



Lincoln County 2024 Solid Waste Management Plan Update

Lincoln County
Department of Public Works
27234 SR 25 N.
Davenport WA 99122

(509) 725-7041

Preliminary Draft
www.co.lincoln.wa.us/solidwaste

September 2024

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PRELIMINARY DRAFT



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Executive Summary

PRELIMINARY DRAFT



EXECUTIVE SUMMARY

The 2024 Lincoln County Comprehensive Solid Waste Management Plan Update (2024 Plan) provides background and guidance for a long-term approach to solid waste management in the County. The 2024 Plan updates the 2010 Lincoln County Solid Waste Plan Amendment and has been prepared in accordance with The Solid Waste Management - Reduction and Recycling Act, Chapter 70A.205 of the Revised Code of Washington (Ch. 70A.205 RCW).

The 2024 Plan has been developed with Lincoln County as the lead agency, along with participation and cooperation as defined in an inter-local agreement between the County and the municipalities of Almira, Creston, Davenport, Harrington, Odessa, Reardan, Sprague, and Wilbur. It is intended to provide citizens and decision makers in Lincoln County with a guide to implement, monitor, and evaluate future solid waste activities in the planning area for a 20-year period. The recommendations for the 2024 Plan guide local decision makers and identify the need for fiscal responsibility and for local, State and Federal funds and grants in order to implement and operate the solid waste programs.

The 2024 Plan was prepared under the direction and guidance of the Lincoln County Public Works Department in conjunction with the Solid Waste Advisory Committee (SWAC). The SWAC has participated in the Plan development by providing input and comment on the issues covered by the Plan, reviewing draft reports, acting as a liaison to their constituencies, and assisting in public involvement. The SWAC will also be asked to recommend the 2024 Plan for adoption by the County and municipalities. After the 2024 Plan is adopted, the SWAC will routinely evaluate implementation of recommended programs, and will help to promote waste reduction and recycling throughout the region.



Section 1

Introduction



1 INTRODUCTION

This document identifies and discusses elements of the revised comprehensive solid waste management plan for the incorporated and unincorporated areas of Lincoln County. The plan elements conform to requirements of the State Solid Waste Management – “Reduction and Recycling Act,” (RCW 70A.205), meet minimal Functional Standards (WAC 173-304), Solid Waste Handling Standards (WAC 173-350), and follow suggested protocol as outlined in *Guidelines for the Development of Local Solid Waste Management Plans and Plan Revisions* (February 2010).

The format of this Plan follows the recommendations outlined in the Department of Ecology (Ecology) *Guidelines for the Development of Local Solid Waste Management Plans and Plan Revisions* (February 2010). The Plan is organized as follows:

- Chapter 1 Introduction and Background of the Planning Area
- Chapter 2 Waste Generation
- Chapter 3 Waste Minimization
- Chapter 4 Collection Systems
- Chapter 5 Transfer and Disposal
- Chapter 6 Special Wastes
- Chapter 7 Moderate Risk Waste
- Chapter 8 Administration and Enforcement
- Chapter 9 Implementation

Formal adoption and approval of this plan is scheduled for winter 2024. Annual informal reviews may take place under SWAC guidance with minor amendments (if any) following the prescribed process. A formal five-year review, as required by law, should be scheduled to begin in 2029.

1.1 PLAN GOALS AND OBJECTIVES

The intent of this plan is to establish the foundation for the proper management of solid waste in Lincoln County. This plan update incorporates the following goals:

1. Manage the solid waste system to promote and maintain a high level of public health and safety which protects the human and natural environment of Lincoln County.
2. Manage solid wastes in a manner that promotes, in order of priority: waste reduction, reuse, recycling, and disposal.
3. Manage the waste management system in an efficient, cost-effective way to ensure the future financial viability of the systems serving the County.
4. Ensure access to collection services for residences, businesses, and industry.
5. Encourage coordination and communication among all jurisdictions and governmental entities to carry out components of this solid waste plan.



6. Increase public awareness of solid waste issues by continuing and expanding educational opportunities within the county.
7. Encourage development of sustainable waste management technologies.

1.2 JURISDICTIONAL ROLES IN PLANNING

1.2.1 Role of Local Governments

Lincoln County and its designated Department, Public Works, was the lead agency responsible for developing the revised Solid Waste Management Plan. That office, in collaboration with the Solid Waste Advisory Committee (SWAC), coordinated with participating local governments and agencies, conducted public participation and educational programs, and prepared funding request to support solid waste planning and management activities.

RCW 70A.205 requires each county to prepare a comprehensive solid waste management plan. The county is directly responsible for the solid waste management of the unincorporated areas. Each incorporated town or city within a county may jointly participate, prepare their own plan, or be included in the County’s plan. There are eight incorporated municipalities in Lincoln County: Reardan, Davenport, Harrington, Sprague, Odessa, Creston, Wilbur, and Almira. Resolutions of concurrence from the municipalities stating their intended participation and/or adoption of the plan are included in the appendices.

1.2.2 Solid Waste Advisory Committee

The SWAC is comprised of representatives from the incorporated areas, the county, business and industry, and citizens at large. RCW 70A.205 identifies the purpose of the SWAC: “to assist in the development of programs and policies concerning solid waste handling.” The committee played an active role in plan preparation, meeting regularly during the planning period to participate in the discussion of issues, opportunities, constraints, and alternatives. The SWAC members reviewed the preliminary draft plan and provided comments on the various elements. Members of the SWAC are posted on the Lincoln County Website.



1.3 SOLID WASTE PLANNING HISTORY IN LINCOLN COUNTY

Lincoln County's first Solid Waste Plan was adopted in 1974 and revised in 1984, 1993 and 2010. A plan update was prepared in 2024.

1.3.1 1974/1984 Solid Waste Management Plans

Lincoln County's first Solid Waste Management Plan was adopted in 1974 and then revised in 1984. These early planning efforts concentrated on opening and operating small landfills; closing dump sites; meeting minimum federal and state regulatory requirements; and providing safe, flexible, and convenient solid waste options for residents of the small towns and rural areas.

1.3.2 1993 Solid Waste Management Plan

The 1993 update identified a number of priorities for the planning period. The priorities placed an emphasis on waste reduction and recycling, facilities, and public – private partnerships. The Plan established phased goals for meeting the state's 50% recycling goal: a 35% reduction in 15 years (2008) and 50% reduction in 20 years (2013). Public education activities were identified as integral to meeting these goals, and the Plan identified the need for additional staff resources to implement the Plan. The importance of the private sector involvement in the solid waste system was recognized, and the preference for a public-private partnership, where the public sector establishes basic policy parameters and the private sector, where feasible, is contracted to provide services. The Plan called for the development of a transfer facility (or facilities) by 1994 to accommodate waste export, as well as processing of recyclables, and potentially a composting operation.

1.3.3 1999 Solid Waste Management Plan Amendment

The 1999 Plan Amendment reflected minor changes in the County solid waste system. The amendment identified the following issues:

- Slow growth in population and waste generation.
- Reliance on private sector for collection.
- Need for increased recycling to reduce disposal costs.
- Underutilization of Transfer Station and impact/need to raise tipping fees.

The Plan identified a number of recommendations for implementation.

1.3.4 2010 Solid Waste Management Plan

In 2008 the county started working with a consultant to have a new Solid Waste Management Plan adopted. The intent of the plan was to establish the foundation for the proper management of solid waste in Lincoln County.



1. Manage the solid waste system to promote and maintain a high level of public health and safety which protects the human and natural environment of Lincoln County.
2. Manage solid wastes in a manner that promotes, in order of priority: waste reduction, recycling, and disposal.
3. Manage the waste management system in an efficient, cost effective way to ensure the future financial viability of the systems serving the County.
4. Ensure access to collection services for residences, businesses, and industry.
5. Encourage coordination and communication among all jurisdictions, governmental entities to carry out components of this solid waste plan.
6. Increase public awareness of solid waste issues by continuing and expanding educational opportunities within the county.
7. Encourage development of sustainable waste management technologies, including evaluating the feasibility of energy production.

1.3.5 2024 Solid Waste Management Plan

In 2021 the county started working to have a new Solid Waste Management Plan adopted. The intent of the plan was to continue with the current foundation for the proper management of solid waste in Lincoln County.

1. Manage the solid waste system to promote and maintain a high level of public health and safety which protects the human and natural environment of Lincoln County.
2. Manage solid wastes in a manner that promotes, in order of priority: waste reduction, Reuse, recycling and disposal.
3. Manage the waste management system in an efficient, cost-effective way to ensure the future financial viability of the systems serving the County.
4. Ensure access to collection services for residences, businesses, and industry.
5. Encourage coordination and communication among all jurisdictions, governmental entities to carry out components of this solid waste plan.
6. Increase public awareness of solid waste issues by continuing and expanding educational opportunities within the county.



1.4 RELATIONSHIP TO OTHER PLANS

1.4.1 Comprehensive Plan

The planning guidelines require that the solid waste management plan reference all comprehensive land use plans for all participating jurisdictions to ensure that the solid waste management plan is consistent with policies set forth in the other documents.

Lincoln County's Comprehensive Plan is the official statement adopted by the Lincoln County Board of Commissioners (Board) setting forth goals and policies to protect the health, welfare, safety, and quality of life of Lincoln County's residents. The County is currently updating the Comprehensive Plan and anticipates adoption in the fall of 2024.

1.4.2 Lincoln County Moderate Risk Waste Management Plan

A Moderate Risk Waste Plan was prepared and adopted by Lincoln, Adams, and Grant Counties in 1993. The Lincoln County 2010 Solid Waste Management incorporated a new Moderate Risk Waste Plan specifically for Lincoln County. Refer to Section 7 of this Plan.

1.4.3 Shoreline Management Plans

Shoreline Management Plans establish policies and regulations for development along shorelines. Shorelines are defined as all waters of the state, including reservoirs, floodplains, and their associated wetlands. Portions of rivers having a mean annual flow of less than 20 cubic feet per second, and lakes less than 20 acres in size, are excluded from the regulations. There are several hydrological features in the County that meet the definitions for protection under the Washington Shoreline Management Act of 1972.



1.5 REGULATORY RELATIONSHIPS

In preparing and implementing solid waste management plans, it is important to identify the effect of other regulatory requirements on solid waste issues. An individual-medium approach can result in the transfer of pollutants to other media, rather than actual removal of pollutants from the environment or reduction in toxicity. For example, stringent limits in wastewater discharges have resulted in the generation of increased quantities of wastewater residuals, which sometimes contain the very pollutants originally intended to be controlled. Similarly, remediation of groundwater contaminated with volatile and semi-volatile organics can lead to increased emissions of volatile organic compounds into the air depending on the treatment technology employed. In the case of solid waste practices in Washington, in the past, uncontrolled burning of garbage was a common practice both on an individual basis and at unlined dumps. This caused cross contamination of air, water, and soils.

Since the early 1970's the federal clean air and clean water acts have been implemented that called for reduction of pollution of the air and water. After more than three decades, great progress has been made in compliance with these Acts, and the effort continues. One of the results of regulatory compliance has been a shift in burden of air and water pollution management to solid waste management. Control of water pollution has essentially eliminated the dumping of effluent into waterways, and replaced this with solid waste handling methods, such as land application or composting of bio solids. Similarly, electronic precipitators and bag houses have removed industrial air pollutants from process air streams, and created a solid waste in the form of ash that requires disposal. Another major regulatory effort is control of toxic and hazardous contaminants and pollutants. Collection and accumulation of materials containing these pollutants has also increased the needed for solid waste disposal for these waste streams.

The State policies and programs that affect or are affected by solid waste planning issues are discussed in more detail below.

1.5.1 Air Quality Policies and Programs

The Washington State Legislature passed the land clearing burning law in 1991 as part of Washington's Clean Air Act and voted to phase in the ban on residential burning. Residential burning is a fire meant to dispose of household yard waste, such as leaves, grass, brush, and other yard trimmings. The ban was originally set to take effect in 2001. This was to give local governments and communities time to develop alternatives to burning, such as composting, chipping, curbside pickup of yard waste, local yard waste disposal stations, and seasonal cleanup days. In 1998, the Legislature delayed the ban for smaller communities until January 1, 2007, to give them more time to make these preparations. For communities with populations of 5,000 or more, outdoor burning has been banned since 2001. Starting January 1, 2007, residential and land clearing burning was banned in all urban growth areas (UGAs) in the State of Washington. Right now, the law bans outdoor burning within the Urban Growth Areas for cities with more than 5,000 people. The ban does not apply to agricultural burning or limit recreational (campfires) burning. The new law will also prohibit land-clearing burning in areas with population densities of greater than 1,000 people per square mile. Lincoln County is not fully planning under the WA State Growth Management Act, therefore is not subject to the new burning rules that impact urban growth areas associated with incorporated communities.



Among alternatives to burning the vegetative material there is a hierarchy of preferences. Landfill disposal is considered a better choice than burning but several other reuse and recycling options are preferred. The needed and preferred alternatives will simultaneously satisfy reductions in burning and solid waste. Among these are composting, mulching, and primary reduction in the form of reducing production of vegetative waste.

1.5.2 Water Quality Policies and Programs

The Department of Ecology, Water Quality Program, is delegated by the U.S. EPA as the state water pollution control agency, responsible for implementing all federal and state water pollution control laws and regulations. Wastewater and storm water discharges are regulated primarily by wastewater discharge permits, which stipulate specific limits and conditions of allowable discharge.

A wastewater discharge permit is required for disposal of waste material into “waters of the state,” which include rivers, lakes, streams, and all underground waters and aquifers. A wastewater discharge permit is also required for certain industrial users that discharge industrial waste into sanitary sewer systems.

One alternative for the disposal of wastewater treatment solids is the use of land application of bio solids. This method is used successfully throughout the state and eliminates the disposal of bio solids in landfills. Another method which involves the co-composting of bio solids with green waste is also gaining attention as an alternative to landfill disposal.

1.5.3 Hazardous Waste Policies and Programs

In 1985, the Washington State Legislature amended the Hazardous Waste Management Act to require all cities and counties in the state to develop plans for improving moderate risk waste management in their jurisdictions. Moderate risk waste, as defined by the Act, includes:

- Any household wastes identified by Ecology as hazardous household substances.
- Any hazardous waste conditionally exempt from regulation because the waste is generated or accumulated in quantities below the threshold for state or federal regulation (typically 220 pounds per month or per batch or accumulate less than 2,200 pounds on site).

Management of the moderate risk waste stream is closely associated with the management of other solid wastes. Proper management of moderate risk waste is important, since such wastes pose a threat to public health, worker safety, and the environment. Moderate risk waste management plans, therefore, support solid waste management plans by discouraging indiscriminate dumping, and diverting hazardous waste from solid waste handling and disposal facilities and wastewater treatment facilities. In 1993, Lincoln, Adams, and Grant counties completed a moderate risk waste management plan as required by the Hazardous Waste Management Act. The findings and recommendations of the Moderate Risk Waste Management Plan have been totally integrated into this document as an ongoing effort to streamline the planning process in Solid Waste, improve solid waste permitting, and address proper solid waste handling.



1.5.4 Apple Maggot Quarantine

In 2016, the Washington Department of Agriculture proposed changes to WAC 16-470-105 to put portions of Lincoln County into the Apple Maggot Quarantine area. Consistent with the terms of WAC 16-470-124 Lincoln County Public Works has been issued a Special Permit to “Transport and accept for disposal segregated MSW from the cities of Sprague and Harrington within the apple maggot quarantine area of Lincoln County to the Lincoln County Transfer Station in the apple maggot pest-free area.” Under the permit “Public Works is prohibited from accepting self hauled residential solid waste containing organic materials at the Transfer Station” referring to commodities identified under WAC 16-470-111 sections (1) and (3).

In practice, this means the City of Sprague and the City of Harrington residents are prohibited from putting organic material meeting definitions in WAC 16-470-111 into their garbage cans, including fresh fruit and branches of the apple, cherry, hawthorne, and other trees identified in the WAC, as well as yard debris, organic feedstocks, organic materials and agricultural wastes. Furthermore, the garbage service techs, transfer station operators and scale attendants at the transfer station are directed to examine and question self hauled and garbage hauler loads originating from the quarantine portion of Lincoln County for the presence of such commodities, and perform regular and recorded load checks on MSW coming from the quarantine area.

Under the terms of the permit, Sprague and Harrington must maintain programs to segregate the defined organic material from any MSW to be sent to the Transfer Station. Harrington partners with the County to provide an organics recycling bin in Harrington city limits, which is within the quarantine area, and the material is then transported directly to the Barr Tech composting facility, which is also within the quarantine area. The City of Sprague manages their own organics materials as described in section 3.4.1, which remain within the quarantine area.

The practice of handling the MSW transported under the permit, once received at the Transfer Station, involves keeping the material tarped, covered, compacted, and transported in accordance with the terms of the permit.

1.6 BACKGROUND OF THE PLANNING AREA

An understanding of the environmental, land use and demographic features of Lincoln County assists in providing baseline information regarding existing and potential future solid waste handling needs. This chapter provides information on the natural environment of the county, which includes climate, geology, soils, and topography. The human environment is described, including area population and economics.

1.6.1 Natural Environment

Lincoln County is located in northeastern Washington. The County is approximately 2,340 square miles (3.5% of the State of Washington) and is characterized by large areas of agricultural and grazing lands. It is bounded to the east by Spokane County, to the west by Grant County, to the south by Adams County (as well as a small part of Whitman County at its



southeast corner), and to the north by Ferry and Stevens counties (and a small part of Okanogan County at its northwest corner). The County's northern border with Ferry and Stevens counties is delineated by the Spokane River for roughly half the length of the border. The Spokane River empties into Franklin Roosevelt Lake, a reservoir of the Columbia River formed by Grand Coulee Dam. The lake forms the second half of the northern border.

1.6.1.1 Geology

The area south of the Columbia River lies on tertiary age basalt of the Columbia River Group deposited by a series of lava flows, many of which were separated by periods of erosion and/or sedimentation. The basalt layers vary in thickness and have an aggregate thickness of up to 5,000 feet. Dynamic earth forces have created relief in the area and erosive forces accompanying the ice ages have created deep coulees and basins filled with alluvium. Immediately adjacent to the Columbia River and along Hawk Creek, preglacial deposits exist. These deposits consist of well sorted and bedded clay-sandstone combinations with inter-beds of volcanic ash and cemented gravels.

1.6.1.2 Soils

Soils of Lincoln County vary from water deposited alluvium in the basins and coulees to windblown sand and loess in the uplands. In general, the alluvial soils vary from silt loam to very coarse gravelly, sandy loams and are well drained. Soil depths throughout the county vary greatly with shallow to surfacing basalt formations (scab rock) quite common.

1.6.1.3 Topography

Lincoln County can be separated into two distinct drainage systems. The northern portion including the Hawk Creek area drains north to the Columbia River (Lake Roosevelt). The balance of the county lies in the Upper Crab-Wilson drainage area which drains to the southwest into Moses Lake. Elevations are generally over 2,000 feet and range from about 1,200 feet to 3,600 feet. The uplands are characterized by gently rolling hills.

1.6.1.4 Climate

Lincoln County has a semiarid climate with four distinct seasons. Summers are usually hot and dry; winters cool and wet. The diurnal range in temperature is approximately 15 degrees Fahrenheit in winter and 35 degrees Fahrenheit in summer. Precipitation ranges from an annual average of about eight inches in the southwest to about 18 inches in the northeast. Precipitation is light in summer, increases in the fall, reaches a peak in winter, then gradually decreases in the spring with an increase in late May and June followed by a drop that is quite sharp in early July.

The depth of the frost in the soil varies from winter to winter and is influenced by vegetation, soil type, snow cover, and temperature. During an average winter, frost reaches a depth of 15 to 20 inches. If several inches of snow accumulate before cold weather begins, the frost penetration may be only a few inches. In some of the years of lighter snowfall and colder temperatures, the frost has reached a depth of 30 to 36 inches.



1.6.2 Human Environment

Lincoln County’s population resides in small cities and towns interspersed across the county. The population distribution across the county averages 4.6 people per square mile, with slightly more residents living in the incorporated cities/towns of the county as compared to the unincorporated area. Population data and distribution for 2020 are shown in the following table.

Lincoln County Population (2020)

Area	Population	Percent
Unincorporated	4,978	48%
Incorporated	5,457	52%
Almira	276	2%
Creston	262	2%
Davenport	1,717	16%
Harrington	413	3%
Odessa	946	9%
Reardan	584	5%
Sprague	452	4%
Wilbur	807	7%
Total	10,435	100%

1.6.2.1 Land Use

Approximately 1,351 square miles, or nearly 55 percent, of the county land use is in farms, with approximately 500,000 acres of that harvested yearly (primarily wheat). Rangeland makes up 31 percent of the total land area, open range is approximately 6 percent and woodland makes up 2 percent. Urban and built-up areas, waters, and public lands (except croplands) make up the remaining 6 percent of the county’s land use.

