

*Note: The preceding language is an **example.** It may not necessarily work for every planning jurisdiction. Each county or city should evaluate the resources and chain of command specific to their jurisdiction and draft a suitable process for designating recyclable material.*

# Appendix G: Example Amendment Process

The Solid Waste Management Reduction and Recycling Act (Chapter 70.95 RCW) requires local governments to maintain their solid waste plans in current condition. Plans must be reviewed and revised if necessary every five years. This plan should be reviewed and if necessary, revised in 2016[13].

Individuals or organizations wishing to propose plan amendments before the scheduled review must petition the Solid Waste Manager in writing. The petition should describe the proposed amendment, its specific objectives and explain why immediate action is needed prior to the next scheduled review. The Solid Waste Manager will investigate the basis for the petition and prepare a recommendation for the Director of the Department of Public Works.

If the Director of the Department of Public Works decides the petition warrants further consideration, the petition will be referred to the SWAC for review and recommendation. The Solid Waste Manager will draft the proposed amendment together with the SWAC. The proposed amendment must be submitted to the legislative bodies of all participating jurisdictions and the Department of Ecology for review and comment. Adoption of the proposed amendment will require concurrence of all affected jurisdictions.

The Director of the Department of Public Works may develop reasonable rules for submitting and processing proposed plan amendments, and may establish reasonable fees to investigate and process petitions. All administrative rulings of the Director may be appealed to the Board of County Commissioners.

Minor changes that may occur in the solid waste management system, whether due to internal decisions or external factors, can be adopted without the need to go through a formal amendment process. If a question should exist as to whether a change is "minor," it should be discussed by the SWAC and a decision made based on the consensus of that committee.

Implicit in development and adoption of this plan is the understanding that emergency actions may need to be taken by the county in the future for various reasons, and that these actions can be undertaken without needing to amend this plan beforehand. In this case, county staff will endeavor to inform the SWAC and other key stakeholders as soon as feasibly possible, but not necessarily before new actions are implemented.

[13] This is based on the assumption that this is a plan revised in 2011.

If the emergency results in permanent and significant changes to the Example County solid waste system, an amendment to this plan will be prepared. If, however, the emergency actions are only undertaken on a temporary or short-term basis, an amendment will not be considered necessary. Any questions about what actions may be considered "temporary" or "significant" should be brought to the SWAC for their advice.

*Note: The preceding language is an **example** it may not necessarily work for every planning jurisdiction. Each county or city should evaluate the resources and chain of command specific to their jurisdiction, and draft a suitable amendment process.*

# Appendix H: Sample Table of Contents/Plan Organization

## Example for County Comprehensive Solid Waste Management Plan

**Note:** This table of contents is only one *example* of how to organize a plan. Each planning jurisdiction should organize their plan appropriately to suit their unique needs.

# Appendix I: Sample 20-year Projection Table

| Example County 20-Yr Solid Waste Handling<br>PARTIAL Summary Needs Estimate – 2000 to 2019 (in Year 2000 Dollars) | | | | | |
|---|---|---|---|---|---|
| **Program** | **Activity** | **Year** | **County Cost / Yr.** | **Annual Revenue** | **Total Cost per Year** |
| Recycling | Drop Box Operations | 2000 | $60,000 | $20,000 | $40,000 |
| | | 2001 | 65,000 | 22,000 | $43,000 |
| | | 2002 - 2019 | $60,000 | $15,000 – 35,000 | $45,000 – 25,000 |
| | New Recycling Processing Facility | 2005 | $250,000 | $0 | $250,000 |
| | | 2006 - 2019 | $45,000 | $15,000 | $30,000 |
| Landfill | Closure Cost | 2003 - 2005 | $1,200,000 | $0 | $1,200,000 |
| | Post Closure Monitor | 2005 – 2019 | $100,000 | $0 | $100,000 |
| | Post Closure Maint. | 2005 – 2019 | $65,000 | $0 | $65,000 |
| | Debt Retirement | 2000 - 2011 | $85,000 | $0 | $85,000 |
| MRW | HHW Education | 2000 - 2019 | $20,000 | $0 | $25,000 |
| | CESQG Ed. & Assist. | 2000 - 2019 | $30,000 | $0 | $30,000 |
| | MRW Enforcement | 2000 - 2019 | $10,000 | $1,000 | $9,000 |
| | HHW Collection | 2000 – 2019 | $35,000 | $5,000 | $30,000 |
| Waste Reduction & Recycling Education | Presentations and Workshops at County Fair, Civic Groups, Schools, etc. | 2000 - 2019 | $75,000 | $0 | $75,000 |
| **Other Programs** | ……. | ……. | ……. | ……. | ……. |