1.6.2.2 Industry and Employment

Agriculture is the primary industry in the county and is among the top wheat producing regions in Washington. Information on major industry sectors in the county can be found at <https://esd.wa.gov/labormarketinfo/covered-employment..>

1.6.2.3 Population Trends

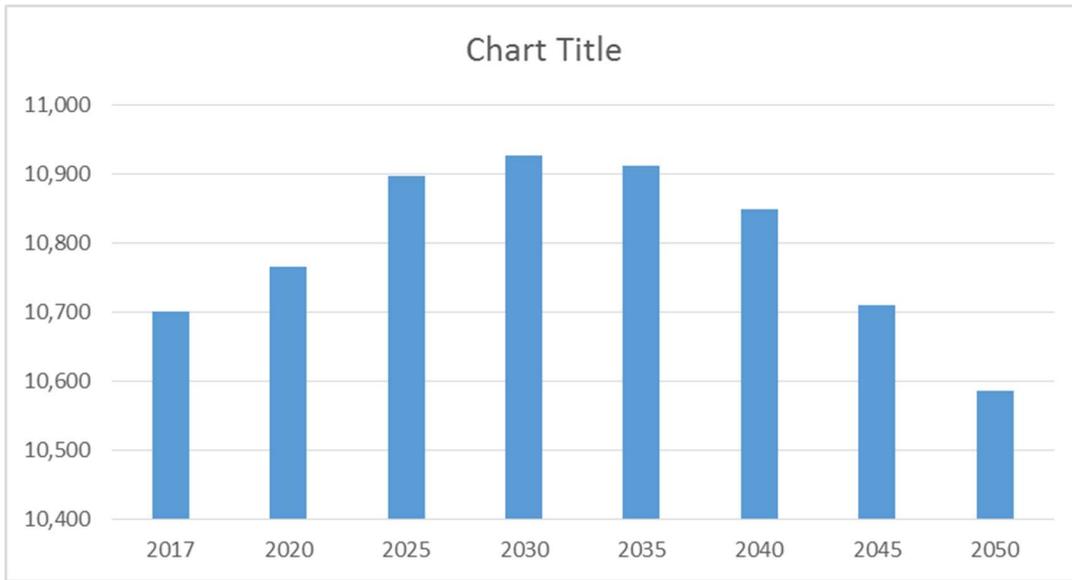
Lincoln County has an estimated 2017 population of 10,700 with slow growth projected until 2035 with decline in population through 2050 as shown in this chart.



Lincoln County Population, 2017-2050

2017 GMA Projections - Medium Series Supplemental Projections of the Total Resident Population for Growth Management

Estimate		Projection				Supplemental Projection	
2017	2020	2025	2030	2035	2040	2045	2050
10,700	10,765	10,897	10,926	10,912	10,848	10,710	10,586



Source: State of Washington, Office of Financial Management
* Medium Growth Management Projection



Section 2

Waste Generation



2 WASTE GENERATION

An accurate analysis of the types and quantities of waste generated provides the necessary data for identifying existing and future solid waste system needs, and the policies, facilities, and programs to be implemented to meet those needs. This chapter analyzes Lincoln County’s waste generation trends and uses historical and projected population data to produce a 20-year waste generation forecast.

For the purposes of this analysis, waste generation is defined as the sum of tons of solid waste disposed and recovered in Lincoln County. As used in this Plan, disposed solid waste is considered to be all solid waste placed in landfills or incinerated. Recovered waste includes waste that is recycled, composted, or otherwise diverted from disposal. The largest component of the waste stream is mixed municipal solid waste (MSW) and consists of waste typically generated by residences, offices, and other businesses and institutions. Other wastes include moderate risk waste and miscellaneous wastes, such as construction and demolition debris, wood waste, agricultural waste, biomedical wastes, tires and automobiles, electronic wastes, and other types of wastes. Each category of miscellaneous waste has its own characteristics and handling needs. Miscellaneous waste and hazardous wastes produced by households, and by businesses in small quantities, are addressed separately in this Plan.

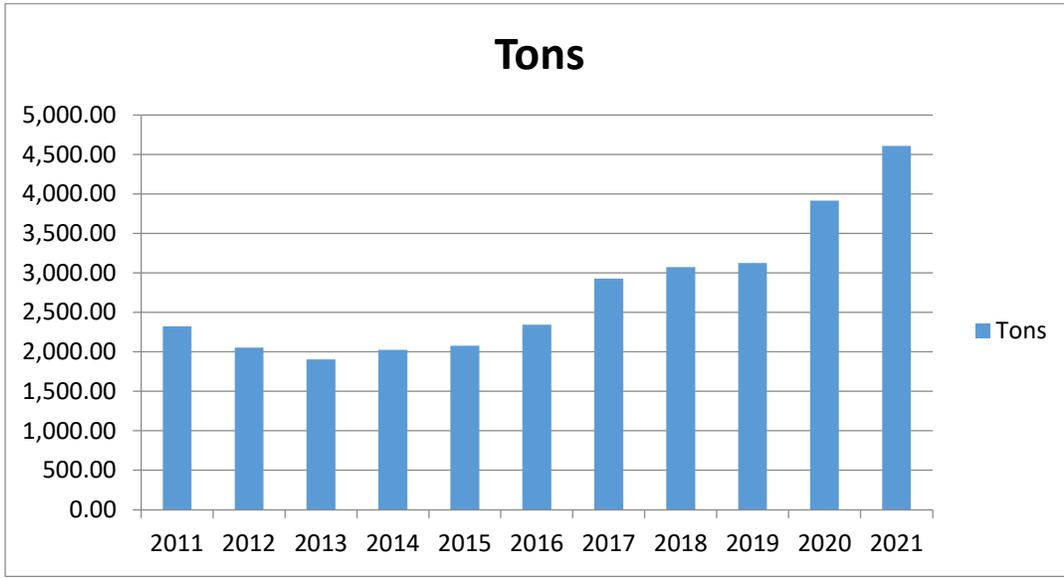


2.1 WASTE ANALYSIS

2.1.1 Waste Disposal

The tonnage chart depicts the amount of municipal solid waste disposed from the Lincoln County Transfer Station over the past eleven years, from 2011 through 2021.

Tons of Solid Waste Disposed, 2011-2021



2.1.2 Waste Recovery

Over the decades various umbrella terms have been used to label the data generated by removing material from the solid waste stream. Recycling, composting, burning source-separated materials for energy, anaerobic digestion, land application, and other beneficial uses can be called Recovery.

The term Recovery is used in place of Diversion. The strategy of Diversion is targeted at offsetting materials sent to a landfill, while Recovery incorporates elements of Sustainable Materials Management.

Sustainable Materials Management is “an approach to serving human needs by using/reusing resources most productively and sustainably throughout their life cycles, from the point of resource extraction through material disposal. This approach seeks to minimize the amount of materials involved and all the associated environmental impacts (including greenhouse gas and energy benefits), as well as account for economic efficiency and social considerations,” according to the US EPA.

A rate of Recovery can be calculated by using a formula published by the Washington Dept. of Ecology

$$\frac{(\text{MSW recycling} + \text{other recovered materials})}{(\text{MSW collected for recycling} + \text{recovered materials} + \text{MSW disposed in landfills and incinerators} + \text{other recoverable wastes disposed})}$$

Using data collected by the Lincoln County solid waste program, a modestly accurate recovery rate can be calculated for the activities within the purview of the solid waste program throughout the County.



However, this data is an incomplete picture. For example, while the County bin recycling system (detailed in section 3 and section 4) is the only comprehensive public recycling system in the County, it is also known that many businesses have their own recycling programs. There are also residents who self haul recycled materials. It is likely these pathways route many tons of uncounted material out of County, and the data end up being attributed within neighboring jurisdictions, or the recycled and reused materials may never be cataloged at all. There is missing data from the activities of the agriculture industry, the automobile service industry, the forest industry, the grocery industry, and others within Lincoln County.

The County and municipalities of Lincoln County do participate in the collection and dissemination of data on solid waste. The County participates by accumulating data from its solid waste program, and by filing reports with the Department of Ecology. More can be done by the jurisdictions within Lincoln County to measure solid waste activities outside of the formal solid waste program. However, the Department of Ecology and the State of Washington have extensive data collection for solid waste and the focus should remain on participating within that framework. The Recovery Rate Data for Lincoln County, and the Waste Generation calculations for Lincoln County are not a comprehensive snapshot. Instead, they should be considered as a contributing data set for a larger calculation.

The collection of quality data and participation in the solid waste accounting frameworks created by the State provides insight into the effective use of public money to further solid waste priorities as well as judge the efficiency of current programs. Furthermore, it can be used as a measuring stick to evaluate against past data and to determine where the solid waste program is going in Lincoln County.

2.1.3 Existing and Projected Waste Generation

Waste generation data in the County is divided in two ways in the chart at the end of section 2.1. The amount of MSW flowing through the County Transfer Station is easily available and accurate. Similar accuracy is available for recovered materials that are part of the County's solid waste programs. One set of calculations are based on these numbers.

However, a second set of calculations are created by including MSW that flows out of the County. These numbers are a little fuzzier because part of the data set has been estimated. An additional difficulty has already been mentioned in this section, since some significant tons of recovered materials are likely not included in the County data.



Year	2013	2019	2020	2021	2022	2023
MSW received at the Transfer Station	1812 tons	3127 tons	3915 tons	4609 tons	4775 tons	5300 tons
Recovered materials processed by Lincoln County	407 tons	921 tons	1193 tons	467 tons	937 tons	1085 tons
Recovery Rate derived using Transfer-Station-only data	18%	22%	23%	9%	16%	16%
Per Capita Waste Generation derived using Transfer-Station-only data	1.18 lbs per person per day	2.02 lbs per person per day	2.56 lbs per person per day	2.46 lbs per person per day	2.69 lbs per person per day	2.98 lbs per person per day
Population	10,295	10,938	10,927	11,232	11,601	11,738
Total waste generation using Transfer-Station-only data	2219 tons	4048 tons	5109 tons	5076 tons	5712 tons	6385 tons
MSW leaving the County (not flowing through the transfer station)	3250 tons	2969 tons	3054 tons	3098 tons	3087 tons	2900 tons
Recovery Rate calculated by including out-of-County MSW flow data	7%	13%	14%	5%	10%	11%
Per Capita Waste Generation Rate calculated by including out-of-County MSW flow data	2.91 lbs per person per day	3.51 lbs per person per day	4.09 lbs per person per day	3.98 lbs per person per day	4.15 lbs per person per day	4.33 lbs per person per day
Total Waste Generation calculated by including out-of-County MSW flow data	5469 tons	7017 tons	8163 tons	8174 tons	8799 tons	9285 tons



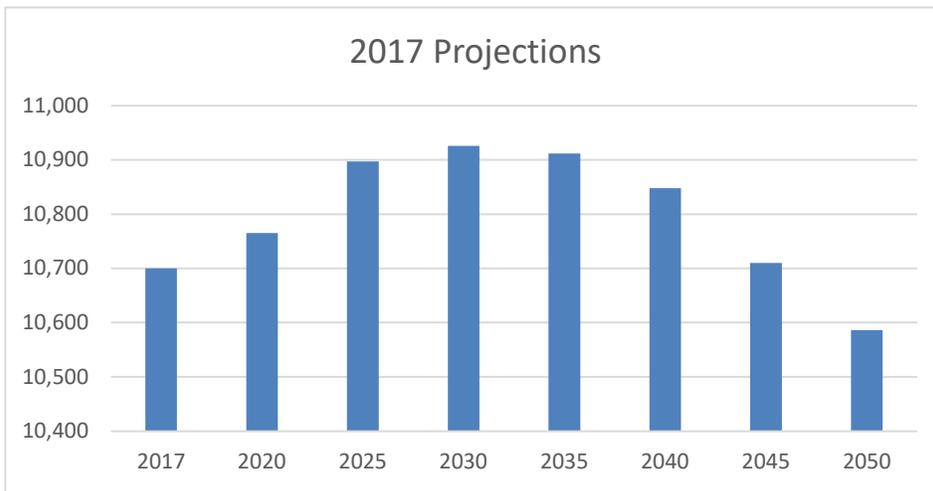
Projected Waste Generation

2.2 COUNTY DEMOGRAPHICS

2.2.1 Population

Estimates prepared by the Washington State Office of Financial Management (medium series) project the population to be 10,912 by the year 2035. This is an increase of 212 people, or almost a 2 percent increase over the period from 2017 to 2035. The population of 10,912 in the year 2035 is projected to be 10,586 by the year 2050 for a decrease of 326 people for almost a 3 percent decrease in population over the period from 2035 to 2050.

Lincoln County Population, 2017-2050



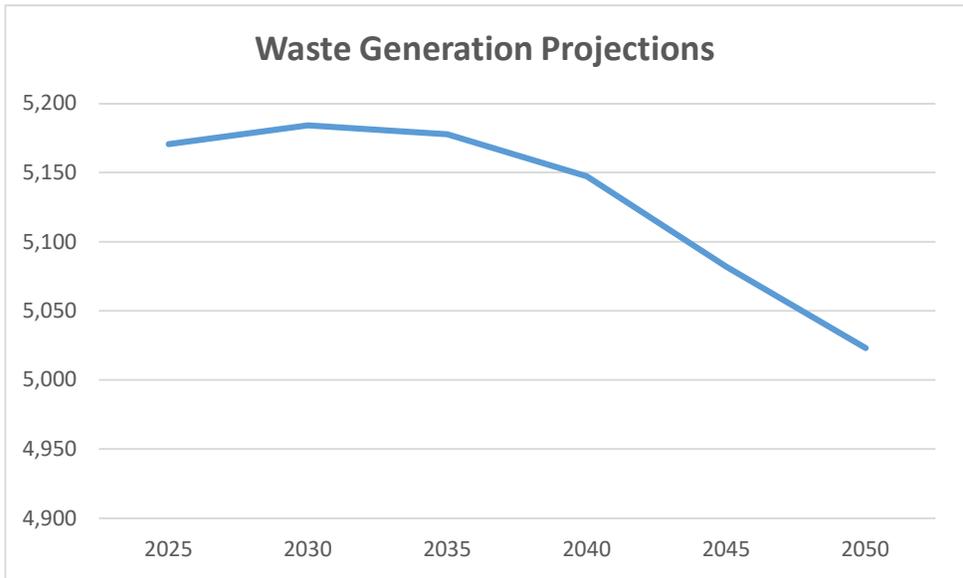
The next two tables combine population projections with a ‘2.6 lbs per person per day’ per capita waste generation rate for the county, matched to the population estimates available from the US Census . This change in waste generation is depicted graphically. The ‘2.6’ figure is chosen as a representative mean rate from the chart on page 2-4. The resulting projections show how the population changes as calculated by the US Census might impact solid waste generation in Lincoln County.



Lincoln County Solid Waste Projections

Year	Population	Projected Waste Generation (Tons)
2025	10,897	5,170.63
2030	10,926	5,184.39
2035	10,912	5,177.74
2040	10,848	5,147.38
2045	10,710	5,081.90
2050	10,586	5,023.06

Waste Generation Projections, 2025-2050



Waste generation is influenced by various demographic and economic factors, including changes in levels of employment and personal income, the value of recyclable materials, the price of disposal services, changes in product design and packaging, and changes in behavior affecting waste reduction and recycling activities. Some of these factors are difficult to measure over time, while others are so interrelated that using them in a statistical analysis lowers the accuracy of the forecast. For these reasons, a forecast was developed based on a single historically supported point in time and population projections to indicate a possible general pattern of potential changes in solid waste generation within the county. However, it is important to realize that any of these related factors may change within the forecast period. To maintain accuracy, the generation rate should be monitored, and projections should be routinely updated.



2.2.2 Level of Service

The population projections for Lincoln County predict a growth of approximately 212 people by the year 2035. To maintain an adequate level of service, Lincoln County will need to consistently monitor waste management programs and make the appropriate adjustments for the additional tons generated.

2.3 WASTE COMPOSITION

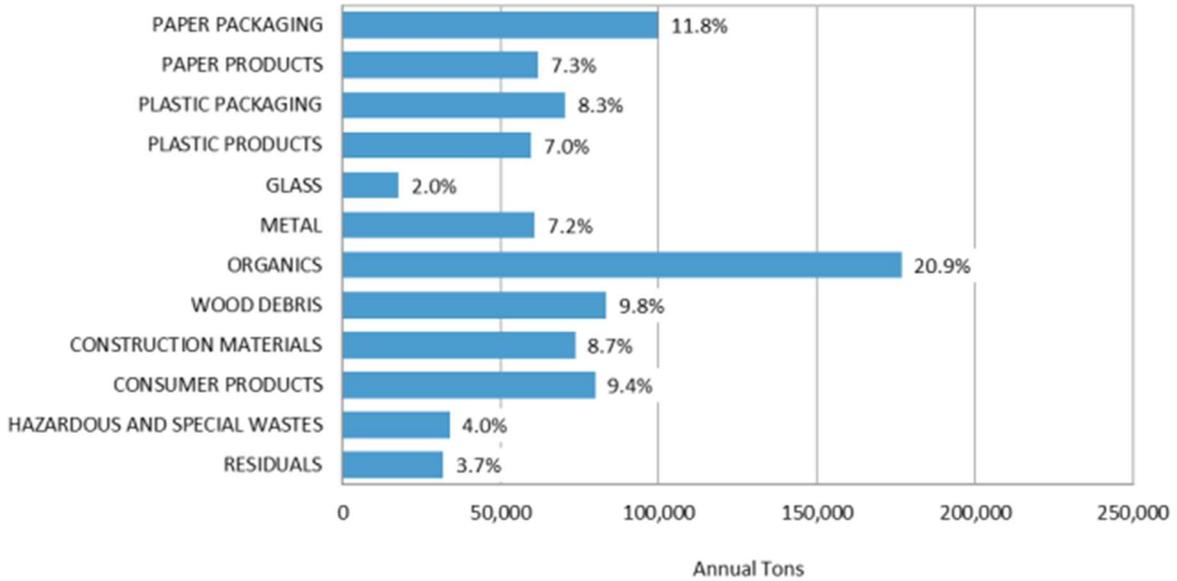
In addition to the amount of waste being generated, it is important to evaluate the components of disposed waste to identify potentially recyclable materials. This information is valuable in planning effective recycling and waste minimization programs. Several factors affect waste composition, including opportunities available for recycling or composting materials, types of business and industry, the area climate, occurrence of natural disasters, mix of urban versus rural designations, the density of single and multi-family dwellings, and technological advances.

No detailed waste composition study has been performed to date for Lincoln County. Waste composition studies from other jurisdictions were reviewed, and it was determined that the waste composition study conducted for Eastern Washington is most representative of Lincoln County's disposed waste, due to similar geography and climate. A graphic representation of the 2020-2021 Washington Statewide Waste Characterization Study Eastern Waste Generation Area, as published by the Department of Ecology, is shown.



Waste Disposal Composition Summary for Lincoln County using Eastern Washington Percentages

Figure 23: East WGA





Section 3

Waste Minimization

Education and Outreach,
Waste Reduction, Reuse, Recycling and Organics



3 WASTE MINIMIZATION

This chapter describes existing programs and potential options for reducing the amount of waste being generated and disposed in Lincoln County. The programs discussed in this chapter are organized as follows:

- Public Education & Outreach
- Waste Reduction
- Reuse
- Recycling
- Organics Management

This chapter provides an update of the County’s waste diversion methods as well as fulfills State requirements regarding waste reduction and recycling programs. The Revised Codes of Washington (RCW), RCW 70A.205 requires that local solid waste management plans demonstrate how the following goals will be met:

- Washington State’s goal is to achieve a statewide recycling and composting rate of 50%.
- There is a statewide goal to eliminate yard debris from landfills in those areas where alternatives exist.
- Source separation of waste (at a minimum, separation into recyclable and non-recyclable fractions) must be a fundamental strategy of solid waste management.
- Steps should be taken to make recycling at least as affordable and convenient to the ratepayer as mixed waste disposal.

The next section, public education, and outreach is common to all four programs (waste reduction, reuse, recycling, and organics). Messages covering all four topics often are included in a single outreach effort. The next section, waste reduction, discusses programs that reduce the amount of waste generated, while the final two sections discuss programs that reduce the amount of waste requiring disposal (recycling and organics management).

3.1 PUBLIC EDUCATION AND OUTREACH

3.1.1 Existing Programs

Public education and outreach programs supporting waste reduction, reuse, recycling, and organics management activities include:

Lincoln County: The County Public Works Department provides information on waste reduction and recycling on the County’s website, social media page, in the newspaper, and hand-outs at the Public Works office, County courthouse and the transfer station, as well as to the cities and towns for distribution to their residents and businesses.



Almira: The Town uses utility inserts and public notice boards (post office and town hall) to post notices about waste reduction and recycling.

Creston: Lincoln County Solid Waste Department is working with the town on setting up a program for utility flyers.

Davenport: The City does not have a formal public outreach or education programs for waste reduction, reuse, recycling, or organics. The city works with local groups to promote an annual cleanup day.

Harrington: The City uses the city newsletter and website to keep residents informed about the recycling bin program, the types of recyclable materials, prevention of contamination of the recycle material, as well as household hazardous waste (HHW) services available through the County. The City also formally works to meet the conditions of the Special Permit from the Department of Agriculture as described in section 1.5.4.

Odessa: The City uses City Council meetings and the local newspaper to encourage residents to participate in recycling. The city provides information on the location of recycling bins, and the types of materials that are accepted for recycling.

Reardan: The Town includes waste reduction, reuse, and recycling information in the utility bills. The town does not have a formal public outreach or education program for waste reduction, recycling, or organics.

Sprague: The City sends out newsletters in the utility bills and distributes flyers with information on waste reduction, recycling, and organics due to the Apple Maggot quarantine area that they are located in.

Wilbur: The Town does not have a formal public outreach or education program for waste reduction, recycling, or organics.

3.1.2 Key Issues

One of the goals established for this plan is to increase public awareness of solid waste issues by continuing and expanding educational opportunities within the county. The County and incorporated cities and towns should annually monitor existing efforts to gauge attendance, interest, and feedback. Adjustments to educational and outreach programs should be made, as necessary.

3.1.3 Options

The following options for public education and outreach were evaluated by the SWAC.

1. Publications

Consider ways to expand public outreach through available local publications and resources, such as the Lincoln Advertiser. Content of public notices and information would include



information on recycling, reuse, waste reduction, solid and hazardous waste disposal, transfer station operations, collection, littering and other solid waste enforcement issues.

2. Website and Social Media

Lincoln County constantly monitors and updates its website and social media pages to be a successful component of a waste reduction, recycling, and reuse education campaign. As with any promotional medium, the website must be user-friendly, accurate, and interesting.

3. Education and Technical Assistance to Schools and Businesses

Several programs exist, including those provided by the County. This option recognizes the need to reach schools and businesses regarding their handling of waste. Outreach to schools and businesses should consider free technical assistance and waste audits to identify opportunities to implement waste reduction, recycling, and composting activities. The benefits of this alternative are that commercial sources produce a significant portion of solid waste in Washington. Focusing waste reduction efforts towards the business sector can have a large impact on the waste stream. This alternative is in line with the State’s Beyond Waste Plan (Initiative 1). It is also important to provide technical assistance to schools. A functional waste reduction and recycling program in a school yields daily reminders to the students of their direct impacts on the environment.

3.2 WASTE REUSE AND REDUCTION

Waste reuse is defined as using an object or material again, either for its original purpose or for a similar purpose, without significantly altering the physical form of the object or material. Reuse prevents objects and materials from becoming waste, and therefore is considered to be a form of waste prevention.

Activities and practices that reduce the amount of waste generated are classified as “waste reduction.” Waste reduction is the highest priority for solid waste management according to RCW 70A.205. A goal established by this plan is to manage solid wastes in a manner that promotes, in order of priority: waste reduction, reuse, recycling, and disposal.

3.2.1 Existing Programs

Several waste reduction and reuse programs and activities exist in the county, including the following:

Lincoln County- The County has a recycle by reuse and swap shop at the Transfer Station. The program allows residents to drop off unwanted household items that will be made available for free to other residents.

The County has implemented several source reduction programs for their own operations, including chipping materials from road debris and road maintenance projects, and clearing and grubbing for road and bridge projects.



Almira- The Town does not have a formal waste reduction recycling program. However, the town utilizes the counties recycling drop box program and promotes it through utility bill flyers and informational handouts at city hall. Along with a number of activities that occur in Almira throughout the year, including donations to charities, such as the Wilbur Senior Center, and an all-town yard sale each spring. The Town sponsors an annual “Clean-up Days” with the Lion’s Club, where residents can get 1 cubic yard of waste hauled free by the Lion’s Club, and then they pay for any additional waste that is hauled.

Creston- The Town is preparing to start a waste reduction, reuse & recycle promotions through utility flyers and informational handouts at city hall.

Davenport- Although the City has no formal waste reduction program, the City works with local groups to promote an annual clean-up day. Internally, the city encourages vendors to use environmentally responsible products and practices, and also provides a site for clean green yard waste, where for a nominal charge; residents can bring their yard waste material. The material is chipped and used for ground cover at City facilities, and/or given to the chipping contractor in payment for services.

Harrington-The City participates in the County recycling drop box program, and organic material from residents is collected in a container, so that much of the yard waste in Harrington is taken to be made into compost. Informally, the City supports garage sales including a city-wide garage sale day, as well as a robust downtown restoration program that sees many of the older buildings being brought back to useful life rather than becoming waste materials.

Odessa- The Town has local organizations in the city where residents can take useable items for donations and reuse. The city purchases some recycled content office supplies. They also utilize the county’s recycling drop box program.

Reardan- The Town has no formal waste reduction program; however, they provide information to residents on the location of donation sites, such as Good Will and Care & Share. The Town will occasionally burn tree limbs and yard debris to reduce the quantity that must be landfilled.

Sprague- The City has no formal waste reduction program. The High School has a “closet” program where residents can drop off clothes and shoes for others to pick up and use. The city has an organics diversion program where they provide a bin for organic material to be collected.

Wilbur- has no formal waste reduction program. When available, the Town purchases recycled content products, and chips green materials from landscaping and other operations. The Town also provides a yard waste and brush drop off for residents at a minimal fee.

3.2.2 Key Issues

The County and cities could do more to adopt policies and procedures that address waste reduction, including procurement and contract requirements. The County and cities could also improve outreach efforts to promote existing waste reduction programs. In addition, it is important to be able to measure the results of waste reduction activities. Personal and commercial efforts in waste reduction cover a broad range and are not well documented. Waste



reduction could be shown to be handling significantly more waste if the personal and commercial efforts could be measured more completely.

3.2.3 Options

1. Procurement of Recycled Products

Local, state, and federal government can and do use their tremendous purchasing power to influence the products that manufacturers bring to the marketplace. Procurement programs create viable, long-term markets for recovered materials and provide more efficient use of valuable resources. Research is necessary to determine the types of recycled content products that are available, their specifications, performance, and cost. Much of this research is available from other agencies and municipalities.

Government purchasing agents often have concerns about the quality and price of recycled-content products. Careful testing and selection of recycled content products can minimize concerns about product quality. Certain recycled-content products may have a higher initial purchase cost but may require less maintenance or long-term costs over the life of the product. Cost concerns can be addressed by considering short-term and long-term costs (life cycle costs) in comparing product alternatives.

The County and the local jurisdictions can draw upon work by the US EPA and others to ensure that they are purchasing, to the maximum extent practicable, products made with recycled content. The County can help to synthesize information for businesses and individuals and help to identify recyclable materials and recycling opportunities.

2. Environmentally Preferable Purchasing

More recently, efforts have expanded beyond buy-recycled programs and policies (discussed above) to “Environmentally Preferable Purchasing” (EPP). In fact, the federal government has been directed by Executive Order 13101 to identify and give preference to the purchase of products and services that pose fewer environmental burdens. Environmentally preferable products typically are defined as products that have a lesser or reduced effect on human health and the environment when compared with competing products that serve the same purpose. They include products that have recycled content, reduce waste, use less energy, are less toxic, and are more durable.

Some of the benefits of EPP include:

- Improved ability to meet existing environmental goals.
- Improved worker safety and health.
- Reduced liabilities.



- Reduced health and disposal costs.

Lincoln County and the cities could consider environmentally preferable purchasing criteria for computers and electronics (such as CPUs, monitors, keyboards, printers, fax machines, and copiers) which could include:

- Compliance with federal Energy Star Guidelines.
- Reduced toxic constituents.
- Reduced toxic materials used in manufacturing process.
- Recycled content plastic housing.
- Pre-installed software and on-line manuals.
- Designed for recycling/reuse.
- Upgradeable/long life.
- Reduced packaging.
- Manufacturer provides product take-back service.
- Manufacturer demonstrates corporate environmental responsibility.

Implementing EPP options can result in the purchase of computers with lower operating costs, extended useful lives and reduced disposal costs.

3. County/City Waste Reduction Policies

In addition to educating consumers and businesses, it is important for local governments to “practice what they preach.” Through numerous small choices employees make each day, large amounts of waste can be prevented. Employees should be encouraged to work toward implementing and promoting waste reduction practices.

Such practices by County/City employees should be implemented whenever practicable and cost-effective. Examples include:

- Electronic communication instead of printed, double-sided photocopying and printing.
- Using copiers and printers capable of duplexing.
- Allowing residents to submit electronic rather than paper forms and applications.
- Purchasing and using washable and reusable dishes and utensils.
- Purchasing and using rechargeable batteries.
- Streamlining and computerizing forms.
- Implementing “On-demand” printing of documents and reports as they are needed.



- Leasing long-life products when service agreements support maintenance and repair rather than new purchases, such as carpets.
- Sharing equipment and occasional use items.
- Choosing durable products rather than disposable.
- Reducing product weight or thickness when effectiveness is not jeopardized in products such as, but not limited to, paper and plastic liner bags.
- Buying in bulk when storage and operations exist to support it.
- Reusing products such as, but not limited to, file folders, storage boxes, office supplies, and furnishings.
- Mulching pruned material from parks and using on site.

County and City employees are most knowledgeable about ways that waste can be reduced or even eliminated, and their ideas are essential. Adopted policies should be reinforced through employee incentives for outstanding performance.

4. Methods to Measure Waste Reduction Results

Waste reduction is the top solid waste management priority, but it is inherently difficult to measure something that has not been produced. In 1997, the US EPA finalized a document titled “Source Reduction Program Potential Manual” that Ecology staff recommended for use.

The work developed by EPA is based on “program potential” and whether a specific waste reduction program has the potential to reduce a significant portion of the waste stream in a cost-effective manner. The manual provides guidance for calculating program potential for the following programs: grass cycling, home composting, clothing and footwear reuse, office paper reduction, converting to multi-use pallets, and paper towel reduction.

Waste reduction successes can also be measured qualitatively, through observed changes in industrial processes, purchasing patterns, shifts in public perception as identified through surveys, business policies, and county and city initiatives and ordinances.

5. Reuse and Swap Shops

Some communities establish reuse and Swap operations at landfills and transfer stations. Customers can voluntarily set items that are deemed in usable condition in a designated area. Other residents can pick up the item at no charge after signing a hold harmless waiver. At the Lincoln County Transfer Station, there is a waste exchange program for household hazardous waste and items deemed usable to be placed in. The Transfer Station also has an area where residents can also drop off or take additional items, such as bicycles, toys, electronics, construction materials, and other reusable materials. The County uses these operations to keep these materials out of the landfill and increase diversion.



6. Producer Responsibility/Product Stewardship

Lincoln County encourages and supports efforts in Product Stewardship. This measure encourages all manufacturers to share in the responsibility for eliminating waste through minimizing excess packaging, designing products for durability, reusability, and the ability to be recycled; using recycled materials in the manufacture of new products; and providing financial support for collection, processing, recycling, or disposal of used materials. This alternative would shift the existing product waste management system from one focused on government funded and ratepayer financed waste diversion to one that relies on producer responsibility to reduce public costs and drive improvements in product design that promote environmental sustainability. The policy would seek to build relationships among local government and other stakeholders to increase capacity and knowledge to bring about producer financed and managed systems for life cycle and end of life management of their products.

3.3 RECYCLING

Recycling has been established by the State as a fundamental aspect of solid waste management that is reflected in various sections of RCW 70A.205. Specifically, solid waste management plans should provide programs that:

- Provide incentives and mechanisms for source separation.
- Establish recycling opportunities for source-separated waste.

3.3.1 Existing Programs (2018)

Recycling Bins

The County operates a system of recycling drop box collection sites located throughout the county. The bin sites are located in Almira, Odessa, Reardan, Harrington, Seven Bays, Creston School, Keller Ferry, and at the County's Transfer Station. Each site contains a bin for the separate collection of newspaper and magazines, aluminum, tin, and plastic #1 & #2 bottles and jugs, and cardboard. The County collects the bins when they are full and transports the materials to the Transfer Station. At this time, all materials are collected, and source separated then baled for transport to a processor.



Recycling Quantities

The following table breaks down in pounds the recyclable commodities collected and processed at the Lincoln County Transfer Station in 2022.

Lincoln County Recycling, 2022

IN POUNDS RECYCLING COMMODITIES	SUMMARY LBS/EACH SOLD
Aluminum Cans	6,377.00
Aluminum MISC	26,491.00
Batteries	8,246.00
Brass	1,822.00
Cardboard	199,951.00
Catalytic Converters (each)	18
Copper	8,739.00
Electronics	15,828.00
Alternators/Starters	1,041.00
Lead	10
ONP	66,300.00
Organics	329,920.00
Paint Latex	514
Paint Oil	109.5
Plastics	37,566.00
Radiators	3,715.00
Scrap Metal	110,853.00
TOTAL POUNDS RCVD	817,500.50



3.3.2 Key Issues

Following is a summary of several key issues surrounding recycling programs in the county.

Recycling Bin Program Costs and Revenues

The existing system is expensive for the County to operate, especially with the volatility of the recyclable commodities market. In 2008, the County Public Works staff met with the councils of the Cities and Towns to discuss recycling bins. Some indicated a willingness to pay for the recycling bin services; others indicated they would not participate. A resolution adopted by the County Commissioners went into effect January 1, 2009, to charge a fee for recycling bin services.

The viability of the County's recycling program will continue to be subject to the volatility of the market for recyclables, disposal, transportation and other cost factors, and public participation. All these elements must be evaluated to accurately assess the continued operation of the program. The County will use the evaluation of these factors to determine the need to increase the recycling program rates and other program fees.

Many municipalities have expressed an interest in participating in the recycling bin program. Among the concerns are contamination in the bins, and the ongoing costs associated with the recycling bin fees. Some municipalities have been unable to continue with the recycling bin service due to these issues. Others would like to participate but cannot justify the costs within their small communities.

Among the discussion points for the municipalities is the location of bins. Open unmonitored access can allow unregulated people to use the bins for disposal of non-recyclable materials. Ideally, areas under surveillance, including by camera, or areas able to be closed after dark are a technique to keep contamination levels to a minimum.

Determining the cost to municipalities is tricky. Residents who are able to recycle bulky boxes and materials such as two liter pop bottles and milk jugs may be appreciative of the space they are able to save in their garbage bins. This may be particularly true of business. Additionally, residents who currently self haul recycle may appreciate a cost savings. Still it may be hard for municipal governments to manage the County bin hauling fees, which can easily run into the thousands of dollars per year depending on the tonnage generated in the town. Likewise, the County must consider that it cannot absorb the labor and transport cost of running recycle bins for all eight municipalities, and currently there are not enough bins to do this.

However, it remains that County and Municipal governments have certain obligations to their citizens to manage solid waste, and the County accepts State funding to operate a recycling program. Policy makers should continue to look for cost effective ways to expand recycling programs in Lincoln County's eight municipalities.



Designation of Recyclable Materials

The Washington Administrative Code (WAC 173-350-100) defines Recyclable Materials to mean, “Those 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.” For any material to be considered a recyclable material under Chapter 173-350, it must be identified as such in the local comprehensive solid waste management plan. If a material is not identified in the plan as recyclable, then the ability of the person/company wanting to recycle this material and be able to benefit from some of the exemptions granted under Section 350 does not exist. If materials are not designated as recyclables, they remain regulated as solid wastes.

The following materials are designated as recyclable materials in the county:

- Paper (newspapers, mixed paper, and corrugated cardboard).
- Plastic bottles (PETE, and HDPE).
- Steel and aluminum cans.
- Ferrous and non-ferrous metals.
- Used motor oil.
- Antifreeze.
- Automobile batteries and rechargeable batteries
- Select electronics (Computers, monitors, TVs and tablets).
- Tires.
- Yard debris, including leaves, grass, and tree stumps
- Pallet Boards
- Non-treated lumber

The addition or deletion of materials accepted for recycling will require ongoing evaluation and will be based on several factors such as market stability and collection and processing costs. As required by the planning guidelines, criteria have been developed for adding or removing materials from the above list of materials. The following will be considered for adding new materials:

- 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 given material occurs.
- Sufficient quantity of the material is available in the waste stream.
- The material can be collected efficiently and has minimal processing requirements.
- Other conditions not anticipated at this time.



Removing materials from the list requires:

- The market price becomes so low that it is no longer feasible to collect, process, and/or ship to markets.
- No market can be found for an existing recyclable material, causing the material to be stockpiled with no apparent solution in the near future.
- Other conditions not anticipated at this time.

Although it is unlikely that any existing recyclables would be removed from the current collection program barring a sudden shift in market conditions, it is likely that additional markets might become available for materials not currently recycled.

A proposal to add or delete a designated recyclable material will be brought to the SWAC, who will vote for or against the proposal. In the event the SWAC is not scheduled to meet in a timely manner, the County solid waste manager or his designee will make the decision, utilizing the above-referenced criteria. Following approval or non-approval of the proposal, all parties in the county will be notified of the addition or deletion of the material.

Urban and Rural Designation

The planning guidelines recognize that there are differences in the services that can be offered to urban versus rural areas for solid waste services. The guidelines require solid waste management plans to identify urban/rural service areas for the purpose of determining:

- Required recycling programs for single and multi-family residences.
- Voluntary services for rural areas such as conveniently located drop-off boxes and buy-back centers.

The County currently uses the following designation to determine the level of service provided to residents:

Urban = Population greater than or equal to 2,500 per square mile.

Using these criteria, the entire Lincoln County is considered rural. The rural nature of Lincoln County limits the economic feasibility of certain methods of recyclables collection. For example, curbside collection may not be economically feasible in any of the communities.

3.3.3 Commercial and Industrial Recycling

Lincoln County has no formal program to monitor commercial and industrial recycling. A number of commercial ventures use the Transfer Station facility and the County recycling program to recycle, but other businesses are known to haul away their diverted material outside the County. There are few businesses larger than 20 employees. The larger agriculture, manufacturing, construction industry and government entities are known to self haul to the Transfer Station, while several national retailers haul their diverted materials out of County. There is no diversion data on the numerous other small businesses in Lincoln County.



3.3.4 Options

1. Internal Recycling Program

The Counties internal recycling program consists of roll off bins located at the public works building and recycling bins located throughout the courthouse.

2. Special Event or Public Venue Recycling

A law (RCW 70A.200.100) concerning event recycling became effective in Washington on July 22, 2007. The law states that “in communities where there is an established curbside service and where recycling service is available to businesses, a recycling program must be provided at every official gathering and at every sport facility by the vendors who sell beverages in single-use aluminum, glass, or plastic bottles or cans.” Beverage vendors are responsible for providing and funding the recycling program. A recycling program must include and provide:

- Clearly marked recycling receptacles or reverse vending machines.
- Collection of aluminum, or plastic bottles or cans that contained the beverages sold by the vendor.
- Transportation and recycling services for the collected materials.

Although the County is not required to comply with the law at this point, there are a number of special events and public venues in the region at which recycling opportunities could be provided.

These special events and venues present a different kind of recycling challenge:

- Substantial amounts of waste are generated in a short period of time.
- There is a need to coordinate with vendors, event organizers, and others involved with a given event.
- Education and monitoring is important, because contamination is a problem at most special events and public venues.

Generally, such events/venues generate significant volumes of corrugated cardboard from vendors. Generation of steel, aluminum, glass, and plastic containers may vary depending on what food/drink vendors are offering. Because it is difficult to anticipate volumes and exact types of materials, it is probably best to collect all recyclable containers commingled in public areas, and provide separate containers for cardboard generated by vendors in areas that are not open to the public.

Another option is simply to encourage vendors to reduce waste and encourage recycling through use of recyclable/refillable containers, minimal packaging, and bulk condiments in containers (rather than single serve packages).

The number and types of collection containers and how they are serviced will need to vary somewhat based on the size, area, and nature of the event. Even with specially designed containers,



however, contamination will probably still be a problem. To reduce this problem, volunteers from organizations could act as monitors at recycling points to greet and educate the public about recycling and raise recycling awareness.

3. Evaluate Recycling Bin Program

Although the existing system is well utilized by the public, it is very expensive for the County to operate, especially with the volatility of the recyclable commodities market. The County has implemented recycling fees to cover the costs of the program. Lincoln County and the cities should evaluate the existing system and consider options to decrease County costs and increase participation. Several options could be evaluated, including:

- Further increasing recycling fees charged to cities to insure financial viability of the recycling bin program.
- Consider the option of contracting for the service of the bins to a private operator.
- Using volunteers or non-profit organizations to assist with recycling collection.

4. Recognition for Commercial Waste Reduction and Recycling Successes

Businesses are not always motivated solely by the “bottom line.” Recognizing this fact, many communities publicly recognize and reward local businesses and organizations for their environmental achievements. The County and Cities/Towns could take this approach and could provide recognition to groups or businesses that successfully prevent or recycle waste

5. Business Education

Much like the education programs aimed at residents, the County and Cities/Towns can develop educational materials for businesses regarding waste reduction and recycling opportunities. For outreach, businesses could be targeted by the type of waste they generate. One approach involves categorizing the types of businesses currently operating in the county and their related wastes. For example, the North American Industrial Classification System (NAICS) Codes are used throughout North America to group establishments into broad and specific industries. Industries within the same NAICS code are likely to exhibit similarities in the composition of their disposed waste streams. If one industry is particularly prevalent in a region, for example, it might be cost-effective to target businesses in that particular industry.