# Appendix J: Sample Resolution of Adoption

**BOARD OF COUNTY COMMISSIONERS**
**COUNTY OF KITTITAS**
**STATE OF WASHINGTON**

**RESOLUTION NO. _____**

**RESOLUTION ADOPTING THE KITTITAS COUNTY SOLID WASTE MANAGEMENT PLAN**

WHEREAS, the Washington State Legislature, pursuant to the provisions of Chapter 70.95 RCW, enacted legislation the purpose of which is to establish a comprehensive state-wide program for solid waste handling, and solid waste recovery and/or recycling which will prevent land, air, and water pollution and conserve the natural, economic, and energy resources of this state; and

WHEREAS, pursuant to the provisions of RCW 70.95.080 each county within the state, in cooperation with the various cities located within such county, shall prepare a coordinated, comprehensive solid waste management plan; and

WHEREAS, pursuant to the provisions of Chapter 70.95 of the Revised Code of Washington and the Joint Solid Waste Disposal System Interlocal Agreement between the Cities and County, the following governmental entities have already agreed among themselves by actions of the governing authorities of the respective parties that there should be only one solid waste management plan to encompass the entirety of Kittitas County;

1. City of Ellensburg, a municipal corporation
2. City of Roslyn, a municipal corporation
3. City of Cle Elum, a municipal corporation
4. Town of South Cle Elum, a municipal corporation
5. City of Kittitas, a municipal corporation and,

WHEREAS, pursuant to Chapter 70.95 RCW the Kittitas County Solid Waste Advisory Committee and Solid Waste Staff have revised the Kittitas County Solid Waste Plan.

NOW, THEREFORE, BE IT RESOLVED, that the Kittitas County Board of Commissioners in consideration of the premises and in further consideration of mutual agreements and covenants does hereby approve and adopt the 1997 Revision of the Kittitas County Solid Waste Plan for the management of solid waste in Kittitas County.

DATED this _____ day of December 1998.

BOARD OF COUNTY COMMISSIONERS

KITTITAS COUNTY, WASHINGTON

_____

Mary Seubert, Chair

_____

Max Golladay, Vice-Chair

_____

Bill Hinkle, Commissioner

# Appendix K: Checklist of Required Planning Elements

This intent of this checklist is to assist planning jurisdictions with meeting the planning requirements described in RCW 70.95.090. Completion of this checklist does not guarantee approval of a solid waste plan.

**Items that must be included in the plan:**

- ☐ **Detailed inventory of all solid waste handling facilities**
- ☐ **Description of any deficiencies in the handling of solid waste**
- ☐ **20-year solid waste handling projection (facility needs)**
- ☐ **Meets the minimum functional standards for solid waste handling in Washington State**
- ☐ **Relationship to other plans is addressed**
- ☐ **Six-year capital and acquisition projection**
- ☐ **Financing plan for capital and operational costs for the proposed programs**
- ☐ **A permitting and enforcement program is clearly defined**
- ☐ **Current inventory of all solid waste collection programs (G-certificated and City-operated) including population densities served, address and name of all G-certificated haulers and projected solid waste collection needs for the next six years**
- ☐ **Waste Reduction Strategies**
- ☐ **Source Separation Strategies**
- ☐ **Inventory of recycling programs**
- ☐ **Current and projected recovery rates through the current and proposed recycling programs**
- ☐ **Programs to monitor commercial and industrial recycling where there is sufficient density to sustain a program**
- ☐ **A waste reduction and recycling outreach and education program**
- ☐ **Recycling strategies, a discussion on existing markets, characterization of the waste stream and a description of existing programs and deficiencies**
- ☐ **Programs to assist the public and private with recycling and an implementation schedule for those programs.**
- ☐ **A list of designated recyclables**
- ☐ **A WUTC cost assessment questionnaire**
- ☐ **SEPA checklist and necessary SEPA documents**
- ☐ **Evidence of SWAC participation (SWAC meeting minutes, signed roster, etc.)**
- ☐ **Interlocal agreement(s)**

- **Resolution(s) of adoption (*final draft only*)Recommended items:**
- **A locally-defined amendment process**
- **A contingency plan for the list of designated recyclables in the case markets collapse, and a process to easily modify the list of designated recyclables.**
- **A discussion of how the plan supports the state's solid waste management plan and solid waste priorities.**
- **SWAC bylaws included as an appendix**