6. Commercial Waste Audit Assistance

Many industry associations have taken on the role of promoting recycling within their industries. This is particularly true for large businesses where waste reduction and recycling provide opportunities to reduce overhead costs and where disposal costs have risen substantially. It is often the smaller businesses that may lack information about opportunities and the role recycling may play in reducing disposal costs.



Lincoln County could provide businesses with free technical assistance, by providing waste audits. A waste audit is essentially a comprehensive study of wastes generated by a business or establishment. The information from the waste audit is the basis for identifying and developing the waste reduction and recycling options for the business.

7. Use Economic Development to Attract Recycling Businesses

Lincoln County could consider mechanisms to attract businesses that manufacture recycled products or assist its current businesses with methods to use recycled materials. This helps to close the loop for recycling and provides Lincoln County with markets for its collected recyclables.

The County and Cities/Towns should be proactive in their work to attract businesses that manufacture products using waste materials, and also create jobs and tax revenue for the region, by offering profitable incentives to those manufacturers, such as:

- **Technical Assistance:** Businesses are provided information on sources of secondary materials and processes, markets, technology, and useful organizations.
- **Marketing Support:** Inclusion in the state-wide buy recycled directory.

3.4 ORGANICS MANAGEMENT

The planning guidelines require yard waste collection programs 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.”

3.4.1 Existing Programs

There are several organics programs and activities in the county.

Lincoln County- accepts yard waste at the Transfer Station, including grass clippings, pine needles, vines, sod, leaves, thatch, cones, weeds, and branches and limbs no larger than 12 inches in diameter or longer than twelve feet in length. Yard waste from the apple maggot quarantine area in the SE corner of the County is not accepted at the Transfer Station, and residents of this unincorporated part of the County do not have destination for organics material within the County.

Almira- has a no burn policy year-round, and in cooperation with Ecology, allows yard waste to be placed at a town site. Town crews maintain the site, and in the past, the burn-able have either been chipped or burned. Often, wood is reused by residents for wood burning stoves.

Creston- obtains a burn permit from Ecology, and opens up its burn pile for residents’ yard waste two times per year.



Davenport- all yard waste and “clean green” is accepted at the closed City landfill site for annual chipping and mulching of the debris pile. The chipped product is then traded to the contractor for the use of the equipment.

Harrington- is located within an Apple Maggot quarantine area and serviced through an interlocal agreement with the Solid Waste Department which provides a roll off bin and transports their green waste to the Barr-Tech facility for processing.

Odessa- has no formal organics program.

Reardan- permits open burning of yard waste during specific dates in the spring and fall.

Sprague- is located within an Apple Maggot quarantine area and the city provides an opportunity for residents to bring their yard waste for burning one time per year.

Wilbur- provides a yard waste and brush site for residents at a nominal fee. The Town also chips materials from its own operations.

3.4.2 Key Issues

Yard waste comprises a significant portion of the recyclable waste stream. The ban on outdoor burning in urban areas will increase this waste stream. Backyard composting and mulching lawnmowers can lessen the impact of grass clippings and leaves. Brush, limbs, and other woody wastes need to be addressed. Community clean-up days where residents are allowed to self-haul waste to disposal facilities show an estimated 40% of material is “woody waste.” Chipping of this material reduces volume and creates a material that is reusable as mulch, animal bedding, and soil amendment.

Lincoln County is working to help achieve Washington’s statewide goal to eliminate yard debris from landfills in those areas where alternatives exist. Additionally, one of the initiatives of the State’s Beyond Waste Plan is to increase recycling of organic materials. Furthermore, as of December 30, 2000, burning of residential and land clearing debris is not allowed within the urban growth areas of cities or where there are reasonable alternatives. There also have been instances of illegal dumping of green waste within the county.

Many restaurants, institutions, supermarkets, and food suppliers often have leftover food which can be a good candidate for diversion, as well as provide greater uses for this resource. Food waste is often characterized as “pre-consumer” or “post-consumer.” Pre-consumer food waste typically is generated as a result of commercial/industrial food production or preparation for consumption. Post-consumer food has been served to consumers and is not recoverable for human consumption.



3.4.3 Options

1. Implement Yard Waste Chipping Program

Lincoln County could consider expanding ways to provide chipper rental at designated drop-off sites throughout the area. This would address the need for additional capacity to handle yard waste in the county. This option would only be implemented when appropriate end use markets are available for the chipped material, which may include public use for parks, medians or other landscaped areas, or in private operations.

2. Food Waste Management

The suggested order for management of food waste which cannot be prevented is: (1) food donation; (2) convert to animal feed and/or rendering; and (3) compost. Local establishments should be encouraged, through educational efforts, to follow this hierarchy when possible. Local haulers could also be encouraged to offer food waste collection services to commercial customers.

- **Animal Feed:** Food waste may be used as a source of nutrition for animals. Food waste can either be processed minimally and fed to animals or fully processed to remove excess moisture and condensed into small pellets. For this to be a viable option, the food waste must be free of contaminants such as plastics, beverage containers, straws, and utensils.
- **Rendering:** Rendering companies process animal by-products into saleable commodities. Grease, fats, and oils from restaurants are common by-products collected and processed. Many companies also will accept meat, fat, bone, and carcasses.
- **Compost:** Food waste that is not fit for food donation or consumption by animals can be suitable for composting. Food waste requires proper source-separation and proper containers to deter odors prior to collection. Again, the waste must be free from plastic contaminants. Food can be collected and sent to a composting facility, generally as part of a separate collection route, as well as composted on-site with commercially available vessels.

3. Backyard Composting

The County could implement a Backyard Composting education program for residents. The program would include demonstration workshops that teach how to compost green waste and other organics. As part of the program, the County could offer composters for sale to residents.



Section 4

Collection Systems



4 COLLECTION SYSTEMS

4.1 INTRODUCTION

This chapter provides a discussion of refuse collection in Lincoln County, including background information on how refuse collection is regulated, the legal authority that counties and municipalities have in managing collection services for solid waste and recyclables, and existing conditions for these activities. The chapter concludes with a discussion of the key issues surrounding collection and presents options for meeting existing and future collection needs in the county.

For purposes of this Plan, Lincoln County has established a goal to ensure access to collection services for residences, businesses, and industry.

4.2 BACKGROUND

The Washington Utilities and Transportation Commission (WUTC), the County, and the municipalities regulate refuse collection in Lincoln County. The regulatory authority and jurisdiction of each of these entities is described below.

4.2.1 WUTC Authority

The WUTC supervises and regulates solid waste collection companies. WUTC authority (Chapter 81.77 RCW and Chapter 480-70 WAC) is limited to private collection companies and does not extend to municipal collection operated by municipalities or their contractors. The Commission requires reports, establishes rates, and regulates service areas and safety practices.

A private solid waste collection company must apply to the WUTC for a certificate of public convenience and necessity to operate in the unincorporated areas of a county or in incorporated areas that choose not to regulate refuse collection. The WUTC grants certificates within a designated service area to an applicant based on cost data, documented need for the service, and, if the territory is already served by a franchise holder, the ability or inability of the existing franchise holder to provide service to the satisfaction of the WUTC. The Commission requires annual reports showing the refuse collection company's gross operating revenue. Certificates may have terms and conditions attached and may be revoked or amended after a hearing held by the WUTC.

The Commission conducts open meetings for public discussion of rate increase requests or "rate cases." At these meetings, Commission staff presents their review of the hauler's request for a rate increase. Representatives of the haulers and the counties are welcome to attend and comment on the Commission staff's findings and present other information relative to the case. Hearings are scheduled during rate cases when there are unresolved issues between Commission staff and certificate haulers, or on other occasions when the Commissioners believe a case merits formal adjudicative handling. County expert witnesses may be called to testify or may enter as an intervening party. County governments may offer written or oral comments during all rate cases affecting certificate haulers serving unincorporated areas of the county.



Commission regulation of solid waste collection companies does not include collecting or transporting of recyclable materials from a drop box or recycling buy-back center. It also does not include collecting or transporting recyclable materials by or on behalf of a commercial or industrial generator of recyclable materials to a recycler for use or reclamation (Chapter 81.77.010(8) RCW). Transportation of these materials is regulated under Chapter 81.80 RCW that governs the regulation of motor freight carriers. These carriers require a WUTC permit and proof of insurance to operate in the state. If the commercial recycling hauler also possess a certificate to operate as a solid waste company, WUTC is responsible for ensuring compliance with safety practices. For other commercial recyclable haulers, the Washington State Patrol oversees hauler traffic safety practices.

4.2.2 County Authority

The rights of the counties in terms of solid waste collection include the establishment of solid waste collection districts for the mandatory collection of solid waste (Chapter 36.58.100 RCW). However, solid waste collection districts cannot include incorporated areas without the consent of the legislative authority of the city or town.

To form a solid waste collection district, public hearings must be held, and the county legislative authority must determine that mandatory collection is in the public interest. County provision of collection services can be implemented only if the WUTC notifies the county that no qualified haulers are available for a district. Under mandatory collection, a hauler may request that the county collect fees from delinquent customers.

In Lincoln County, all unincorporated areas are covered by WUTC certificate holder franchises; there are no solid waste collection districts. Although county authority to collect refuse in the unincorporated areas is limited, counties have the legal authority to assess fees on collection services provided in those areas. RCW 36.58.045 authorizes counties to assess such fees to fund administration and planning expenses associated with solid waste management.

4.2.3 Municipality Authority

Cities and towns have several options for managing solid waste collection under state law, including:

- The city/town may choose not to manage or regulate its own refuse collection services. Collection services may then be provided by the certificate hauler(s) with authority for that area under the regulation of WUTC.
- The city/town may require a private company to obtain a refuse collection license from the city and to conform to all city collection guidelines.
- The city/town may award contracts to private companies for refuse collection in all or part of the city.
- The city/town may decide to manage and maintain its own municipal collection system for all or part of its jurisdiction.
- If the city/town decides to contract for solid waste collection or decides to undertake solid waste collection itself, the holder of a franchise or permit that is canceled in



whole or in part must be granted by the incorporated city or town a franchise to continue such business within the incorporated territory for a term of not less than the remaining term of the original franchise or permit, or not less than seven years,

- State law also allows municipalities to require residents and businesses to subscribe to designated refuse collection services.

None of the municipalities in the county maintain a municipal collection fleet; all currently contract for services.

4.2.4 Transport of Recyclables

In 2005, the Washington State Legislature passed Senate Bill 5788 regarding transporter and facility requirements for recyclable materials. This bill is now codified in RCW 70A.205.300 and WAC 173-345. The purpose of this regulation is to establish minimum standards for handling the transportation of recyclables, ensure that recyclables are diverted from the waste stream for recycling, and are routed to facilities where recycling occurs. The regulation applies to businesses that transport recyclables from commercial or industrial generators that are required to possess a permit to operate issued by the Washington Utilities and Transportation Commission under chapter 81.80. This rule also applies to facilities that recycle solid waste, except for those facilities with current solid waste handling permits issued under RCW 70A.205.120.

4.3 EXISTING REFUSE COLLECTION SERVICES

4.3.1 Unincorporated Lincoln County

Trash collection service in the unincorporated portions of Lincoln County is voluntary. All areas of the county are under franchise granted by the WUTC. Rates for these areas are approved by the WUTC. Three haulers are franchised by the WUTC for Lincoln County. One hauler, Ada-Lin Waste Systems, Inc., d/b/a Sunshine Disposal and Recycling, services the majority of the county. The remaining two haulers are limited to the northwestern corner of the county. The haulers franchised by the WUTC for Lincoln County are indicated in the table. Franchise areas are shown in the following maps.



WUTC Franchised Refuse Haulers

Certificate G000104

Ada-Lin Waste Systems, Inc., d/b/a Sunshine Disposal & Recycling
North 2405 University Road
Spokane, WA 99206
(509) 928-6272

Certificate G000201

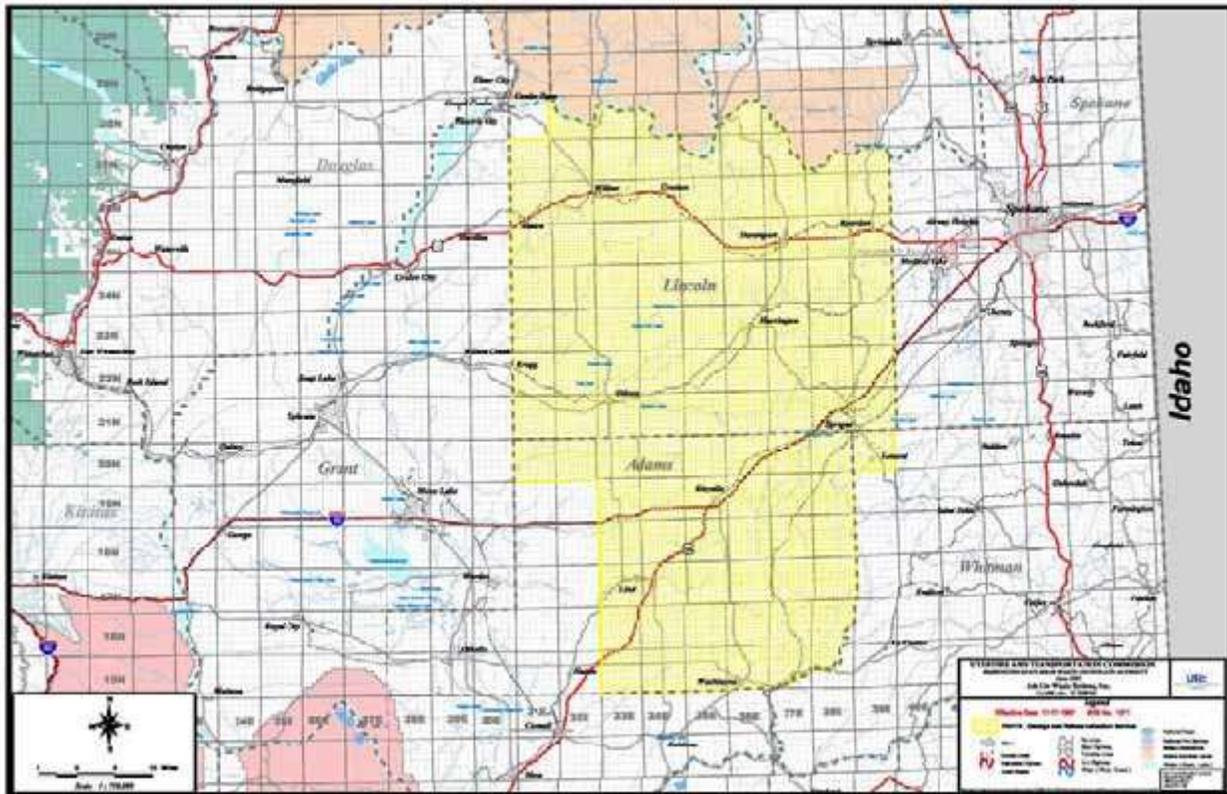
Sunrise Disposal, Inc.
Po Box 1267
Okanogan, WA 98840
(509) 422-4530

Certificate G000237

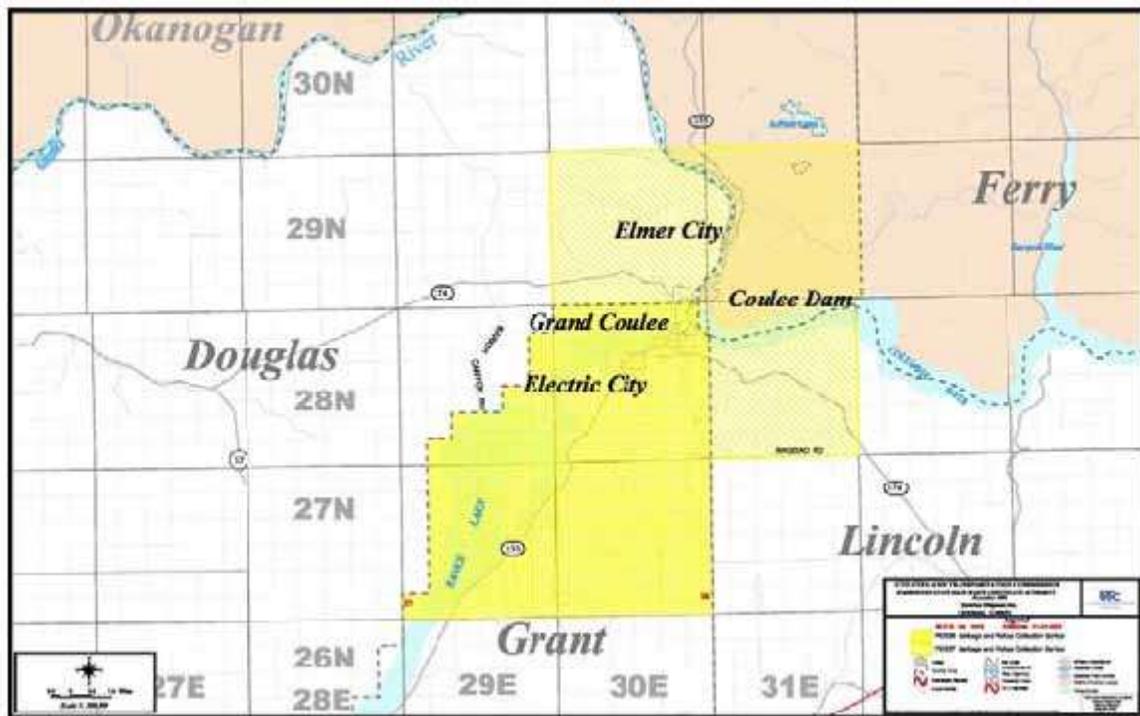
Waste Management of Washington, Inc.
13225 NE 126th Place
Kirkland, WA 98034
(509) 468-8225



Ada-Lin Waste Systems, Inc. (d/b/a/ Sunshine Disposal and Recycling) Franchise Area (Certificate G000104)

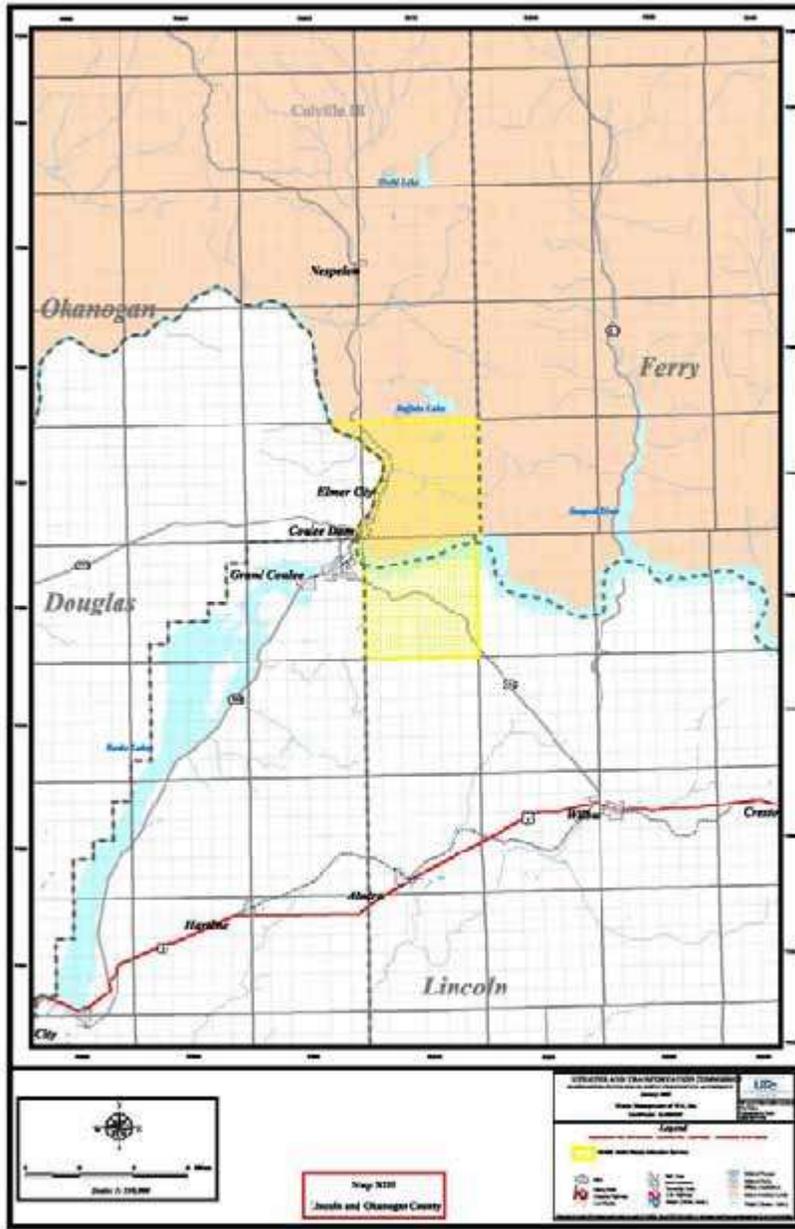


Sunrise Disposal, Inc. Franchise Area (Certificate G000201)





Waste Management of Washington, Inc. Franchise Area (Certificate G000237)



4.3.2 Municipalities

Each municipality has the right to regulate its own solid waste collection services. All the municipalities in Lincoln County contract for their collection services. The cities/towns and their service providers are listed in the following table.



Estimated Population and Housing Densities for Incorporated Area, and Service Providers

Jurisdiction	Land Area (sq. mi)	Population	Service Providers
Almira	0.6	276	Sunrise Disposal Inc.
Creston	0.4	262	Sunrise Disposal Inc.
Davenport	1.5	1717	Sunshine Disposal and Recycling
Harrington	0.4	413	Sunshine Disposal and Recycling
Odessa	1.0	946	Consolidated Disposal Services
Reardan	0.5	584	Sunshine Disposal and Recycling
Sprague	0.5	452	Wheatland Waste Systems
Wilbur	1.2	807	Sunrise Disposal Inc.
Unincorporated	2,311.2	4978	Sunrise Disposal Inc. Sunshine Disposal and Recycling

Collection services in the cities, towns, and in the unincorporated County are discussed below.

Town of Almira

The Town contracts with Sunrise Disposal Inc. for weekly curbside refuse collection. Collection is mandatory for residences and businesses receiving water service.

Town of Creston

The Town contracts with Sunrise Disposal Inc. for weekly curbside refuse collection and limited commercial collection. Rates charged are based on the number of 35-gallon containers set out for collection.

City of Davenport

The City contracts with Sunshine Disposal and Recycling for weekly collection of residential and commercial refuse. Fees are based on the number of cans or dumpsters collected.

City of Harrington

The City contracts with Sunshine Disposal and Recycling for weekly collection of residential and commercial refuse. Rates are based on the size of the cart (30-65 or 90-gallon) or dumpster yardage including 1, 1.5, 2.0, and 3.0 cubic yards.



Town of Odessa

The Town contracts with Consolidated Disposal for weekly, automated curbside residential refuse collection. The Town supplies carts and dumpsters for residents and businesses. Residents are given the option of a 65- or 95-gallon cart. There is an additional charge for extra waste that does not fit inside the cart.

Town of Reardan

The Town contracts with Sunshine Disposal and Recycling for weekly collection of residential and for commercial refuse. Rates are based on the size of the container used; sizes offered include a 32-, 64-, or 96-gallon tote. Commercial rates are based on the size of the container.

City of Sprague

The City contracts with Wheatland Waste for weekly, semi-automated collection of residential waste and commercial refuse. Residential refuse is collected in 35-, 65-, or 95-gallon carts, and commercial waste is collected in dumpsters. Sprague is soon to contract with Sunshine Disposal for garbage service.

Town of Wilbur

The Town contracts with Sunrise Disposal Inc. for weekly collection of residential and commercial refuse. Residents are charged based on the number of 32-gallon cans set out for collection. Commercial accounts are charged based on the number of cans or dumpsters.

4.4 EXISTING PROGRAMS FOR SELF-HAULED WASTE

Residents that choose to self-haul their waste utilize the Lincoln County Transfer Station, located on State Highway 2, west of the City of Davenport. It is estimated that less than 50% of the waste received at the Transfer Station is brought in by self-haulers; the remainder is from commercial haulers collecting in the municipalities or from their franchise areas in rural Lincoln County.

4.5 COLLECTION OF RECYCLABLES

Legislation passed in 1989 (State of Washington Chapter 431, Laws of 1989) directs counties and cities to define minimum levels of service within the waste reduction and recycling elements of the solid waste management plan. In determining the level of recycling service to be provided, the counties and cities must develop clear criteria for designating areas as urban and rural.

Urban and Rural Designation

The 1989 legislation allows counties to contract for the collection of source-separated recyclable materials from residences within unincorporated areas. Under this provision, counties can manage, regulate, and establish the price of curbside recycling collection services. However, this does not mean the counties are authorized to operate their own solid waste collection systems as municipalities may. If the counties do not elect to contract for the collection of source separated



recyclable materials from residences, the WUTC must be notified in writing no later than ninety days following the approval of the solid waste management plan's waste reduction and recycling element.

Municipalities have the authority to provide or contract for residential curbside recycling services within their boundaries (Chapter 35.21.120 RCW). Additionally, they have the authority to manage, regulate, and fix the price of these services. Municipalities designated as urban are required to provide curbside collection of recyclables, or an equivalent program [70A.205.045)]. Municipalities designated as rural may choose to meet minimum service level requirements either independently or in cooperation with the county.

The 1999 planning guidelines issued by the Department of Ecology require local governments to develop clear criteria to determine the designations for urban and rural areas for disposal and waste reduction and recycling (RCW 70A.205.050). Criteria to be considered include:

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

Existing Residential Collection Programs for Recyclables

The principal method for collecting recyclables generated in Lincoln County is through a system of recycling bins. A discussion of the bin collection program was provided in Chapter 3. In addition to the recycling bins, which are ferried from bin locations to the Transfer Station by County personnel, many businesses and individuals self haul recycle materials to the transfer station directly.

Transfer Station workers sort, pile, and bale the materials at the transfer station into saleable form until enough accumulation triggers hauling the material away. The capacity of the Transfer Station to accumulate the materials will be accentuated by the addition of a new storage facility in planning as mentioned in Section 9.2.

Companies may provide trucking and baling services for some materials, or Transfer Station employees may haul the materials directly to a buyer. This decision hinges on economic and practical factors, such as storage space, equipment capability, or current commodity value.

Changing market signals can impact how recycling is handled. For example, Spokane is home to a paper mill which can accept newsprint and white paper from Lincoln County. This geographic distance allows the County to haul baled paper directly-- a quick half day trip using Transfer Station equipment. On the other hand, ferrous metal collected at the metal pile is most economically baled and hauled by a third party. These decisions are made by the County based on current conditions and accepted practice.

Income from recycling is a third rate supplement to the operation of the County solid waste program, behind tipping fees and grant monies. The recycle materials commodity market can vary wildly. A small effort can be made toward timing the market, but generally the importance



of value is preceded by practical storage considerations. It is not practical to weather a downturn in value for more than a few months. Downturns in recycling values are far less impactful to the recycling program viability than downturns in grant money.

If a commodity currently recycled by the County (included on the list in section 3.3.2) drops too far in value to be handled economically, the County may determine whether the commodity will continue to be part of the recycling program using the criteria in section 3.3.2. On the contrary, the same procedure may be used to add a commodity.

Some other factors that play into the viability of recycling materials include fuel prices, volumes of the material, grant monies available for use in recycling operations, stability of pricing for the commodity, and contamination rates. Furthermore, – it isn’t desirable to start and stop collection of material types.

Locations of the recycling drop bins are driven by request. A bin transport fee paid to the County is determined based on vehicle mileage rates and charged to the entity that has requested the bin. The County fee schedule for the Transfer Station is a matter of public record and includes the bin fees.

A number of municipalities have expressed interest in joining the County recycling drop-bin system. Additionally, municipalities that have participated in the existing system have struggled to justify the costs. Since much of the existing County recycling system has been created by State grant monies over time, including baling equipment, trucks, and processing labor, it may be worth examining if easing or eliminating recycle bin fees is justified and/or feasible. Alternatively, those municipalities most interested in joining the drop-bin system may be able to find funding to begin participating.

Recycling Bin Drop Off Fees	2024 Rate	2024 (10%) Discount
Almira	\$ 215.00	\$ 193.50
Creston	\$ 167.00	\$ 150.30
Davenport	\$ 149.00	\$ 134.10
Harrington	\$ 167.00	\$ 150.30
Odessa	\$ 215.00	\$ 193.50
Reardan	\$ 175.00	\$ 157.50
Wilbur	\$ 189.00	\$ 170.10
Fort Spokane (NPS)	\$ 220.00	None
Keller Marina (Guest Services)	\$ 223.50	None
Lincoln Hospital	\$ 149.00	None
Seven Bays (Guest Services)	\$ 147.50	None
New Locations	Actual Costs	



Service Level Ordinance

Counties have the authority to define solid waste collection services by adopting a service level ordinance. The WUTC requires collection companies to “use rate structures and billing systems consistent with the solid waste management priorities set forth under RCW 70A.205” and provide minimum levels of solid waste collection and recycling services pursuant to local solid waste management plans and municipal ordinances.

4.6 KEY ISSUES

Requirements for future collection services will depend on population growth rates. In 2017 the population of unincorporated Lincoln County was 5,220 and incorporated Lincoln County was 5,359. Estimates prepared by the Washington State Office of Financial Management (medium series) project the total population to be 13,601 by the year 2030. This is an increase of 3,300 people, or almost a 32 percent increase over the period from 2008 to 2030. This level of growth will most likely not require additional collection routes.

The passage of a ‘bottle bill’ or similar encompassing legislation by the State of Washington would impact the nature of the recycling collection program in Lincoln County, depending on the details of that legislation. With such legislation possibly pending, County policy makers must consider that the economic and political structure of recycling collections may change significantly in the short or mid term.

4.7 OPTIONS

1. Contracting for Recycling.

State legislation allows counties to contract for the collection of source-separated recyclable materials from residences within unincorporated areas. Under this provision, counties can manage, regulate, and establish the price of curbside recycling collection services. However, this does not mean the counties are authorized to operate their own solid waste collection systems as municipalities may. If the counties do not elect to contract for the collection of source separated recyclable materials from residences, the WUTC must be notified in writing no later than ninety days following the approval of the solid waste management plan’s waste reduction and recycling element.

Municipalities have the authority to provide or contract for residential curbside recycling services within their boundaries (Chapter 35.21.120 RCW). Additionally, they have the authority to manage, regulate, and fix the price of these services. Municipalities designated as urban are required to provide curbside collection of recyclables, or an equivalent program 70A.205.045 Municipalities designated as rural may choose to meet minimum service level requirements either independently or in cooperation with the county.

Counties have the authority to contract with private vendors to provide recycling services to residences. Counties that choose this option assign service areas, establish and enforce service standards, and set rates. The County can consider contracting for residential recycling collection



in unincorporated areas where a hauler fails to provide residential recycling established by the minimum service level.

The County could by ordinance award a contract to collect source separated recyclable materials from residences within unincorporated areas. The County has complete authority to manage, regulate, and fix the price of the source separated recyclable collection service.

2. Retain or Expand the Current County-Provided Recycling Bin Collection Service

The County can continue to use its own equipment and solid waste employees to collect recycle bins located throughout the county, contingent of participation of municipalities or other entities, to provide collection of source separated recyclables. Participation in placement of recycle bins in additional geographic areas may bring in larger quantities of recycling overall from the County if it can allow new recyclers to have easy access to divert their materials from the garbage stream.



Section 5

Transfer and Disposal



5 TRANSFER AND DISPOSAL

5.1 TRANSFER

Transfer stations are conveniently located facilities where solid waste, delivered by collection companies and citizens, is consolidated, temporarily stored, and loaded into semi-trailers for transport. The solid waste is then delivered to a processing facility or a disposal site. The primary reason for using a transfer station is to reduce the cost of transporting waste to disposal or other facilities. Transfer stations not only reduce overall transportation costs, but also air emissions, energy use, truck traffic, and road wear and tear. Transfer stations become cost-effective when the waste stream is large enough to support their construction, operation, and maintenance, and when the hauling distance to a disposal facility exceeds a certain distance (usually between 15 and 30 miles, depending on the volume of the waste stream).

5.1.1 Existing Conditions

There is one transfer station located in the County, which is owned and operated by Lincoln County and the Department of Public Works. The facility is located at 34735 SR 2E, approximately 3.5 miles west of Davenport. The Transfer Station facility is a 10-acre fenced site containing a scale house, office, transfer tipping floor, recycling/sorting building, recycling/household hazardous waste area, and areas for the temporary storage of scrap metal, white goods and woody debris for recycling. The facility is open to the public and accepts municipal solid waste, recyclables, moderate risk waste/household hazardous waste, and some construction and demolition material.

Municipal solid waste is accepted for a fee. Recyclable materials and moderate risk/household hazardous waste are accepted free of charge. The 2024 Transfer Station rates can be found on the county website. MRW/HHW accepted includes batteries, motor oil, paints and solvents. There is a recycle by reuse area which allows citizens to drop off and take some of these items. Recyclable materials currently accepted include newspapers, magazines, telephone books, steel and aluminum cans, corrugated cardboard, scrap metal, wood, and PETE and HDPE plastic containers. Scrap auto bodies are accepted on a case-by-case basis, in accordance with applicable rules and regulations.

The mixed municipal solid waste is put into transfer trailers, and removed when it is either full or has reached a predetermined allowable weight, whichever comes first. The transfer trailers are then transported to the Burlington Northern Yardley Intermodal facility for subsequent rail transport to the Roosevelt Regional Landfill, in Klickitat County.

Recyclables are either transported by the County to recyclers in Spokane County, or picked up by contracted haulers. HHW is handled in accordance with the requirements of government agencies and transported to a proper facility for recycling or disposal. Yard waste is transported to the Barr-Tech Regional Composting Facility.



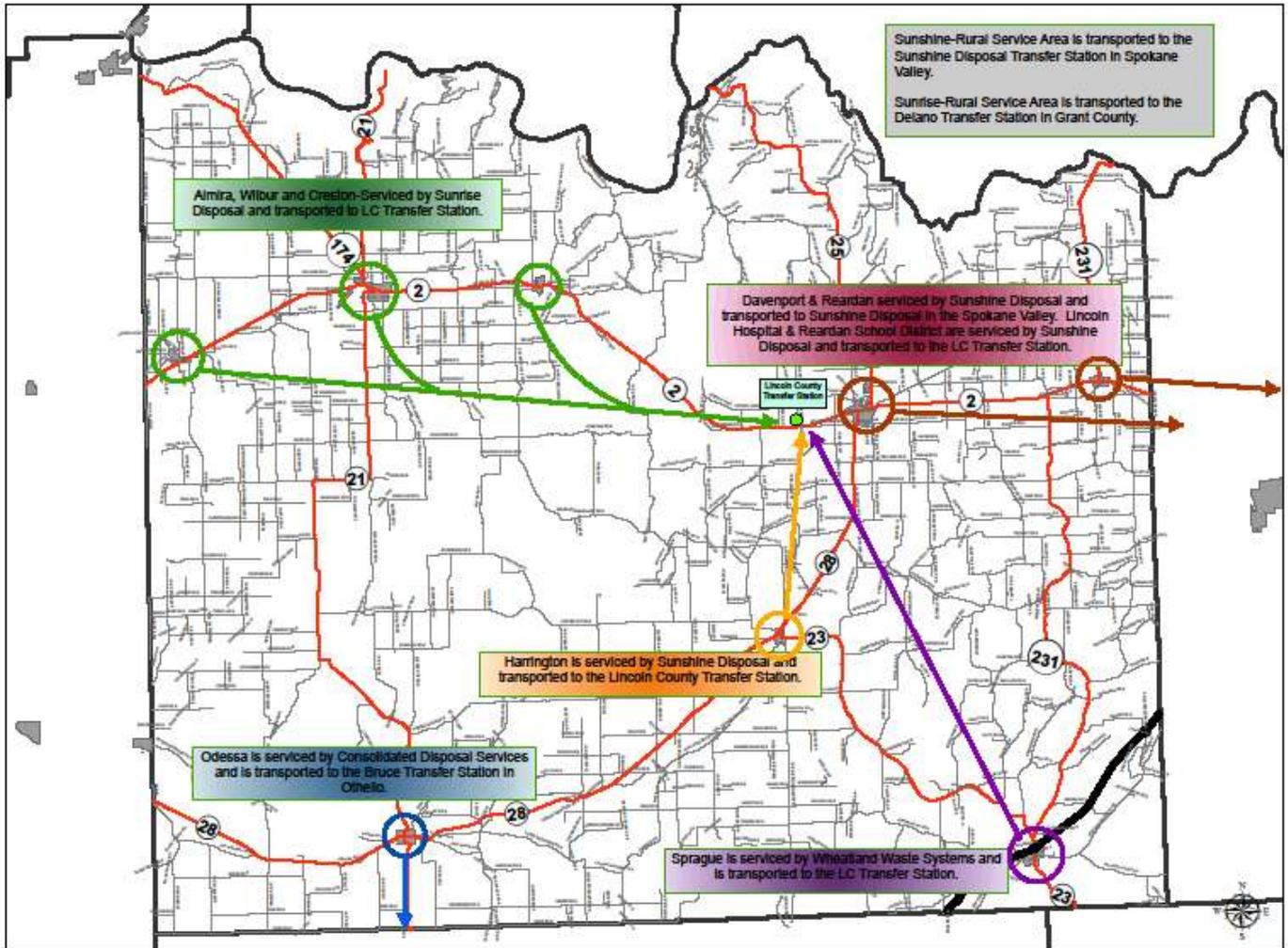
Waste Flows

As discussed in Section 4, waste collection in the county is accomplished by a number of different haulers, either under contract to a town or city or as WUTC licensed franchise. These haulers are subject to change. For example in 2024 Sprague will switch from Wheatland to Sunshine for their hauling service. The haulers in turn dispose of waste at either the County transfer station or transport the waste outside of the county, to other transfer stations, disposal, or processing facilities. A list of the waste origin, haulers and destination of waste is included as the Transfer by Origin table. A diagram of the flow of waste within and outside the county is included on the following map.

Transfer by Origin, Destination

Jurisdiction	Hauler	Transported To
Almira Residential Waste	Sunrise Disposal Inc.	Lincoln County TS
Creston Residential Waste	Sunrise Disposal Inc.	Lincoln County TS
Harrington	Sunshine Disposal Inc.	Lincoln County TS
Odessa	Consolidated Disposal	Bruce TS, Othello
Sprague	Wheatland Waste	Lincoln County TS
Wilbur Residential Waste	Sunrise Disposal Inc.	Lincoln County TS
Reardan	Sunshine Disposal Inc.	WM Wenatchee LF
Davenport	Sunshine Disposal Inc.	WM Wenatchee LF
Rural Lincoln County	Sunshine Disposal Inc.	WM Wenatchee LF
Rural Lincoln County	Sunrise Disposal Inc.	Delano TS, Grand Coulee
Incorporated and Unincorporated Areas	Citizens/Self-Haulers	Lincoln County TS

Waste Flow (August 2020)



5.1.2 Key Issues

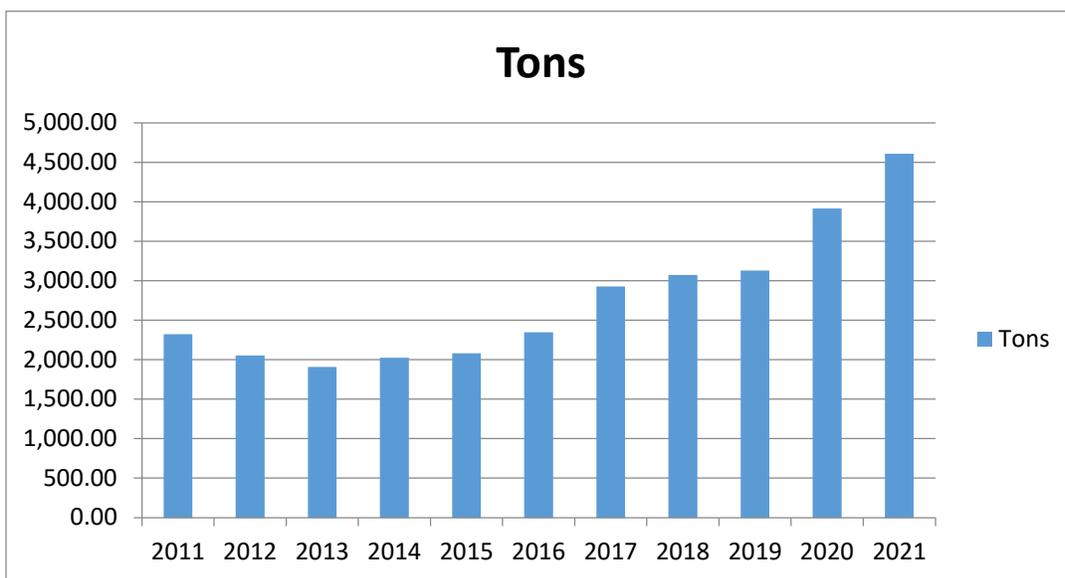
When the County developed the Transfer Station, the cities and towns agreed to utilize the facility for waste transfer. However, by 2001, the majority of waste and recyclables received at the facility was from unincorporated County areas. Most cities and towns contracted for their solid waste to be hauled to facilities outside Lincoln County. In addition, the franchise hauler for unincorporated Lincoln County bypassed the Transfer Station and transported waste to Spokane, Airway Heights, or Ritzville.

As a result of a lack of incoming material, the financial situation of the Transfer Station deteriorated rapidly. The addition of recycling drop-off containers resulted in the support of the recycling program by several cities and towns. The County's effort to continue to offer these services at no cost resulted in budget deficits during the period from 2000 to 2007. This forced the County to use Current Expense Funds to offset the losses experienced by the Solid Waste and Recycling programs.

Presently the waste generated by the towns/cities of Davenport, Reardan, Odessa and the unincorporated portion of the County often may bypass the transfer station and get exported to an out-of-County facility. Five towns/cities are currently fully utilizing the County transfer station: Almira, Creston, Wilbur, Harrington, and Sprague. A program fee is charged by the County to solid waste collection companies that transport waste outside Lincoln County, and to cities and towns that transport waste outside Lincoln County. The 2023 program fee is \$12.09 per ton.

The County will continue to evaluate the transfer station costs and revenues in order to determine the need for changes to the tipping fees and/or other program fees that may be necessary to ensure the facility does not operate at a loss.

While an increase in transfer station usage is desirable from a cash flow standpoint, the original design of the facility functionally remains as it has been since 1997.



As seen in the chart, the tonnage running through the transfer station is nearly doubled in the last 10 years. For example, the tonnage in 2013 was 1905 tons. In 2022 the tonnage was 4775. In 2023, tons exceeded 5000. In practice, the facility is at times approaching functional limits as currently configured.

This presents several permutations going forward. The Twenty Year Projected Needs chart shown in Section 9 lists certain critical facility upgrades oriented toward meeting future demand at the Transfer Station. Population and waste projections are subject to change. Source separation strategies at the local, state, and national level may dramatically impact usage of the transfer station. Decisions by local government and haulers may significantly impact usage as well.

The County will continue to be dynamic in dealing with key transfer issues. Continuing strategies include a blend of: A waste reduction and recycling element; facility and equipment upgrades consistent with meeting functional standards and all laws and regulations relating to air and water pollution, fire prevention, and protection of public health; input from stakeholders and the SWAC.

5.1.3 Solid Waste Goals

Among the goals outlined in the current State of Washington Solid Waste Plan is “Washington residents and businesses generate less waste, as measured per capita.”

In 2013, the tonnage through the transfer station was 1905 tons, and by 2023 (ten years) the tonnage was 5300, an increase of 178%, a number approaching triple the tonnage. This data in no way strictly represents a per capita increase in garbage tonnage, instead it may represent an increase in use of the transfer station from haulers that used to route garbage out of the County, or a representation of increased business activity, as well as a population increase.

These mitigating details aside, it is inarguable that Lincoln County is following the trend in the rest of Washington – per capita waste production is on the rise.

The State plan goes on further to list an action, “Highlight waste generation data, instead of the recycling rate, to promote the need for waste reduction and focus on opportunity materials for reducing waste”

Much of the solid waste infrastructure and solid waste funding of the State and Lincoln County are focused on the disposal of waste, i.e. nasty garbage or poisons, consistent with the number one goal in Section 1.1 of this plan:

“Manage the solid waste system to promote and maintain a high level of health and safety which protects the human and natural environment.”

To meet this goal by far requires the largest percentage of the budgetary expense of “Implementation” in Section 9 of this plan. This includes the costs associated with managing the larger per capita generation of waste in Lincoln County, such as increased collection of garbage and increased use of the transfer station, and even increased per capita creation of low value recyclable materials, such as many plastics, or HHW to be disposed of properly.

Lincoln County must continue to meet the goal to “Manage the solid waste system to promote and maintain a high level of health and safety which protects the human and natural environment” regardless of per capita waste creation. Likewise, successes found in diverting waste through the recycling and organics programs in Lincoln County should be continued.

But an integral part of Lincoln County’s solid waste goals should be to participate in efforts to minimize overall per capita waste. This can help keep costs down and ensure successes of goal one in Section 1.1 regarding ‘health and safety’.

Among the first tools needed to participate in such goals might be the collection of data. Lincoln County has little capabilities in this regard. This might be improved. “Outreach” as detailed in Section 3 might be another tool, but only limited resources are available for the County to push forward with this, and such resources might be better spent at this time to promote ‘health and safety’ (such as proper disposal of HHW). Nor is ‘outreach’ a proven technique to enact what amounts to a culture and lifestyle change in Lincoln County. There is little appetite or capability for Lincoln County to use ordinances or rules to change market behavior, for example to compel construction projects to incorporate reuse or deconstruction as techniques to reduce waste.

And yet still, Lincoln County policy makers should watch for opportunities to substantively reduce per capita waste generated. As a goal of the solid waste program it may make fiscal sense, given the costs associated with increased per capita waste creation. Reduction of per capita waste in Lincoln County also makes sense to meet commitments and goals of policy makers across all levels of government in the larger legislative and funding environment that Lincoln County operates within.

5.2 DISPOSAL

Landfilling is the disposal method whereby solid waste is permanently placed in or on land. Solid waste landfills in the State of Washington are regulated by local health departments and the Department of Ecology through the Criteria for Municipal Solid Waste Landfills Chapter 173-351 WAC. This section will provide information on landfills regulations, landfill goals, local facilities, and an inventory of present capacity.

5.2.1 Landfill Regulations

On October 9, 1991, the EPA promulgated the Solid Waste Disposal Facility Criteria, Final Rule (40 CFR Parts 257 and 258). These standards, issued under authority of the Resource Conservation and Recovery Act (RCRA) of 1976, set forth location restrictions, requirements for facility design and operations, groundwater monitoring, corrective action measures, and landfill closure standards. Under law, Congress has assigned primary responsibility for managing solid waste to state and local governments. States are required to incorporate federal standards into current state waste permitting programs. The most significant costs to implement the new federal standards are associated with design requirements, groundwater monitoring, corrective action, and facility closure/post closure costs.

Ecology responded to the new federal standards in November of 1993 with its revised Criteria for Municipal Solid Waste Landfills (Chapter 173-351 WAC). In general, the standard for municipal solid waste landfills must be at least as strict, in every way, as the federal standards. However, because the federal standards do not establish rules for non-municipal solid waste landfills (i.e., demolition and woodwaste landfills), regulatory requirements for these landfills were developed by the state (173-350).

5.2.2 Existing Conditions

There are no operational landfills in Lincoln County.

The waste generated by Lincoln County is transported to:

- Roosevelt Regional Landfill, Klickitat County
- Graham Road Disposal Facility, Spokane County

As indicated, the majority of waste is taken to one facility: Roosevelt Regional Landfill and some special waste is transported to Graham Road Disposal Facility.

Roosevelt Regional Landfill--

The Roosevelt Regional Landfill is located in a remote area of Klickitat County in South Central Washington. The largest private landfill in the state, Roosevelt covers an area of 2,545-acres, has a 120 million ton capacity, and a more than 40 year expected life span. The landfill is

designed to meet all current solid waste landfill regulations, including the Criteria for Municipal Solid Waste Landfills (WAC 173-351). The landfill is operated by Republic Services and is one of the top ten largest landfills in the nation. It has a gas power plant that generates enough electricity from landfill gas emissions to power 20,000 homes.

Graham Road Limited Purpose Landfill--

The Graham Road Facility is owned and operated by Waste Management of Washington, Inc., and is located in Spokane County. Graham Road is a Limited Purpose Landfill that accepts construction and demolition debris, asbestos, tires, wood, concrete, asphalt, special waste, petroleum-contaminated soils, creosote-contaminated wood, and railroad ties. Graham Road has been in operation since 1991. Waste Management has owned and operated the landfill since 1997.

5.2.3 Key Issues

Given current technology and disposal patterns, landfills are and will remain a necessary and important component of waste management. Source reduction and recycling can divert significant portions of the waste stream, but not all components of the waste stream are recyclable. Therefore, Lincoln County will be required to continue to secure out-of-county disposal capacity.

In the future, the County may consider the use of the Adams County Regional Landfill, the East Wenatchee Landfill, or other landfills as a possible viable alternative for the transport and disposal of waste from the County Transfer Station. The Adams County Regional Landfill opened in 2024, and is owned by Waste Management. It is located 82 miles from the Lincoln County Transfer Station. Logistically it is a far simpler route than the current 250 mile intermodal route to the Roosevelt Regional Landfill, which may be more economical, save resources and eliminate concerns about the dependability of rail service, as well as potentially to allow the County to consider self-hauling from the Transfer Station to the landfill.

The County will evaluate landfill options using criteria of cost, reliability, long term outlook, service, environmental responsibility, and compatibility with County processes.

5.3 OPTIONS

1. Evaluate implementation of a flow control ordinance

The County is authorized by Chapter 36.58 RCW to designate disposal sites for all solid waste collected in the unincorporated areas of the county. The flow control ordinance could be established that requires all solid waste generated and collected in the unincorporated areas of Lincoln County to be disposed of at sites designated by the County. Waste flow control in the incorporated jurisdictions could be established through the Interlocal Agreements. These agreements could state that solid waste collected within the boundaries of each city will be delivered to the County for disposal.

2. Develop satellite Drop Box Site

The County could develop a satellite drop box site, which could be used to consolidate waste prior to transport to other processing or disposal facilities.

3. Grant opportunities for Transfer Station

The County should continue to seek grant opportunities from Ecology and other sources for Transfer Station operations and maintenance. Grant monies could be used for enhancements to the station's equipment, programs, and other aspects of the facility.

4. Evaluate disposal alternatives

Investigate and evaluate alternative disposal methods for waste, or for portions of the waste stream, including alternative transportation modes, destination landfills, or landfill alternatives, compaction or segregation, incineration, local landfilling, or new technology.



Section 6

Miscellaneous Waste

6 MISCELLANEOUS WASTE

This section includes discussions of various waste types generated in Lincoln County that are categorized, processed, handled, or otherwise addressed separately or differently than the wastes that are addressed in the other sections of this plan. Waste types examined in this section include: construction and demolition debris, agricultural waste; asbestos; biomedical waste; petroleum contaminated soils; electronics; roadside litter; and tires. Each strategy for the management and handling of these miscellaneous waste types is designed to be consistent with policies and programs for other waste types, as well as with the general solid waste management goals expressed in this Plan. The analysis of each miscellaneous waste type includes a description of existing practices, key issues, alternative management approaches, and recommendations.

Management goals for these waste types are similar to those for other waste materials:

- Satisfy state priorities for waste management.
- Provide for efficient collection and transfer of waste materials.
- Continue public outreach and education efforts regarding waste reduction, reuse, recycling and disposal.

6.1 SPECIAL WASTE

Under the Washington State Dangerous Waste Regulations (WAC 173-303-073), certain hazardous wastes may be classified as “special wastes” if they pose a relatively low risk to human health and the environment. These special wastes are exempt from some of the provisions of the Dangerous Waste Regulations and may be handled with a level of protection that is intermediate between regulated hazardous waste and nonhazardous waste. Under certain conditions, these special wastes may be handled through municipal solid waste transfer stations and landfills.

To qualify as “special waste” under the Dangerous Waste Regulations, the waste must be in a solid form only and must not be regulated by the EPA as a hazardous waste. Certain corrosive or low-toxicity wastes (for instance, ash from operations involving wood burning) may qualify as special wastes. Special wastes are typically not accepted at municipal solid waste facilities. For example, when landfilled, asbestos requires special permitting provisions.

Under Washington State law, any generator wishing to manage hazardous wastes as special wastes should consult with the Washington State Department of Ecology (Ecology) and, as appropriate, solicit the services of qualified waste management contractors for handling and managing the wastes. Hazardous wastes are not accepted at municipal solid waste facilities unless they are household hazardous waste or from small waste generators, and in those cases, the waste is collected at the County Transfer Station in Davenport.

6.2 CONSTRUCTION AND DEMOLITION DEBRIS

Construction and demolition (C&D) debris consists of the materials generated during the construction, renovation, and demolition of buildings, roads, and bridges. The primary difference between demolition and inert waste is that demolition waste is considered susceptible to decomposition, whereas inert waste is considered resistant to decomposition. This waste stream often contains:

- Concrete.
- Wood (from buildings).
- Asphalt (from roads and roofing shingles).
- Gypsum (the main component of drywall).
- Metals.
- Bricks.
- Glass.
- Plastics.
- Salvaged building components (doors, windows, and plumbing fixtures).
- Trees, stumps, earth, and rock from clearing sites.

That is why the new regulations WAC 173-350 require liners and leachate collection systems for Limited Purpose Landfills that dispose of CDL (Construction, Demolition and Land clearing waste), while liners and leachate collection is not required of inert landfills.

Under WAC 173-350-400, Limited Purpose Landfills include, but are not limited to, landfills that receive segregated industrial solid waste, construction, demolition and landclearing debris, wood waste, ash (other than special incinerator ash), and dredged material. Limited Purpose Landfills do not include Inert Waste Landfills, Municipal Solid Waste (MSW) landfills regulated under WAC 173-351, landfills disposing of special incinerator ash regulated under WAC 173-306, landfills regulated under 173-303 WAC (Dangerous Waste Regulations), or chemical waste landfills regulated under Title 40 CFR Part 761 (see Exhibit 11-1 for a listing of waste material types that are acceptable for disposal at Limited Purpose Landfills based on their definitions).

Inert Waste Landfills are landfills that receive only inert wastes regulated under WAC 173-350-410 (solid wastes that meet the criteria for inert waste in WAC 173-350-990). Refer to the CDL Waste table for a listing of waste material types that are acceptable for disposal at Inert Landfills based on their definitions.

It is important to note that in accordance with RCW 70A.205.265, facilities with a total capacity of 250 cubic yards or less of inert wastes are categorically exempt from solid waste handling permitting and other requirements of this section, provided that the inert waste landfill is operated in compliance with the performance standards of WAC 173-350-040 (Washington State Legislature, 2006).

In general, various types of materials come from CDL activities and those different types of materials are managed and regulated differently. The following table lists the types of waste, their definition and the regulations that apply to each type of waste).

CDL Waste Definitions

Type of Waste	Washington Administrative Code Definition
Demolition/Construction Disposed in Limited Purpose Landfills per WAC 173- 350-400	Washington State Regulations define demolition waste as “consisting of, but not limited to, concrete, brick, bituminous concrete, wood and masonry, composition roofing and roofing paper, steel, and minor amounts of other metal like copper. Plaster (i.e., sheetrock or plaster board) or any other material other than wood, that is likely to produce gases or a leachate during the decomposition process and asbestos wastes are not considered to be demolition waste.”
Inert Disposed in Inert Landfills per WAC 173-350-410	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.
Municipal Solid Waste Disposed as municipal solid waste per WAC 173-351	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.
Hazardous Disposed in hazardous waste facilities per WAC 173-303	All dangerous and extremely hazardous waste, including substances composed of both radioactive and hazardous components.
Wood (Landclearing) Disposed in Limited Purpose Landfills per WAC 173- 350-400	Solid waste consisting of wood pieces or particles generated as a by-product 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.

State law prohibits the open or unregulated burning of “treated wood, metal, and construction debris,” among other things. Lincoln County is not fully planning under the WA State Growth

Management Act, therefore is not subject to the new burning rules that impact urban growth areas associated with incorporated communities.

“Outdoor Burning” means the combustion of material of any type in an open fire or in an outdoor container without providing for the control of combustion or the control of emissions from the combustion. In Lincoln County, “outdoor burning” means all types of outdoor burning, EXCEPT agricultural burning and silvicultural/forest practices burning, which is regulated pursuant to the Washington Clean Air Act, Chapter 70A.15 RCW and WAC173-425.

“Residential Burning” means the outdoor burning of leaves, clippings, prunings and other yard and gardening natural refuse originating on lands immediately adjacent and in close proximity to a human dwelling and burned on such lands by the property owner or his or her designee. Burning a pile not over 4ft. x 4ft. x 3 ft. is allowed, unless prohibited by Lincoln County Fire Districts and/or Washington State during times of high fire danger and/or an air pollution episode.

6.2.1 Existing Conditions

A 2020-2021 Washington Statewide Waste Characterization Study for the State of Washington Department of Ecology concluded that 9.8% of Eastern Washington Waste Generation Area garbage consisted of wood debris, and 11.3% consisted of construction materials. Statewide, the construction and demolition debris amounted to 18.5% of the total waste stream. For Lincoln County, it can be inferred that, in 2022, the total C&D waste sent to the Roosevelt landfill via the Lincoln County Transfer Station approached 1000 tons.

There are limited recycling and reuse opportunities for C&D waste in Lincoln County. It is estimated the majority of C&D materials are delivered to the County Transfer Station, where the materials are reused, recycled, or disposed of. The Transfer Station receives and recycles approximately 500 tons of scrap metal per year, a portion of this which may be considered as C&D waste. A small percentage of C & D waste is wood clean enough to be put into the transfer station organics bin when segregated by the hauler.

The Graham Road Limited Purpose Landfill, located in Spokane County, is owned and operated by Waste Management of Washington, Inc. Graham Road accepts construction and demolition debris, including wood, concrete, asphalt, creosote-contaminated wood, and railroad ties. Annually, around 10 tons of waste from the county is disposed at the Graham Road facility, according to Dept of Ecology records, including 9.28 tons in 2021, most of which was likely C&D and Asbestos Containing Material.

6.2.2 Key Issues

C&D waste consists largely of common materials, such as wood, asphalt, concrete, rock, gypsum, and various metals, that have multiple potential uses. Many of these materials are cost-effectively recovered, processed, and used as raw materials for new (or renewed) end uses. Concrete and asphalt pavement can be crushed and used as base material for new construction or as aggregate in new asphalt. Wood waste can be processed and sold for landscaping mulch or used to produce new wood products. It is often used for hog fuel for steam-generated electricity. Gypsum from wallboard can be ground and used to manufacture new wallboard, and fertilizer.

Architecturally valuable timbers, hardware, doors and windows can be salvaged and reused with minimal or no processing. When recovered, these materials are not regulated as disposed waste. Such activities reduce pressure on waste disposal facilities, reduce dependence on “virgin” raw materials, and decrease energy use. In addition, the economic value of this market activity is enormous. C&D materials are now recognized as having significant potential to contribute to recycling goals and reduce waste overall.

6.3 AGRICULTURAL WASTES

Agricultural wastes are by-products of farming and ranching that include crop harvesting waste and manure.

6.3.1 Existing Conditions

As presented in the economics discussion in Section 1, agriculture is the number one industry in the county, and nearly 55 percent of the land area is used for farms. Second only to Whitman County, Lincoln County grows the most wheat in Washington state. Annual wheat production can be over 25 million bushels. Livestock production is also an important component of Lincoln County agriculture. A meat packing plant in Odessa has added an additional component to the agriculture industry.

Much agricultural waste consists of primarily crop residues and manure. The primary means of handling these wastes generated by agriculture has been demonstrated to be through beneficial use, such as replenishment of soil nutrients. This is done using accepted farm practices and the material is used on site.

Lincoln County Transfer Station has been utilized consistently in the last several years for the disposal of animal-by-products by local meat producers, both commercial and non-business. The Transfer Station in 2023 received between 500 and 1000 tons of animal by products. Much of this material could end up being composted as State mandates regarding organics and subsequent promotion of the composting industry provide additional choices for local producers.

Due to the apple maggot quarantine, yard waste and green material are not accepted at the transfer station when originating in the quarantine area, including Harrington and Sprague. This would include any ag waste material from the quarantine area such as hay bales, or fruit.

Barr Tech composting facility does accept wastes generated from agriculture, including blood from the meat packing plant in Odessa.

6.3.2 Key Issues

The main producer of offal in Lincoln County has switched from using the transfer station to sending their waste material to a compost facility out of the County.

There is a good deal of plastic and cardboard generated from pesticide applications. Cardboard is often recycled by agriculture companies who self-haul it to the collection points offered by

Lincoln County. The plastic pesticide jugs may contain too many residues to recycle and often end up being garbage.

Agriculture waste is often generated by smaller farms or homesteads, and this is brought into the transfer station as garbage. There is no data specific to Lincoln County to characterize the amount of this waste. It may be possible to encourage source separation of some of these materials for composting. Many such materials may be difficult to keep clean of plastics, chemicals, or may not be compostable with currently available facilities.

6.4 TIRES

The term “tires” refers to tires from automobiles, trucks, tractors, or any other use. They are formed from rubber and usually reinforced with cords of nylon, fiberglass, or steel. Tires do not include the metal wheel to which they are usually fastened.

Refuse tires are an inevitable by-product of normal vehicle use. A tire becomes refuse when it wears out and is not retreaded or used in some other way. With its useful life over, it must be stored (temporarily) or disposed of. Tire dealerships remove most old tires in the process of selling new ones. Individuals may also accumulate old tires. When vehicles are junked, the tires on the vehicle, spares, and snow tires may be stored by the owner or wrecking yard.

6.4.1 Existing Conditions

The Transfer Station accepts auto tires for a fee. The fees are on the fee schedule displayed on the County website. In recent years, the Department of Ecology has sponsored ‘free tire events’ held at the transfer station site regularly collecting up to 4000 tires per event. Most large tire retailers contract with a tire collector for transport away from the site and eventual disposal/recycling. The majority of these tires are transported out of the county or state. No data regarding this retail recycle rate has been available. The County pays to have tires disposed of and/or transported away by companies that specialize in this, and tires ultimately may be recycled, recycled as energy, or landfilled.

6.4.2 Key Issues

The illegal disposal of tires represents a significant impact to public health and safety and the environment. At present, tire disposal does not appear to be a significant problem, although beneficial uses are still scarce in Eastern Washington. Tires will continue to be accepted at the Transfer Station for offsite disposal at a permitted facility. All tires generated within the County should be transported for disposal at a licensed, permitted disposal site, or for reuse or recycling at a fully licensed, permitted processing facility.

Scrap tires can be used in a number of productive and environmentally safe applications. The three most common uses are:

- **Civil Engineering Applications:** Scrap tire material replaces some other material currently used in construction, such as lightweight fill materials that include expanded shale or polystyrene insulation blocks, drainage aggregate, or even soil or clean fill. Some of the applications include: sub grade fill and embankments, backfill for wall and bridge abutments, sub grade insulation for roads, and septic system drain fields.
- **Ground Rubber Applications:** Tires are processed to a small particle size and the finished product, crumb rubber, can be used in a variety of applications, from loose fill (e.g., playground cover) to molded products to rubberized asphalt.
- **Tire Derived Fuel:** Scrap tires are used as fuel because of their high heating value. Using scrap tires is not recycling, but is considered a beneficial use. Typical tire derived fuel users include the cement industry, the pulp and paper industry, electric utilities, and certain industrial boilers.

General statutory nuisance regulations and the Solid Waste Handling Standards (Chapter 173-350 WAC) provide standards for the regulation and storage of tires. The state requirements call for tires to be stacked in piles a maximum of 10 feet high, with each pile having a maximum area of 5,000 square feet. A clear space of 40 feet between piles allows fire truck access. There is also a requirement that the pile be fenced to prevent indiscriminate dumping and vandalism.

The Solid Waste Management and Reduction and Recycling Act (RCW 70A.205.400, et seq.) addresses the storage and handling of tires. The law requires haulers (more than five tires) to obtain a license and post a bond, and storage pile owners (800 or more tires) to obtain a solid waste handling permit and obtain a financial assurance mechanism for closure of the site. Penalties for unlicensed haulers and site owners are a misdemeanor charge with a maximum one-year in jail and a \$5,000 fine.

6.5 BIOMEDICAL WASTES

Medical treatment and research facilities generate a wide range of special wastes that require handling and disposal. Because of the variety of waste streams, several different regulatory agencies at the local, regional, state, and federal level have regulations pertaining to best management practices, and apply their own definitions to waste types. For the purpose of this Plan, biomedical waste means, and is limited to the following types of waste in accordance with RCW 70A.228.010:

- **Animal Waste:** Waste animal carcasses, body parts, and bedding of animals that are known to be infected with or that have been inoculated with, human pathogenic microorganisms infectious to humans.
- **Biosafety Level 4 Disease Waste:** Waste contaminated with blood, excretions, exudates, or secretions from humans or animals which are isolated to protect others from highly communicable infectious diseases that are identified as pathogenic organisms assigned to biosafety Level 4 by the Centers of Disease Control, National Institute of Health, Biosafety in Microbiological and Biomedical Laboratories, current edition.

- Cultures and Stocks: Wastes infectious to humans, includes specimen cultures, cultures and stocks of etiologic agents, wastes from production of biologicals and serums, discarded live and attenuated vaccines, and laboratory waste that has come into contact with cultures and stocks of etiologic agents or blood specimens. Such waste includes but is not limited to culture dishes, blood specimen tubes, and devices used to transfer, inoculate, and mix cultures.
- Human Blood and Blood Products: Discarded waste human blood and blood components, and materials containing free-flowing blood and blood products.
- Pathological Waste: Waste human source biopsy materials, tissues, and anatomical parts that emanate from surgery, obstetrical procedures, and autopsy. “Pathological waste” does not include teeth, human corpses, remains, and anatomical parts that are intended for interment or cremation.
- Sharps Waste: All hypodermic needles, syringes with needles attached, IV tubing with needles attached, scalpel blades, and lancets that have been removed from the original sterile package.

The handling, transport, treatment, and disposal of infectious waste are regulated in some fashion by the following entities:

- US Environmental Protection Agency.
- Washington Department of Ecology.
- Washington Department of Health.
- Washington Department of Transportation.
- Washington Utilities and Transportation Commission (WUTC).
- Lincoln Health District.
- National Hospital Certification Association.

Under the Medical Waste Tracking Act of 1988 (MWTAA), the EPA gives states the responsibility of permitting infectious waste treatment technologies. Treatment technologies must be consistent with the requirements of Title V of the Federal Clean Air Amendments.

Washington State agencies most directly involved in this process are Ecology, the Department of Health, and the WUTC. Ecology administers permits for the following biomedical wastes treatment alternatives:

- Incineration.
- Autoclaving.
- Chemical disinfection.
- Microwaving.
- Macrowaving (for off-site treatment only).

- Gas vapor and irradiation sterilization.

6.5.1 Existing Conditions

Stericycle, has a certificate granted by the WUTC (certificate G-244) to collect biomedical throughout the state. The collection service is provided on an on-call and regular basis. Another company, Trilogy MedWaste also does business in Washington collecting biomedical waste (certificate G-069597)

6.5.2 Key Issues

While medical and disposal facilities and emergency responders are informed about proper management of biomedical wastes, residential household generators may not be informed about proper management for sharps or pharmaceuticals. Pharmaceutical wastes present both wastewater and solid waste management issues. Often, residents flush unwanted pharmaceuticals down toilets or pour them down drains, leading to potential contamination of surface waters, ground waters, and biosolids. Proper disposal is also an issue for solid waste collection workers who must handle the waste.

Furthermore, a large-scale pandemic could create unsafe conditions, should infectious diseases cause widespread death among the population. In an emergency situation, response for human pandemic diseases is organized under existing federal, state, and local health district policies.

Large-scale need for diseased animal disposal is handled through policies from the United States Department of Agriculture; Washington State Department of Agriculture, Department of Fish and Wildlife, Department of Ecology; and in coordination with the Lincoln Health District. Policies and procedures depend on the type of disease, its presentation, and consensus between agencies and facility operators to determine adequate final disposition at any given incident.

6.6 PETROLEUM-CONTAMINATED SOILS

Petroleum-contaminated soils (PCS) are soils that have been contaminated by a petroleum product through leaks from petroleum product storage tanks or spills. Some PCS can be contaminated with lead, benzene, solvents, and PCBs and therefore may be considered hazardous. This section discusses only non-hazardous PCS.

PCS requires clean up when hydrocarbon contamination levels exceed those specified in Ecology's Model Toxics Control Act Cleanup Regulation (MTCA) (WAC 173-340). Under the MTCA, there are separate cleanup levels for industrial versus non-industrial zoned land along with maximum allowable levels for each individual constituent. PCS below MTCA cleanup levels can be treated in-situ, in place, or excavated and treated onsite or at an approved treatment facility.

6.6.1 Existing Conditions

PCS generated in Lincoln County may be disposed of in several ways. One option is for the generator to remediate and dispose of the soil on site. Another option is to haul the PCS to the Graham Road facility in Spokane or to the Roosevelt Landfill in Klickitat County. The amount

of PCS disposed annually varies widely, primarily dependent on the number of projects that include remediation of sites such as gasoline stations.

6.6.2 Key Issues

Proper disposal of PCS is largely the responsibility of the generator. Generators have several options, including treating their soils onsite, disposing of them at a regional treatment center, or disposing of them at a permitted landfill. The generator must select a method approved by Ecology and will use cost to make the final selection of disposal method. Generators with PCS designated as dangerous wastes must find other methods of appropriately disposing of their wastes that complies with all local, state, and federal regulations.

Volumes of PCS that are generated and require disposal are highly variable and dependent on the number and size of remedial activities taking place. However, most efforts to remove and upgrade aging gasoline or fuel tanks have been accomplished and volumes of PCS originating from these activities are expected to decrease. Present disposal options for PCS appear to be adequate.

6.7 ASBESTOS

Asbestos waste is any waste that contains more than 1% asbestos by weight (40 CFR Part 763, Appendix A, Subpart F). A Waste Shipment Record that meets EPA guidelines must accompany all asbestos-containing waste. In a November 1990 amendment, the National Emission Standards for Hazardous Air Pollutants (NESHAP) established record-keeping and operational requirements for disposal facilities accepting asbestos waste.

Asbestos containing materials (ACM) can only be disposed of in approved waste disposal sites and must be sealed in leak-tight containers while wet, or put into leak-tight wrappings. Labels are required on all ACM containers and must contain name and location of generation. Transport vehicles must be marked and accompanied by a waste shipment record to be provided to the disposal site owner or operator upon receipt. Asbestos contractors are licensed by the Washington State Department of Labor and Industries.

6.7.1 Existing Conditions

Municipal solid waste landfills can accept non-friable asbestos wastes if acceptance and disposal procedures are in compliance with federal, state, and local regulations. The Graham Road facility accepts ACM s (non-friable asbestos). Typically, less than 10 tons per year of asbestos is disposed at the facility from Lincoln County. Asbestos waste generators can also haul their waste to either the Columbia Ridge Landfill (Oregon) or the Roosevelt Regional Landfill (located in Klickitat County) for disposal. Both sites have approved programs for asbestos waste disposal.

6.7.2 Key Issues

Asbestos containing materials can be disposed of in solid waste landfills if they are encapsulated, packaged, and covered for disposal in accordance with the local, state, and federal asbestos regulations described previously. Acceptance of asbestos at a landfill facility requires special

handling of the material, additional paper work, and additional training of personnel. These requirements increase asbestos waste disposal costs. The Graham Road Limited Purpose landfill is the only local facility that can accept non-friable ACM for disposal.

6.8 ELECTRONIC WASTE

Electronic waste refers to discarded computers, monitors, printers, fax machines, cell phones, electronic cables, and other electronic products. In 2006, the Washington State Legislature passed WAC 173-900, which established the Washington State Electronics Product Recycling Law. The law requires manufacturers of electronic products sold in Washington State to finance and implement electronics collection, transportation, and recycling programs in Washington State no later than January 1, 2009. This program is available to households, small governments, small businesses, and charities. The Department of Ecology oversees this program. Electronic products that are covered in the legislation include cathode ray tube (CRT) and flat panel computer monitors having a viewable area greater than 4 inches when measured diagonally, desktop computers, laptops, and portable computers.

6.8.1 Existing Conditions

Beginning January 2, 2009, the County became a registered collection site under the State's E-Cycle program. The E-Cycle program offers free, convenient, and environmentally responsible recycling program for computers, monitors, laptops, and televisions. Households, small businesses, schools & school districts, small governments, special purpose districts, and charities can recycle electronic products free of charge in this program. The County is contracting with Washington Materials Management and Financing Authority for the recycling of the waste. In 2023 the County program tallied 255 customers and 22805 lbs. of recycled electronics.

The electronic equipment this program collects is taken apart and separated into materials such as glass, plastic, metal, and toxic chemicals.

6.8.2 Key Issues

Many electronics, especially TVs and computers, contain toxic materials such as lead, cadmium, and mercury. Reusing and recycling electronics keeps these toxic materials out of our landfills and incinerators and also recovers valuable resources.

While end-of-life electronics currently comprise only a small amount of the municipal waste stream, that percentage is expected to grow dramatically in the next few years. The average life span of a personal computer is currently about 2 to 3 years. Electronics that break often are not repaired due to the relatively low price of replacement equipment. When the equipment breaks or becomes obsolete, it is commonly discarded. Many state and local government agencies are concerned about how to ensure proper management of older electronic equipment.

Before recycling, consumers should consider reuse of electronics. If a computer or TV is working and in good condition, someone else may be able to use it, there are several ways to pass on electronic items for reuse:

- Contact charities or non-profits to see if they would be able to use or resell your computer or TV.
- Call local solid waste or public works office to find out what options are available in your community for donating or reuse.
- Sell the item through local classifieds or use an online website.

6.9 ROADSIDE LITTER

According to the Dept. of Ecology: “Our research shows that 75% of Washingtonians don't litter, but the actions of those who do result in expensive cleanups, dangerous road conditions, loss of community pride and tourism, and big environmental impacts.”

The solid waste department in Lincoln County participates in a Dept. of Ecology Community Litter Cleanup Program grant. The execution of the program has been to hire a summer youth crew, age 14-18, to clean the roadsides, public areas, and illegal dump locations throughout Lincoln County. Other possibilities within the current purview of the program include organizing volunteers in the community to work with the crew, or in addition to the crew. The Lincoln County road department regularly picks up illegal dumps and dangerous roadside garbage. A number of unorganized citizens do this work as well, sometimes with the assistance of the Lincoln County Solid Waste program.

In 2023, the CLCR crew cleanup totals were 179 miles of road cleaned, 4 acres cleaned, 14 illegal dumps cleaned, 16358 lbs of litter collected.

Additionally, there has been a particular focus on enforcement and outreach for violations of covered load standards. According to the Dept of Ecology: “Unsecured loads cause over 300 crashes in Washington every year and cause up to 40% of roadside litter.” More outreach could be done in this area by the Lincoln County solid waste department, as the Transfer Station is a focal point for hauling.



Section 7

Moderate Risk Waste/ Local Hazardous Waste Management Plan



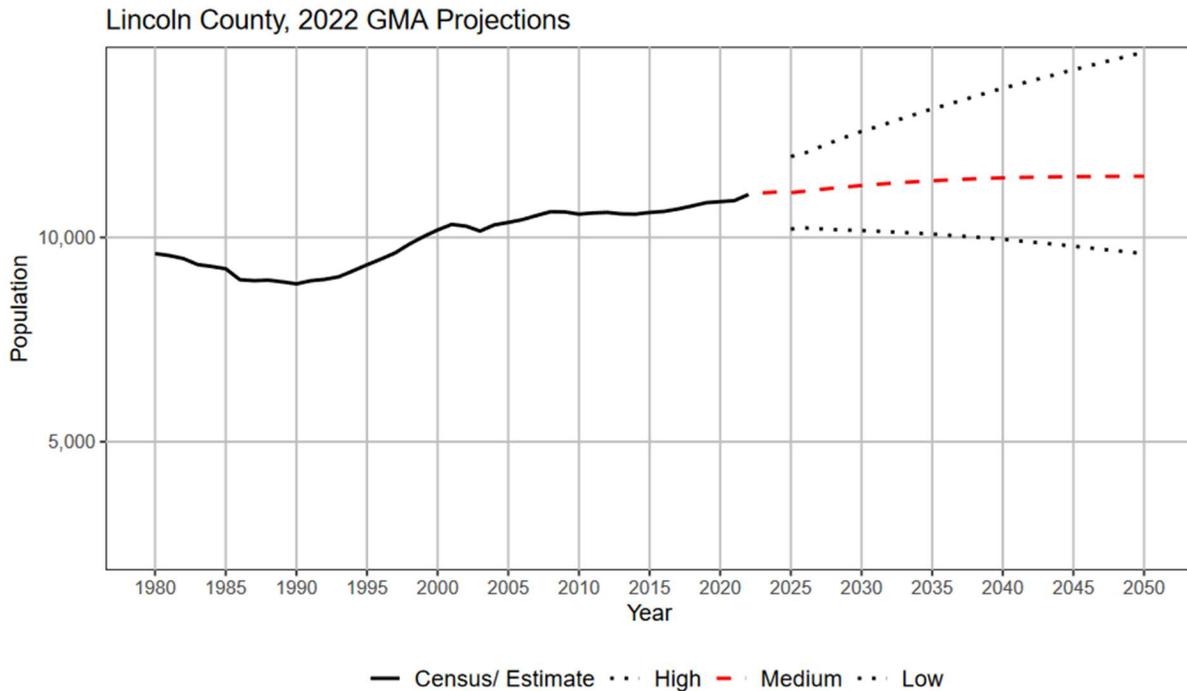
7 MODERATE RISK WASTE/LOCAL HAZARDOUS WASTE MANAGEMENT PLAN

7.1 INTRODUCTION/BACKGROUND

This section constitutes an update of the 2010 Moderate Risk Waste/Local Hazardous Waste Management Plan for Lincoln County. Previously, Lincoln County had a combined plan with Adams and Grant County. That plan was prepared in 1991. The 2010 Plan was for Lincoln County only.

The purpose of this plan is to establish the goals and objectives for the safe handling and management of moderate risk waste, household hazardous waste and small quantity generator waste generated in the County. The document will direct and guide the management of these wastes over a twenty-year planning period, beginning in 2024. The recommendations included in this Plan are based on existing conditions and forecasts of future conditions in the county.

This Plan includes the geographic area of Lincoln County, including both the incorporated and unincorporated areas. The lead agency in its development is the Lincoln County Department of Public Works. The County population resides in small cities and towns interspersed across the county. The population distribution across the county averages 4.6 people per square mile, with slightly more residents living in the incorporated cities/towns of the county (55%) as compared to the unincorporated area (45%) In 2022, the Census estimated total County population was 11601 people. Population growth from 2020 to 2022 is listed by the Census at 6.6% percent. Estimates prepared by the Washington State Office of Financial Management have generated the following chart.





Nearly 55 percent of the county land use is in farms, with approximately 500,000 acres of that harvested yearly (primarily wheat). Rangeland makes up 31 percent of the total land area, open range is approximately 6 percent and woodland makes up 2 percent. Urban and built-up areas, waters, and public lands (except croplands) make up the remaining 6 percent of the county's land use.

The Plan was prepared with input from the Solid Waste Advisory Committee (SWAC) during the 2024 Solid Waste Management Plan update process.

7.2 CURRENT CONDITIONS

The County Transfer Station has a facility for the collection of MRW. The types of MRW materials accepted at the facility in 2023 includes: acids, batteries, flammable liquids, oxidizers, paint, pesticides, used motor oil, unknowns, and antifreeze. In 2023, the facility accepted 20801 pounds of used motor oil, all of this was converted into usable energy. The County provides an MRW swap operation, where residents can both drop-off and take MRW for reuse.

With respect to businesses generating hazardous wastes, the County has relied primarily on educational efforts and some collection efforts. The County also uses a load inspection program at the transfer station to identify wastes that have been sent to County facilities for disposal, which should be managed through other appropriate means.

The County utilizes flyers/handouts available from Ecology and the Washington Toxics Coalition to distribute information to residents and businesses on MRW generation and disposal, including the following:

- Dept. of Ecology publication #'s 09-04-011, 90-BR11, 90-BR9 and 08-04-011
- Washington Toxics Coalition (Alternatives to safer cleaning products)

7.3 LEGAL AUTHORITY FOR PROGRAM

Local governments are required by the Washington State Hazardous Waste Management Act (HWMA, Chapter 70A.300.005 RCW) to address moderate risk waste management in their jurisdictions. Moderate risk wastes are hazardous wastes produced by households, and by businesses and institutions in small quantities. Commercial and institutional generators of hazardous waste are conditionally exempt from full regulation under the HWMA, provided that they do not produce or accumulate hazardous waste above specified quantities defined by Ecology (quantity exclusion limits). These "small quantity generators" produce hazardous wastes in quantities that do not exceed State regulatory limits.

Businesses or institutions producing or accumulating hazardous waste above the quantity exclusion limits are required to meet a stringent set of regulations when storing, handling, and disposing of their hazardous wastes. In addition, these fully regulated hazardous waste generators must comply with extensive waste tracking and reporting requirements. Small-



quantity generators must meet certain requirements for identifying and managing their hazardous wastes, but are exempt from portions of the waste tracking and reporting requirements.

Generator Categories Based on Quantity of Waste Generated in a Calendar Month

Quantity of dangerous waste with a QEL of 2.2 pounds generated in a calendar month	Quantity of dangerous waste with a QEL of 220 pounds generated in a calendar month	Quantity of residue or contaminated soil, water or other debris from a cleanup of a spill, into or on any land or water of any dangerous waste with a QEL of 2.2 pounds generated in a calendar month	Generator category
> 2.2 pounds	Any amount	Any amount	Large quantity generator.
Any amount	≥ 2,200 pounds	Any amount	Large quantity generator.
Any amount	Any amount	> 220 pounds	Large quantity generator.
≤ 2.2 pounds	> 220 pounds and < 2,200 pounds	≤ 220 pounds	Medium quantity generator.
≤ 2.2 pounds	≤ 220 pounds	≤ 220 pounds	Small quantity generator.

Rules for used oil management are outlined in RCW 70A.224.020 and RCW70A.224.030, including practices used at the Transfer Station for PCB testing of oil and other used oil management procedures.

The Beyond Waste Plan, published in 2004, establishes five initiatives as starting points for reducing wastes and toxic substances in Washington. Initiative #2 is Reducing Small-Volume hazardous materials and wastes. The goal of this initiative “...is to accelerate progress toward eliminating the risks associated with products containing hazardous substances.” Specifically, the initiative encompasses products and substances commonly used in households and in relative small quantities by businesses.

In 2009, Ecology updated the MRW Planning Guidelines, and in 2010, Ecology updated the Guidelines for the Preparation of Solid Waste management Plans. Included in the new guidelines are new requirements for a combined Solid Waste and MRW Plan. This section has been prepared to meet the requirements for a combined Solid Waste and MRW Plan.



7.4 FINANCING

Lincoln County’s MRW program is funded from a number of sources, including revenue from the recycling of some materials, and grant funding. Costs for the program include labor and operations as well as proper transportation and disposal. Costs exceed funding. The County continues to attempt to identify additional revenue sources to offset the costs of the program, including grants from Ecology and the US Environmental Protection Agency, as well as program fees.

7.5 GOVERNANCE

The legal authority for decisions regarding the implementation of the MRW plan is the responsibility of the Lincoln County Department of Public Works

7.6 PROGRAM PHILOSOPHY

The following are the goals and objectives of the Lincoln County MRW program:

- Protect public health and safety, and minimize damage to the environment and protect property from the adverse effects of improper handling and disposal of MRW
- Develop a public awareness of and responsibility for MRW management and proper disposal techniques.
- Manage MRW in the order of priority: waste reduction, reuse, recycling, treatment, and proper disposal of residuals

The County’s vision is to reduce the generation of MRW, and to eliminate the improper disposal of MRW. Through education and outreach, the County envisions a change in behavior and habits that will accomplish these goals and objectives.

7.7 PROGRAM SERVICES

The County is performing and considering several service options for household hazardous waste collection, public education, and business technical assistance, as described below:

7.7.1 Collection

When feasible, the County does hold mobile collection events in areas of the County not geographically served by the Transfer Station. The Towns in Lincoln County have also provided clean up events with waste collection services including transport of HHW to the Transfer Station MRW facility. Demand vs cost is an issue which determines the success of these efforts.



7.7.2 Public Education

The existing household hazardous waste outreach efforts will be continued, including distribution of flyers to households, businesses, at County facilities, and on the County website. These efforts will be continued on an ongoing basis to reach new residents.

7.7.3 Business Technical Assistance

The County could provide free technical assistance to businesses wanting to learn how to reduce and manage hazardous waste. The Department of Ecology has a program called Pollution Prevention Assistance.

Currently, Ecology’s Pollution Prevention Assistance (PPA) partnership includes counties and cities along Puget Sound and the Salish Sea basin, Clark County, and Spokane County. Ecology, PPA partners, and other municipal organizations interested in joining the partnership have expressed support for expanding these opportunities to more counties and health districts—especially in urban centers east of the Cascades, where a large number of SQGs and lower income populations are located.

Ecology partners with local city and county organizations to provide pollution prevention assistance (PPA) to businesses and organizations in their community.

PPA specialists offer free, hands-on assistance specifically to businesses that qualify as small quantity generators (SQGs). PPA specialists can help small businesses stay on top of regulatory changes, protect employee health, and stop pollution at its source.

The County could explore ways to see that this program becomes available in Lincoln County.

7.8 PROCESS FOR UPDATING IMPLEMENTATION PLAN

The County and SWAC will review the MRW Plan on a regular basis to identify any necessary changes to the goals, objectives, and implementation plan. Changes may be deemed necessary due to changes in State law, conditions in the County, budgets, and/or other issues. If changes are identified, the County and SWAC will work together to develop the changes, for review and approval by the County and local jurisdictions.

7.9 IMPLEMENTATION PLAN

The following constitutes the Implementation Plan for the Lincoln County MRW/LHWMP.

7.9.1 Household Collection

Transfer Station Drop-off Program/Used Oil Program.

The County will continue the existing drop-off/exchange program at the Transfer Station. The facility accepts a variety of materials, including Acids, Batteries, Electronic Wastes, Flammable Liquids, Oxidizers, Paint (oil based), Pesticides, and used motor oil.



Use mobile Collection Centers to Target Rural Areas

Expanded collection capabilities and increased collection events may help extend opportunities for proper disposal to more residents. In addition to permanent collection facilities, many communities use mobile facilities that travel to areas where residents do not have easy access to permanent facilities. Residents can bring their household hazardous waste to the mobile facility when it is in their community. Often communities will place a limit on the amount of waste that may be brought in by an individual, usually 5 gallons or 50 pounds total per vehicle per trip. The proven challenge of this type of event is making certain the expenditure of resources is rewarded by a reasonable outcome from the event. The County continues to look for opportunities to hold these events, or to establish a successful repeatable model.

7.9.2 Household and Public Education

Public Education

Public education is achieved in Lincoln County by many private and public entities including the State of Washington and Department of Ecology, through use of media, advertising, the school system, and outreach programs. The educational efforts of Lincoln County and its municipalities include direct contact through town newsletters, a County Fair booth, the County website, and flyers and written information available at outreach events or the Transfer Station. HHW trained County employees at the Transfer Station field hundreds of calls and visit with thousands of residents in person every year regarding their HHW disposal needs.

Provide Education on Alternative Products

In addition to the message about proper disposal of household hazardous waste and used oil, the County will distribute educational messages on alternatives to hazardous household products. Much of this type of information can be found on the Washington Toxics Coalition's Home Safe Home Program website. The Home Safe Home Program has produced a series of fact sheets that identify hazards with various types of products and suggest alternatives.

7.9.3 Small Business Technical Assistance

The County will provide free technical assistance to businesses wanting to learn how to reduce and manage hazardous waste. Visitors to the County website will find a link to Department of Ecology's "Dangerous Waste Guidance" tailored to helping businesses find solutions to their waste disposal questions.

7.9.4 Small Business Collection Assistance

The County will provide outreach to businesses on the proper handling and management of hazardous waste. The County will provide information on its website on companies and facilities where wastes can be taken for proper management.



7.9.5 Enforcement Efforts

With respect to businesses generating hazardous wastes, the County has relied primarily on educational efforts and collection opportunities to obtain compliance with state laws. The County also uses a load inspection program to identify wastes that have been sent to County facilities for disposal, which should be managed through other appropriate means. The County will continue with these efforts.



Section 8

Administration and Enforcement



8 ADMINISTRATION AND ENFORCEMENT

The Washington State Solid Waste Management Act, RCW 70A.205, assigns local government the primary responsibility for managing solid waste, although State agencies have jurisdiction over solid waste issues as well. This chapter describes the administrative and enforcement structure for solid waste management in Lincoln County.

8.1 EXISTING CONDITIONS

Administration and enforcement responsibilities for solid waste management in Lincoln County are divided among several agencies and jurisdictions. The administrative and enforcement responsibilities of each organization are described below.

Lincoln County Public Works Department

RCW 36.58 authorizes Lincoln County to develop, own, and operate solid waste handling facilities in unincorporated areas of the county, or to accomplish these activities by contracting with private firms. The County also has the authority and responsibility to prepare comprehensive solid waste management plans for unincorporated areas and for jurisdictions that agree to participate with the County in the planning process.

The County has entered into interlocal agreements with all of the incorporated cities within the county for the purpose of establishing an integrated and coordinated solid waste management program. Interlocal Agreements are developed in accordance with Chapter 39.34 RCW, Interlocal Cooperation Act, for the purpose of permitting local governments to cooperate with one another in the performance of tasks, thus achieving economies of scale and reducing duplication of effort. An Interlocal Agreement is signed by the authorized officials of the local governments involved, and specifies the services and/or facilities to be provided and any compensation between the local governments for such services and/or facilities. The current Interlocal Agreements between Lincoln County and the incorporated cities was approved in 2024, and will remain in effect until rescinded, terminated, or until adoption of a subsequent Plan update. The interlocal agreements are included in the Appendix.

Lincoln County exercises its solid waste responsibilities through the Lincoln County Public Works Department. The Public Works Department has the responsibility for developing and implementing the solid waste management plan, formulating interlocal agreements, administering public education programs, and providing staff support for the SWAC.

Incorporated Cities

Under RCW 35.21.152 cities are allowed to develop, own, and operate solid waste handling systems and to provide for solid waste collection services within their jurisdictions. Cities and counties have the authority to establish solid waste programs, pass ordinances, and provide resources to monitor compliance and take corrective action where necessary. The cities are also responsible for enforcing local ordinances covering zoning, land use, illegal dumping, and littering. There are eight incorporated cities and towns in Lincoln County. All of the cities/towns contract with a hauler for solid waste collection.



Solid Waste Advisory Committee

The State requires that counties establish a Solid Waste Advisory Committee (SWAC) to assist in the development of programs and policies concerning solid waste handling and disposal (RCW 70A.205). The Lincoln County SWAC is an advisory board to the Lincoln County Board of Commissioners and makes recommendations to the Commissioners on matters relative to the development of solid waste handling programs and policies. One of its main functions is to provide a forum within the community for the expression of opinions regarding solid waste handling and disposal plans, ordinances, resolutions, and programs prior to adoption. SWAC members represent citizens, public interest groups, business, the waste management industry, and local government. The SWAC has a significant role in developing and updating Lincoln County's Comprehensive Solid Waste Management Plan.

SWAC members will also participate in amending the Solid Waste Plan, if changes are necessary within the five-year planning period. Generally, an amendment will be made 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 may include adjusting implementation schedules, changing the priority of alternative strategies and/or projects, making changes to levels of service, and implementation of flow control in the unincorporated County areas. In this situation, the amendment will be reviewed and considered by the SWAC, and if approved by a majority of the members, will be forwarded to the Board of County Commissioners for review and consideration for adoption. A plan amendment that impacts the incorporated cities/towns that are signatories to the plan and interlocal agreements will be forwarded to the cities/towns for concurrence. Examples would include a flow control agreement that would affect the existing contracts in the cities/towns. Following adoption, the amendment will be submitted to Ecology within 45 days. Upon adoption of the amendment, all future copies of the plan will include the amendment and note the amendment date on the cover.

Lincoln County Health Department

State law (RCW 70A.205.100) gives local health departments responsibility for:

“Each county, or any city, or jurisdictional board of health shall adopt regulations or ordinances governing solid waste handling implementing the comprehensive solid waste management plan covering storage, collection, transportation, treatment, utilization, processing and final disposal including but not limited to the issuance of permits and the establishment of minimum levels and types of service for any aspect of solid waste handling. County regulations or ordinances adopted regarding levels and types of service shall not apply within the limits of any city where the city has by local ordinance determined that the county shall not exercise such powers within the corporate limits of the city. Such regulations or ordinances shall assure that solid waste storage and disposal facilities are located, maintained, and operated in a manner so as properly to protect the public health, prevent air and water pollution, are consistent with the priorities established in RCW [70A.205.005](#), and avoid the creation of nuisances. Such regulations or ordinances may be more stringent than the minimum functional standards adopted by the department. Regulations or ordinances adopted by counties, cities, or jurisdictional boards of health shall be filed with the department.”



Falling under the definition of “solid waste handling facilities” are landfills, wood and tire piles, construction and demolition debris sites, compost facilities, transfer stations, and landfills.

The Lincoln County Health Department works with the public, cities, county, and state agencies to develop and implement plans for the safe storage, collection, transportation, and final disposal of solid waste. The Health Department works to assure compliance with RCW 70A.205 and WAC 173-304 - Minimum Functional Standards for Solid Waste Facilities and 173-350 – Solid Waste Handling Standards.

The Department is responsible for the following:

- Permitting all new solid waste facilities operating in Lincoln County.
- Oversight of one existing permitted facility:
 - The Lincoln County Transfer Station
- Responding to complaints regarding improper storage and disposal of solid waste.
- Investigating illegal dumping and non-permitted dump sites.

Washington Department of Ecology

The Washington Department of Ecology (Ecology) has the primary authority for solid waste at the state level. Ecology assists local governments in the planning process by reviewing, providing comments, and approving preliminary and final drafts of solid waste management plans. This review is to ensure that local plans conform to applicable state laws and regulations. In its Guidelines for the Development of Local Solid Waste Management Plans and Plan Revisions, Ecology offers recommendations on the preparation of solid waste management plans. Ecology also makes recommendations and comments on reviews of solid waste handling and disposal permits to ensure that the proposed site or facility conforms to applicable laws and regulations.

Although primary enforcement for solid waste management is through jurisdictional health departments, Ecology has a range of enforcement authorities under various statutes to address existing or potential sources of pollution, including those which result from improper solid waste handling and management. For instance, Ecology has broad authority to take enforcement actions under the State Water Pollution Control Act, the Hazardous Waste Management Act, and the Model Toxics Control Act. Collectively, these laws allow Ecology to issue orders and impose penalties for noncompliance. Under some circumstances, Ecology may also take direct action to remedy threats to public health and the environment, and seek to recover costs from potentially liable parties.

In some instances, Ecology may assume the duties and responsibilities of jurisdictional health departments. RCW 70A.205.105 authorizes local health departments to enter into an agreement with Ecology to assume some, or all, of their solid waste regulatory responsibilities and authorities, such as biosolid and septage permitting and enforcement.

The Eastern Regional Office (ER) of the Department of Ecology is responsible for controlling the emission of air contaminant from sources in Adams, Asotin, Columbia, Ferry, Franklin,



Garfield, Grant, Lincoln, Pend Oreille, Stevens, Walla Walla, and Whitman Counties with authority derived from federal and Washington State Clean Air Acts. Relevant laws are the Code of Federal Regulations (40 CFR) and RCW 70A.15, respectively; Washington Administrative Code (WAC) 173-350-310 which addresses intermediate solid waste handling facilities, including transfer station, and WAC 173.345, which pertains to the transport of recyclables. The 173-400 series of the WAC is the principal source of regulatory implementation of Washington State air pollution laws.

In terms of solid waste management, the issue is principally one of media transfer in which potential air pollutants are not allowed to be released into ambient air. Consequently, some materials that can no longer be burned, and specific prohibited materials that could never have been burned legally are diverted to the solid waste stream. Per Washington State law, no outdoor burning is allowed within Urban Growth Boundaries except agricultural burning and specifically exempted burning. However, Lincoln County is not fully planning under the State Growth Management Act, and therefore is not subject to the Urban Growth Boundaries burn ban. In Lincoln County, outdoor burning means all types of outdoor burning, EXCEPT agricultural burning and silvicultural/forest practices burning, which is regulated pursuant to the Washington Clean Air Act, Chapter 70A.15 RCW and WAC173-425.

Residential burning means the outdoor burning of leaves, clippings, prunings and other yard and gardening natural refuse originating on lands immediately adjacent and in close proximity to a human dwelling and burned on such lands by the property owner or his or her designee. Burning a pile not over 4ft. x 4ft. x 3 ft. is allowed, unless prohibited by Lincoln County Fire Districts and/or Washington State during times of high fire danger and/or an air pollution episode. It should be noted that burn piles left in place for more than three weeks are subject to solid waste regulations.

Washington Utilities and Transportation Commission

The Washington Utilities and Transportation Commission (WUTC) regulates solid waste collection activities under RCW 81.77, through the issuance of certificates entitling private companies to provide solid waste collection services within specified geographic areas of the state. RCW 70A.205.065 also grants the WUTC the authority to review solid waste management plans to assess solid waste collection cost impacts on rates charged by collection companies regulated under RCW 81.77 and to advise the County and Ecology of the probable effects of the Plan's recommendations on those rates.

The WUTC regulates the collection of solid waste in unincorporated areas of the County. The WUTC's enforcement mechanisms include fines and revocation of the right of private collectors to collect solid waste. The WUTC also enforces against companies that illegally collect solid waste without a certificate.

8.2 KEY ISSUES

Responsibilities for implementing the Solid Waste Management Plan are assigned to various local agencies. Since responsibilities for specific tasks are assigned to more than one agency, each of the jurisdictions needs to recognize the importance of carrying out all tasks in a manner



that ensures efficient use of resources (by avoiding duplication of effort), avoids gaps in program activities, and avoids conflicts or inconsistencies.

Enforcement activities within Lincoln County generally are focused on compliance with permit conditions and regulatory standards, littering, and illegal dumping. Response often comes from law enforcement agencies for littering. One key issue is to ensure adequate staffing and funding for the agencies responsible for enforcement.

A second key enforcement issue pertains to illegal dumping. Washington’s Model Litter Control and Recycling Act (RCW 70A.200) prohibits the deposit of garbage on any property not properly designated as a disposal site. Revisions (RCW 70A.200.060) provide stiffer penalties for littering and illegal dumping in rural areas including classification as a misdemeanor, punishable by specific penalties. Illegal dumping can be addressed through enhanced enforcement activities and education.

8.3 OPTIONS

1. Facilitate interagency cooperation

The different agencies and jurisdictions responsible for solid waste management in Lincoln County make interagency cooperation essential. This can be achieved through commitments on the part of each entity to participate on the advisory committee(s), and coordinating committee meetings between the county and municipalities to facilitate the exchange of information. In addition, coordination can be achieved if technical staff works closely with their counterparts in the other jurisdictions performing similar or related functions.

A cooperative approach to program evaluation is also essential to ensure that the goals and objectives of solid waste management are being met, and to monitor changes that take place in solid waste generation and disposal. Once Lincoln County and the municipalities have adopted the Plan, mechanisms will need to be developed to ensure that the Plan is effectively implemented. One method for evaluating programs is to continue to utilize the SWAC to review the success of individual program components and the Plan as a whole. Methods of review could include tracking waste quantities, participation rates, expenses, income, and implementation problems. Reviews could occur periodically to make necessary adjustments once the Plan is implemented.

2. Develop a coordinated public outreach and education program

Education is an important aspect of addressing solid waste issues. The purpose of a public outreach program is to raise public awareness. Each jurisdiction could pool their efforts for coordinated outreach.



Section 9

Implementation



9 IMPLEMENTATION

The purpose of this chapter is to outline the actions and budget necessary to implement the recommendations contained in this plan.

9.1 SIX-YEAR CAPITAL AND OPERATING FINANCING

The RCW (70A.205.045) requires the solid waste management plan to contain a six-year construction and capital acquisition program for public solid waste handling facilities, including development and construction or purchase of publicly financed solid waste management facilities. The legislation further requires plans to contain a means for financing both capital costs and operations expenditures of the proposed solid waste management system. Any recommendation for the development, construction, and/or purchase of public solid waste management and recycling facilities or equipment should be included in this discussion. Financing operation expenditures should also be added to this section of the plan.

Capital and operating expenses to implement the Plan recommendations over the next 6 years are summarized in the chart.. Actual budgets to carry out the recommendations will vary from year to year as specific programs are defined, and will depend upon availability of grant funding and budgets approved by local governments.

OPERATING/CAPITAL IMPROVEMENTS	PROJECTED COST	FUNDING MECHANISM (tip fees/grants/others)	IMPLEMENTAION YEAR
Operate Transfer Station	\$460,000	Tipping/Program Fees	ongoing- 2024-2030
Waste Reduction & Recycling	\$110,000	Grants/Program & Recycling Fees/Local Match	ongoing-2024-2030
Operate MRW Program	\$16,000	Grants/Program & Recycling Fees/Local Match	ongoing-2024-2030
Operate Organics Program	\$18,000	Grants/Program & Recycling Fees/Local Match	ongoing-2024-2030
Public Education and Outreach	\$2,000	Grants/Program Fees/Local Match	Ongoing-2024-2030
Replace heating system in Recycling center	\$18,000	Grants/Program Fees/Local Match	2024
Additional storage facility	\$200,000	Grants/Program Fees/Local Match	2024
Upgrade Organics Collection	\$50,000	Grants/Program Fees/Local Match	2026
Replace existing scale and add second scale and attendant's booth	\$350,000	Grants/Program Fees/Local Match	2029
Solid Waste Management Plan Update	\$80,000	Grants/Program Fees/Local match	2029
Estimates in year 2022 Dollars			
Projected Costs listed should be increased a minimum of 3% per year in consideration for inflation and annual cost increases			



9.2 IMPLEMENTATION SCHEDULE

The implementation of the recommendations contained in this Plan will begin upon approval of the Plan by the jurisdictions and Ecology. The schedule for implementation is included the chart. The schedule may be revised as the Plan is updated, and as the objective and needs of the County and jurisdictions change. As indicated, for some recommendations, the programs are ongoing. For new programs, some will be implemented within a few months, and for others implementation will span many years.

Program Activity	Year	Cost/YR	Funding
Operate Transfer Station	2024-2044	\$460,000.00	T, PR
Waste Reduction and Recycling			
General Operations			
1. Waste Reduction and Recycling	2024-2044	\$110,000	G, PR, LM
2.MRW	2024-2044	\$18,000	G, PR, LM
3.Organics Collection	2024-2044	\$18,000	G, PR, LM
4.Education and Outreach	2024-2044	\$2,000	G, PR, LM
Upgrade Heating system in the Recycling Center	2024	\$18,000	G, PR, LM
Additional Storage facility	2024	\$225,000	G, PR, LM
	Year	Cost/YR	
Upgrade Organics Collection	2026	\$50,000	G, PR, LM
Replace scale and add second scale and attendant's booth	2029	\$350,000	G, PR, LM
Solid Waste Management Plan Update	2029	\$80,000	G, PR, LM
Purchase an additional 10 acres	2034	\$75,000	G, PR, LM
Additional second tipping floor w/trash handlers	2040	\$615,000	G, PR, LM
Pave interior routes of travel	2042	\$80,000	G, PR, LM
Funding Sources:			
(G) Grants			
(PR) Program and Recycling Fees			
(LM) Local Match			
(T) Tipping Fees			

NOTE: Cost Estimates listed should be increased a minimum of 3% per year in consideration for inflation and annual cost increases. Tipping fees and program fees would increase to offset the cost increases.





Appendix A
Interlocal Agreements and Resolutions of Adoption



Appendix B
SEPA Checklist



Appendix C
WUTC Cost Assessment



Appendix D

SWAC Members, Meeting Dates, and Public Comments



Appendix E
Response Summary